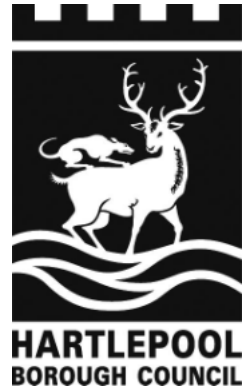


CABINET AGENDA



Monday, 23 May 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

- 3.1 To receive the Record of Decision in respect of the meeting held on 9 May 2011 (previously circulated)

4. BUDGET AND POLICY FRAMEWORK

- 4.1 Final 2010/2011 Outturn Strategy – *Chief Finance Officer*

5. KEY DECISIONS

- 5.1 Climate Change Adaptation Strategy – *Director of Regeneration and Neighbourhoods*
- 5.2 Photo-Voltaic Retrofit Proposal – *Director of Regeneration and Neighbourhoods, Chief Finance Officer and Chief Solicitor*
- 5.3 Child Poverty Needs Assessment and Strategy – *Director of Child and Adult Services*

6. OTHER ITEMS REQUIRING DECISION

- 6.1 Developer Interest in Sites at Seaton Carew – *Director of Regeneration and Neighbourhoods*
- 6.2 Strategy for Bridging the Budget Deficit 2012/13 – ICT, Revenues and Benefits Services – *Chief Executive*

7. ITEMS FOR DISCUSSION/INFORMATION

No items

8. REPORTS FROM OVERVIEW OF SCRUTINY FORUMS

- 8.1 Final report – Adult Safeguarding – *Adult and Community Services Scrutiny Forum*
- 8.2 Action Plan – Adult Safeguarding – *Director of Child and Adult Services*
- 8.3 Final Report – Foreshore Management – *Neighbourhood Services Scrutiny Forum*
- 8.4 Action Plan – Foreshore Management – *Director of Regeneration and Neighbourhood Services*
- 8.5 Final Report – Services available to male victims of domestic abuse – *Regeneration and Planning Services Scrutiny Forum*
- 8.6 Action Plan – Services available to male victims of domestic abuse – *Director of Regeneration and Neighbourhoods*

CABINET REPORT

23th May, 2011



Report of: Chief Finance Officer

Subject: FINAL 2010/2011 OUTTURN STRATEGY

SUMMARY

1. PURPOSE OF REPORT

1.1 To enable Members to finalise the 2010/2011 Outturn Strategy.

2. SUMMARY OF CONTENTS

- 2.1 The report informs Members of the action taken in the last 6 months of the 2010/11 financial year which resulted in the overall outturn being better than previously forecast. This action sought to manage expenditure (including holding posts vacant where possible and reducing non pay spending) in preparation for the significant cuts implemented from 1 April 2011 totalling £10 million. The actions implemented and their positive impact on the financial position enables specific risk reserves to be established to protect the Council's financial position in 2011/12, which given the scale of cuts already implemented and required over the next few years provides additional temporary resources to manage these risks and associated costs. These resources do not solve the significant financial problems facing the Council over the next few years.
- 2.2 The report reminds Members that further cuts of £14m need to be made before the start of 2014/15. Given the scale of the cuts implemented over the last two years these additional reductions will be even harder to achieve. These additional cuts will mean that by 2014/15 cash expenditure will fall back to the level it was in 2005/06 – which demonstrates the scale of the financial challenge facing the Council. Proposed changes to the Local Government finance system could make this position even worse particularly if proposed changes to business rates are implemented.
- 2.3 The Council will need to fund significant redundancy costs from implementing ongoing cuts of £14m. As approximately half (56%) of the net General Fund budget relates to pay costs (including Trading Account recharges) these cuts will result in further staffing reductions. There will therefore be additional redundancy costs over the next few years.

- 2.4 An initial assessment, based on experience over the last two years, indicates these one-off costs could be in the order of £5m to £10m. A funding strategy will need to be developed to address these costs. The actions taken to date provide a basis from which to commence this process.

3. RELEVANCE TO CABINET

- 3.1 The report enables Cabinet to finalise the 2010/2011 outturn strategy.

4. TYPE OF DECISION

- 4.1 Budget and Policy Framework.

5. DECISION MAKING ROUTE

- 5.1 Cabinet, 23th May, 2011.

6. DECISION(S) REQUIRED

- 6.1 Cabinet is required to approve the final outturn strategy.

Report of: Chief Finance Officer

Subject: FINAL 2010/2011 OUTTURN STRATEGY

1. PURPOSE OF REPORT

- 1.1 To enable Members to finalise the 2010/2011 Outturn Strategy.

2. BACKGROUND

- 2.1 The Outturn Strategy is a key component of the Council's Medium Term Financial Strategy. The initial strategy for 2010/11 was approved in February by Cabinet and Council. The aim of the Outturn Strategy is to protect the Council's medium term financial position. This is particularly important in the current environment of sustained cuts in Government grants.

- 2.2 The initial strategy was approved in February and outlined proposals for using one-off underspends to meet one-off expenditure commitments to avoid these issues impacting on the 2011/12 budget. This strategy was based on an assessment of the forecast outturn for 2010/11 and now needs to be finalised to reflect the actual outturn and a review of the risks facing the Council.

- 2.3 As Members are aware 2010/11 was an extremely challenging year owing to a range of factors, including:

- The implementation of new management structure, which is saving £2.5 million on a sustainable basis from April 2010. This was a significant change as the Council reduced from 5 to 3 departments. This reduced senior management post (Directors and Chief Officers) by one third and also reduced managerial capacity at other management levels, whilst sustaining front line services during 2010/11;
- The impact of in-year grant cuts totalling £3.5m (£2.1m revenue and £1.4m capital) announced in the Coalition Governments 'Emergency Budget' in June. The revenue grant cuts included a reduction in the Area Based Grant allocation for 2010/11 of 10%, which was particularly challenging to manage as a grant cut part way into the financial year;
- The need to begin preparing for a tougher financial position from 2011/12. As Members will recall the actual scale of grant cuts was not confirmed until December 2011 when the Government

provided details of 2011/12 grant allocations for individual Councils. Implementing the necessary cuts before the start of the 2011/12 financial year was therefore extremely challenging.

- 2.4 As indicated above the financial position for 2011/12 and the following three years is even more challenging owing to the significant cuts in Government grants. In response to this position the Council approved budget reductions for 2011/12 of £10 million. Further permanent reductions of approximately £14 million need to be made before the start of 2014/15. To put these cuts into context it means reducing the Council's net budget from £92 million in 2011/12 to £78 million before the start of 2014/15 – which means that in cash terms the 2014/15 net cash budget will fall to the same level it was in 2005/06. This is an unprecedented reduction and will mean that many difficult decisions will need to be made. At the same time the Council will face significant additional demands particularly in relation to social care in respect of an ageing population and an increase in the numbers of children looked after. The Council will also need to fund significant redundancy costs over the next few years and further details are provided in section 5.
- 2.5 The outturn strategy cannot solve the underlying budget deficit which needs to be addressed by making permanent budget reductions. However, the outturn strategy can help to protect the Council's financial position by allocating one-off resources for one-off commitments. This will avoid these issues having a negative impact in the current financial year.
- 2.6 This report informs Members that the financial position at the end of 2010/11 is better than forecast. This position reflects action taken by managers to reduce expenditure wherever possible to protect the Council's medium term financial position. This included keeping a greater number of posts vacant pending the implementation of cuts in April 2011. This provided a saving in 2010/11 and helped reduce the number of compulsory redundancies. It also includes savings as a result of significantly limiting non staffing expenditure and additional one-off benefits not expected when the previous forecast outturns were reported, including securing income from the Health Service for specific care packages and income generated on trading activities.
- 2.7 The actions we have taken enable specific reserves to be established to help manage risks, particularly for volatile (and often high cost) services such as caring for vulnerable adults and children. This helps protect the Council's medium term financial position and should help avoid emergency cuts if expenditure in these volatile areas exceeds the budget in 2011/12. This is a position Hartlepool has previously managed to avoid. However, this will become more difficult as demand for services continues to rise at a time of significant cuts in the Council's overall budget. This risk needs to be managed to avoid having to make in-year cuts. These are more damaging and need to

be deeper to achieve the required in-year financial savings as they would have to be made over a shorter time period and initially only provide a part year saving. The availability of these specific reserves does not remove the underlying financial risks in these areas as they only provide temporary resources which can only be used once to address problems which may arise in these high risk demand lead areas. Over the next few years managing these risks will become more difficult as budgets are cut further to address cuts in Government grants.

- 2.8 The outturn position reflects actual expenditure and income for the full year and details of the changes are summarised in the next section.

3. GENERAL FUND - FINAL OUTTURN STRATEGY 2010/2011

- 3.1 During the year financial management reports provide details of forecast outturns against the net General Fund budget. This enables Members to develop a strategy for managing any under or over spend from this figure, as this is the net controllable budget of the Council.

- 3.2 These reports are underpinned by the detailed management of a gross General Fund budget of £278 million covering a range of very complex services and funding arrangements. The funding arrangements include specific grants and charges for Council services, including social care charges which are assessed on an individual basis and are subject to change dependent upon the persons individual circumstances and are therefore volatile. At the year-end variances against individual budgets need to be assessed against the relevant gross budget as this reflects the complexity of services and funding arrangements.

- 3.3 At the time of preparing this report work to close the 2010/2011 Accounts was nearing completion and this confirms that the overall position is more favourable than previously reported due to the actions taken, as detailed below.

3.4 Corporate Outturn

- 3.5 The net corporate underspend is £0.414m more than anticipated which is mainly owing to the following factors:

- Lower borrowing costs and higher investment income on the Council's cash flows in the final quarter than anticipated;

This position reflects the Bank of England's decision to hold interest rates at the current historically low level for longer than expected.

Whilst this is beneficial in the short-term this is a risk area for future years as the Council's current strategy of netting down investments and borrowing is not sustainable. This strategy is currently the most cost effective for the Council and also reduces the level of external investments at a time of continuing uncertainty in the financial sector.

At some point the Council will need to refinance its borrowing requirement from external loans and this risk needs managing to ensure actual borrowing costs can be funded from the existing base budget. This could be a significant risk if interest rates change sooner than expected and to a higher level than forecast. This risk increased when the Government instructed the Public Works Loan Board (PWLB) to increase all interest rates on PWLB loans by 1% at the same time as announcing the budget reductions for local authorities.

- Lower gas prices over the final 3 months of the financial year.

This is an unusual position for the winter period and reflects the continued impact of lower international economic activity. As a result of this situation the gas budget underspent in 2010/11.

Over the last few weeks these trends have reversed and there have been significant increases in gas prices as a result of increasing world demand, which reflects higher demand from Japan as a result of the earthquake and tsunami, and increased international economic recovery. Prices have also been driven upwards as a result of concerns about the security of gas and oil supplies owing to the volatile position in many middle-east countries, including Libya. These factors have already increased gas prices significantly above last year's prices. This position is being closely monitored by NEPO, which buy gas for the 12 North East councils.

At this stage it is anticipated that the existing base budget for gas will provide enough funding to manage prices remaining at current levels. Further price increases would lead to an additional budget pressure.

- Lower External Audit fees

Actual External Audit fees were £76,000 lower than expected owing to national reductions implemented by the Audit Commission. There will be a similar saving in 2011/12 and it is expected that there will be an increasing saving in 2012/13.

3.6 Departmental Outturns

3.7 The position for departmental outturns is also favourable and the overall underspend is higher than anticipated. Part of this underspend is owing to a technical accounting change arising from all Council's having to adopt new accounting practices for the 2010/11 accounts. These changes mean that income which was previously treated as income in advance now needs to be recognised as an underspend and specific reserves created to carry forward resources.

3.8 The main reason for the improved financial position is owing to a decrease in actual net expenditure. This change reflects a number of factors including higher vacancies as departments held posts vacant to help manage the 2011/12 budget cuts, lower expenditure across a range of budget areas as departments managed expenditure, the completion of negotiations to secure income for specific care packages from the NHS and favourable outturns on trading accounts. These are one off benefits and the budget decisions taken in February 2011 have removed budgets of around £10 million and therefore the ability to deliver managed underspends again. It is suggested that the majority of these underspends are used to create reserves to manage specific risks as detailed in the following paragraphs.

3.9 Regeneration and Neighbourhood Services Reserves

The Regeneration and Neighbourhood Services department is a complex area with significant services funded from trading activity income. The department's gross annual budget is £53m (£21m net of trading activity income and income from other fees and charges).

It was anticipated that there would be an overspend on the overall departmental budget owing to recession driven income shortfalls on Car Parking income and Building Control/Development Control income. The Car Parking income shortfall had largely been covered from the Strategic Risk Reserve on a temporary basis and increased charges implemented in September, which are expected to generate an additional £150,000 per annum. It is expected that Car Parking income shortfalls will continue and this issue is addressed later in the report.

Whilst, the above income shortfalls materialised there were favourable factors in other areas. This was partly owing to management control of costs and income received on the completion of major projects in 2010/11, an element of which needs to be carried forward to meet potential retention costs in relation to capital projects. Other areas, particularly Economic Development and employment programmes have long lead times and straddle more than one financial year. In order to address these issues a number of reserves with a total value of £0.988m need to be created as detailed in **Appendix A**. The value

of reserves equates to approximately 1.7% of the gross revenue budget of the department.

3.10 **Child and Adult Services Reserves**

The Child and Adult Services department is a complex area with a gross annual budget of £81m (£49m net of specific grants and income from fees and charges). These budget figures exclude the Dedicated Schools Grant as the majority of this funding is spent by schools.

The department provides a wide range of services to vulnerable Children and adults and income is dependant on an individuals specific circumstances. Small changes in caseloads and/or changes in need can require an increase in the level of support required which can in turn have a significant financial impact. The budget reductions implemented for 2011/12 reduce flexibility to manage these changes on an ongoing basis.

It was anticipated that there would be a net underspend on the overall departmental budget owing to holding vacant posts, limiting all non pay spend and lower costs for Looked after Children.

The actual level of vacancies held was higher than expected as managers began to prepare for the 2011/12 cuts. There were also benefits from reducing non-pay expenditure, again the result of manager's advance planning for 2011/12, and increased income from user contributions, which is a volatile area and the PCT contributions for specific care packages. These factors increase the actual departmental underspends.

However the overall department underspend masks significant increased demands and corresponding overspends on the budgets funding care packages for those with mental health issues and older adults in particular. As budgets will come under increasing pressure in future years and further reductions are implemented to address the future budget deficits there is an increasing risk of demand led expenditure exceeding the annual budget with no flexibility to support this from other areas of the budget such as staffing vacancies. It is therefore suggested that specific reserves are earmarked to manage a range of risks as detailed in Appendix A. This will hopefully avoid in-year overspends and provide time to assess if any changes are temporary or permanent. The value of these reserves is £1.456m, which equates to approximately 1.8% of the gross revenue budget of the department.

3.11 **Chief Executive's Department Reserves**

The gross budget for the Chief Executive Department is £59m, inclusive of Council Tax and Housing Benefit payments (£8.3m net of specific grants and income from fees and charges).

It was anticipated that there would be a small net overspend on the overall departmental budget owing to shortfalls in Shopping Centre income and Land Charges.

The actual outturn is more favourable and there was an overall underspend against the Departmental budget, which is mainly owing to higher vacancies as managers began to prepare for the 2011/12 cuts.

A range of risk reserves have been identified as detailed in Appendix A. The value of these reserves is £0.406m, which equates to approximately 0.8% of the gross revenue budget of the department.

3.12 In-year Grant cuts – review of funding strategy for redundancy and early retirement costs

3.13 The approved strategy for managing in-year cuts in the Area Based Grant and Working Neighbourhood Fund identified one-off resources to partly mitigate these cuts and to fund the resulting redundancy and early retirement costs.

3.14 At the time the redundancy costs had not been finalised owing to the very limited timescale for implementing the necessary in-year budget cuts. It was hoped that sufficient one-off resources had been identified for these costs. After reflecting the actual redundancy costs and the resources allocated to partly mitigate the grant cuts in 2010/11 there is an uncommitted balance of £72,000.

3.15 Summary Position

- 3.16 Assuming Cabinet approve the proposals outlined in paragraphs 3.4 to 3.14, including the reserves detailed in Appendix A, there is a net uncommitted underspend of £1.124m, compared to a forecast of £89,000 as summarised below:

Quarter 3 Forecast Net Over/ (under) spend £'000		Final Net Over/ (under) spend £'000
(240)	Adult and Community Services	(316)
(273)	Children's Services	(273)
(513)	Child and Adult Services	(589)
264	Regeneration and Neighbourhoods	0
15	Chief Executives Department	0
(234)	Total Departmental Expenditure	(589)
(1,100)	Corporate Budgets	(1,514)
(1,334)	Total Departmental and Corporate budgets	(2,103)
0	Area Based Grant reduced redundancy costs	(72)
	<u>Initial Outturn Strategy approved in February 2011</u>	
(450)	Year 1 SDO savings	(648)
(200)	Rating Appeals Refund	(196)
(320)	Resources allocated for Tall Ships	(320)
195	Carbon Reduction Commitment	195
720	Contribution Towards Tall Ships	720
500	Contribution to offset in-year ABGMNF grant cut	500
600	Provision for costs of incinerator closure	600
200	Provision for continuing income shortfall in 2011/12	200
(89)	Net Underspend	(1,124)

* The final Departmental underspend is net of the reserve contributions detailed in Appendix A.

- 3.17 It is suggested that the uncommitted net underspend detailed in the previous paragraph is earmarked to address the following issues:

i) Budget Support Fund – proposed contribution £0.161m

As reported previously the committed use of the Budget Support Fund in 2011/12 exceeds the balance of this reserve. It was hoped that the Council's share of Housing Hartlepool (Right to Buy) RTB income in 2010/11 and 2011/12 would address this shortfall. However, over the last three years this income has

average £70,000 and is likely to continue at this low level for the foreseeable future.

It would therefore be prudent address this shortfall as part of the 2010/11 outturn. RTB income will continue to be received after 2011/12 up to the agreed aggregate value. As underlying house sales are likely to continue at a low annual level it is suggested that a strategy for allocating the remaining income is developed on an annual basis once this income is received.

ii) Strategic Risk Reserve – proposed contribution £0.874m

The potential risks identified against this reserve were previously estimated at £2.8m and the current reserve balance is £2.3m. The main risk relates to potential Equal Pay/Equal Value claims and this continues to be a risk. At this stage it is not suggested that additional funding is needed for this specific risk. This risk continues to be reviewed regularly. It would be prudent to address the existing shortfall on this reserve of £0.5m from the 2010/11 outturn.

Another area of risk relates to anticipated income shortfalls for Shopping Centre income, Land Charges and Car parking. In 2010/11 these shortfall totalled £0.668m, which exhausted the resources allocated within the Strategic Risk Reserve for this item. The initial outturn strategy provided £0.2m towards these risk continuing. Given the scale of the shortfalls in 2010/11 and the expectation that there will be no significant improvement in the current year it would be prudent to set aside a further £0.374m for these shortfalls continuing for a further financial year. A sustainable solution for addressing these issues needs to be found as part of the 2012/13 budget.

- 3.18 Assuming Members approve the above proposals an amount of £89,000 will transfer to General Fund Balances as expected when the initial outturn strategy was approved. A strategy for using this amount will need to be developed as part of the 2012/13 budget process.

4. Tall Ships Outturn

- 4.1 An initial assessment of the forecast outturn for this event was reported in October 2010. This was a worst case position and indicated an outturn shortfall of £0.72m. The forecasts included an assessment of expenditure, contractual commitments and income due to the Council. The strategy for funding this amount allocated one-off resources, which avoided this issue impacting on either ongoing service delivery or future budgets.

- 4.2 The majority of the outstanding invoices and contractual commitments have now been paid and income due collected. On this basis the outturn shortfall is expected to reduce to £0.58m. This assumes the remaining outstanding income of £65,000 (net of VAT) is received.
- 4.3 On this basis it is now expected the actual cost of this event will be £0.14m less than previously forecast.
- 4.4 As this was an extremely complex event it is suggested that this amount is carried forward as a specific reserve at the end of 2010/11. This amount will then be available should any residual contractual commitments arise in 2011/12. In the event that these monies are not needed a strategy for using the uncommitted one off reserve can be developed as part of 2012/13 budget process.

5. **Redundancy costs - use of Transitional Grant**

- 5.1 Redundancy and early retirement costs relating to the spending review cuts were estimated to be £1.6m. The actual costs were £1.47m. The reduction reflects the impact of redeployments which reduced the number of compulsory redundancies and the impact of actual payments to staff made redundant.
- 5.2 These costs have been funded from the Transitional Grant and in accordance with the Council resolution in February the unused Transitional Grant of £0.305m (£0.178m estimated in February) has been transferred to General Fund Balances. A strategy for using the residual Transitional Grant, which is a one-off resource, will need to be developed as part of the 2012/13 budget process.
- 5.3 As Members are aware the Council needs to make permanent budget reductions of £14m before the start of 2014/15. As approximately half (56%) of the net General Fund budget relates to pay costs (including Trading Account recharges) these cuts will result in further staffing reductions. There will therefore be additional redundancy costs over the next few years and a funding strategy will need to be developed.
- 5.4 This strategy will need to reflect experience over the last two years. In 2011/12 one-off redundancy and early retirement costs arising from the spending review equated to 60% of the ongoing salary savings – which is a payback period of 7 months. The 2010/11 one-off costs were higher and the pay back period was 15 months. Based on experience over the last two years redundancy and early retirement costs are likely to be between £5m and £10 over the next 4 years.
- 5.5 The actual costs won't be known until we know exactly how much of the savings comes from pay budget and the mix of staff leaving the

Council. The lower figure is likely to be the minimum cost and actual costs could exceed the higher figure if a greater number of people are eligible for their pension if made redundant. At this stage these figures provide a planning base for developing a funding strategy and highlight the financial liability facing the Council over the next few years.

6. Capital Outturn

- 6.1 Capital closure is also progressing and there are not expected to be any issues arising.

7. CONCLUSION

- 7.1 The outturn position is more favourable than anticipated owing to one-off factors and careful management of budgets in advance of 2011/12. This helped the Council manage the budget position for 2011/12 and reduced the number of compulsory redundancies by holding posts vacant.
- 7.2 The improved outturn also provides one-off resources which it is proposed are earmarked to manage ongoing budget risks. The availability of these resources is beneficial in a period of sustained and deep cuts in Government grants as it provides some financial flexibility to manage services and budgets.
- 7.3 The report therefore proposes allocating these one-off benefits to establish specific reserves.
- 7.4 The financial position over the next few years is even more challenging and cuts of £14m need to be made before the start of 2014/15. Implementing these permanent reductions will have implications on current staffing levels and the Council will need to fund the resulting redundancy and early retirement costs (where applicable).
- 7.5 An initial assessment suggests these costs will be in the order of £5m to £10m. These costs will fall over the next 3 years. No resources have been identified to fund these potential costs and a funding strategy will be developed during the current year to address this issue. This will include reviewing the resources transferred into the General Fund from the General Fund outturn of £89,000, the unused Transitional Grant of £305,000 and the forecast unused Tall Ships funding of £120,000.

8. RECOMMENDATIONS

- 8.1 It is recommended that Members: -

- i) Note the report;
- ii) Approve the final General Fund Outturn strategy detailed in paragraph 3 and the Specific Reserves detailed in Appendix A and the Transfer of £89,000 to General Fund Reserves;
- iii) Note the final Tall Ships Outturn position detailed in paragraph 4;
- iv) Note the position on the use of the Transitional Grant and the transfer of the unused funding of £305,000 to General Fund Reserves.

4.1 APPENDIX A

SCHEDULE OF PROPOSED CONTRIBUTIONS FOR SPECIFIC RESERVES

Name of Reserve	£'000	Purpose of Reserve
Child & Adult Services Department		
Looked After Children	267	Contribution to Safeguarding and Specialist Services for the development of Looked After Children Reserve to manage increases in the number of Looked After Children in this volatile area. To contribute to the YOS partnership funding and to secure additional funding from the PCT for a young persons substance misuse service.
Raising Educational Achievement	141	Incorporates funding to enhance the Educational achievement and experience through the Space to Learn and Playing for Success. Incorporates some funding to ensure the most vulnerable young people are tracked and supported to remain in education, employment and training Includes a contingency for schools Broadband SLA. owing to the potential for schools to withdraw from the existing contract.
Transport	33	Funding towards post-16 fares previously funded from Government Grants.
Educational Psychology	15	Use of grant funding to support initiative at Springwell School during 2011/12.
Integrated Youth Service	4	Specific Grant Awards given to the Young People for activities during 2011/12 and contribution to new shower/toilet facilities at Rossmere Youth Centre
Archaeology	12	Completion of projects rephased from 2010/11.
Adult Safeguarding	26	Additional PCT income received to extend current Safeguarding postholders contract.
Community Pool	8	Underspend on this budget carried and 'ring-fenced' to supplement funding available in 2011/12 for Community Pool grants.
Libraries	11	Completion of security upgrade to Library system to comply with Government ICT and data protection requirements.
Supporting People - Housing Related Support	185	Reserve to be utilised in 2011/12 to fund transitional support arrangements required as a result of implementing significant SDO savings and budget reductions arising from Government grant cuts. Includes temporary funding to cover existing commitments until contracts can be terminated.
Adults Social Care Commissioning	100	NHS Reablement Funding received late in 2010/11 from PCT and carried forward to meet specific Department of Health funding requirements in 2011/12.
Strategic Arts	7	Carrying forward income generated on Ticket Agency sales, which will be invested in increased marketing on visitor attractions to generate income.
Older People's Social Care and Carers services	420	Contribution to risk reserve for Older People and carers owing to continued demographic pressures in this area. The budget for this year was overspent as a result of increased demand for care. Contribution to Carers Emergency Respite Service to enable the continued provision of emergency provision for carers who require it.
Sport & Recreation	5	Contributory match funding for Sport England funding for Olympics legacy programme.
Adult Social Care Reform	188	Reserve created by carrying forward remainder of ringfenced Social Care Reform Grant which must be earmarked for identified Social Care initiatives. A variety of schemes funded from this grant have either been rephased to 2011/12, or were part of the year 2 SDO plan in 2011/12 for this service area.
Working Age Adults Commissioning	21	PCT funding linked to the DH Campus Reprovision Grant 2008-11 - specific grant - carry forward to facilitate outstanding transfers of individuals into the community from long stay hospitals.
Adult Social Care - Domiciliary Care Service	13	Funding required to meet requirements of recent CQC (Care Quality Commission) findings within the area.
Total Child & Adult Services Department	1,456	

4.1 APPENDIX A

SCHEDULE OF PROPOSED CONTRIBUTIONS FOR SPECIFIC RESERVES

Name of Reserve	£'000	Purpose of Reserve
Regeneration & Neighbourhoods		
Neighbourhood Management	31	Carry forward of NDC (New Deal for Communities) funding to pay redundancy costs in relation to project ending in 2011/12.
Neighbourhood Management	5	NDC (New Deal for Communities) Cohesion project - reserves allocated to complete project in 2011/12.
Parks & Countryside	11	Tree Works - completion of planned programme
Waste & Environmental	3	Dog Warden - earmarked for funding of new bins which were not received by year end
Cemetery & Crematoria	50	Planned use of additional income carried forward to partly fund new cremators as previously agreed by Members as part of funding strategy for this project.
Community Safety	46	Completion of various contractual/committed projects including 'Target Hardening' & 'Local Volunteering'.
Community Safety	132	Local Public Service Agreement Phase 2 reward grant for committed projects approved by Safer Hartlepool Partnership - Domestic Violence.
Property Services and Facilities Management	100	Use of some of the surplus generated by Trading Accounts to cover the costs of potential remedial works and protect against future income volatility.
Property Services and Facilities Management	18	Completion of various commitments under the Invest to Save programme.
Urban & Planning Policy	37	Relates to the part carry forward of funding identified to support major regeneration projects such as the Innovation and Skills Quarter (ISQ) Gateway and development of Church Square. The reserve is to support feasibility costs and contribute match funding towards external funding bids.
Housing	7	Committed for Housing Condition Survey/Strategic Housing Market Assessment.
Economic Development	153	Completion of various ongoing commitments including the Employment and Integration Scheme, Training Placements, Connect to Work, Jobsmart.
Economic Development	15	Managed Revenue Underspend earmarked for development of Hartlepool's Economic Regeneration Strategy
Economic Development	27	Carry forward of Income generated by Graffiti Project which is required to meet ongoing running costs associated with future income generation opportunities.
Social Housing New Build	35	Relates to the surplus generated by the New Social Housing which needs to be set aside to cover future maintenance costs in accordance with the approved business case for this project.
Selective Licensing	144	Income generated from fees required to fund the scheme over a 5 year period.
Licensing	112	Licence Fee Income in Advance - previously this was included on the Balance Sheet as Income in Advance and is now required to be carried forward as an 'Earmarked Reserve' under the new IFRS Code of Accounting Practice. The reserve will cover expenditure in 2011/12.
ITU	46	Carry forward of grant set aside to meet the temporary costs of consultancy in relation to the Integrated Transport Unit (ITU).
Speed Cameras	16	Relates to the funding ring fenced for the Tees Valley Camera Partnership.
Total Regeneration & Neighbourhoods Department	988	

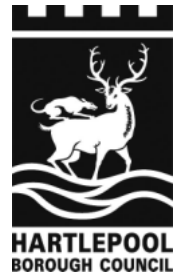
4.1 APPENDIX A

SCHEDULE OF PROPOSED CONTRIBUTIONS FOR SPECIFIC RESERVES

Name of Reserve	£'000	Purpose of Reserve
Chief Executives Department		
Corporate Strategy	69	Resources identified to facilitate the changes required to deliver the savings for the 2012/13 budget round in respect of staffing structures and the required changes.
Corporate Strategy	10	Temporary costs in developing and establishing arrangements for enhancing and maintaining the Councils profile including social networking, public relations and other associated elements.
Corporate Strategy	60	Temporary development resources for enhancements of current ICT systems such as e bookings and EDRMS and costs attributable to the rationalisation of systems to achieve savings from the provision of ICT.
Corporate Strategy	33	Potential costs in relation to the reprocurement and or change of arrangements in respect of the Councils current ICT arrangements.
Legal/Registration and Members	24	Temporary additional staffing resources within the Legal Section. Also, additional costs in postage for the renewal of Personal Identifier's for Electoral Registration which must be completed every 5 years.
Registrars	15	Redecoration of new marriage/ceremonies room at the Borough Hall and some software integrations/upgrades.
Hartlepool Connect	30	Software integrations including Corporate Workflow and upgrade Queue Management System.
Corporate Finance	50	Temporary appointments to cover 3 permanent post holders being on maternity leave during 2011-12 in respect of Group Accountant - Adult & Community Services, Senior Accountant - Corporate and a Senior Accounting Technician - Regeneration & Neighbourhood Services.
Revenues and Benefits	50	To reduce the impact of Department of Work and Pensions specific grant reduction.
Revenues and Benefits	25	Funding required to match fund Department for Works and Pensions projects.
Revenues and Benefits	15	Funding for Software Project Developments relating to changes required to various income collection arrangements (BACS (Banks Automated Clearing System) and Direct Debits) and Payment Card Industry security review.
Revenues and Benefits	25	Funding for Council Tax Rebate Scheme Software Development and a contribution to development work linked to the corporate booking system Zipporah.
Total Chief Executives Department	406	

CABINET REPORT

23rd May 2011



Report of: Director of Regeneration and Neighbourhoods

Subject: CLIMATE CHANGE ADAPTATION STRATEGY

SUMMARY

1. PURPOSE OF REPORT

- 1.1 To introduce and seek approval for the proposed Climate Change Adaptation Strategy and associated risk assessment process.

2. SUMMARY OF CONTENTS

- 2.1 This report provides information on the proposed Climate Change Adaptation Strategy (**Appendix 1**) and associated risk assessment process.
- 2.2 The Climate Change Adaptation Strategy puts in place a process for identifying, monitoring and targeting risks brought about by Climate Change.
- 2.3 The Strategy has led to the formulation of a Climate Change Risk Register and action plan, which is appended to this report (**Appendix 2**).

3. RELEVANCE TO CABINET

- 3.1 Climate change will affect all areas of Hartlepool.
- 3.2 The effects of climate change are already placing increased pressure on services provided by Hartlepool Borough Council. Climate change projections from the United Kingdom Climate Impacts Programme (UKCIP) provide strong evidence that these pressures will continue to increase.
- 3.3 The extra pressures that climate change will place on services are likely to lead to an increase in the cost of delivering those services for

example, extended growing seasons will require more resources to maintain trees, verges and open spaces, and increasing temperatures may lead to the requirement for air-conditioning units, with installation and running cost implications. Climate change will lead to an increase in the frequency and severity of extreme weather events. During the past two winters, extreme weather events have led to an increase in winter maintenance costs. However, the general long-term trend is expected to be a move towards milder winters.

- 3.4 By understanding the risks presented by climate change, and taking early action to address these risks, the Local Authority can adopt a proactive approach to tackling climate change, which will cost less than dealing with issues as and when they arise. Adoption of this strategy will put in place a formal process for identifying and monitoring the risks that climate change poses to service provision.

4. TYPE OF DECISION

Key Decision (test i and ii applies). Forward Plan reference Number RN 52 / 11.

5. DECISION MAKING ROUTE

Cabinet

6. DECISION(S) REQUIRED

- 6.1 That Cabinet agrees to adopt the strategy and associated risk assessment process.

Report of: Director of Regeneration and Neighbourhoods

Subject: CLIMATE CHANGE ADAPTATION STRATEGY

1. PURPOSE OF REPORT

- 1.1 To introduce and seek approval for the proposed Climate Change Adaptation Strategy (attached as **Appendix 1**) and associated risk assessment process.

2. BACKGROUND

- 2.1 Climate change is occurring now and will continue to occur over the coming decades, as explained in the Tees Valley Climate Change Strategy.
- 2.2 The United Kingdom Climate Impacts Programme (UKCIP) is a world-leading organisation in the field of projecting climate change. UKCIP have produced a summary of the anticipated effects of climate change, and these have been used in the production of the Climate Change Adaptation Strategy and associated risk assessment process. UK Climate change projections can be viewed in full at <http://www.ukcip.org.uk/uk-impacts/>.
- 2.3 The main summarised impacts of climate change include increasing average temperatures, wetter winters, drier summers and an increase in storm events.
- 2.4 As with most aspects of risk management, tackling climate change related risks requires a proactive approach, where 'prevention is better than cure'. There are a number of high profile reports to support this theory, including:
- The Stern Review into the Economics of Climate Change, which states that "the overall costs and risks of climate change will be equivalent to losing at least 5% of global GDP each year...the estimates of damage could rise to 20%. The costs of action...can be limited to 1% of global GDP".
 - The Independent Panel on Climate Change (IPCC) states that climate change could cost the Northeast of England 3% of its GDP, which equates to around £1,200 million.
 - ClimateNE appointed ARUP and Cambridge Econometrics to undertake an economic evaluation of the financial impacts that climate change may impose on the Northeast of England. The

study considers only the impacts of climate change that can be effectively quantified, and includes the costs of flooding and of high temperatures. The study concludes that the cost of these impacts on the Northeast could be in the region of £600 million per annum. However, the study states that by taking action to adapt to climate change, this figure may be reduced to £80-100 million per annum, highlighting the urgent need for such action.

Although the above reports do not agree on a single figure, they do agree that climate change will present significant cost implications, and that early action is by far the most desirable method of action.

- 2.5 All action on climate change can be categorised into one of two groups: Mitigation and Adaptation. Climate change mitigation addresses the causes of climate change by, for example, reducing energy and fuel use or installing renewable energy units to reduce greenhouse gas emissions. Climate change adaptation addresses the impacts of climate change, such as, for example, ensuring that plans are in place to deal with summer heat-waves or droughts, winter flooding, or improving sea defences.
- 2.6 It is essential that both mitigation and adaptation occur together. Historically, climate change mitigation has received the most attention. However, adaptation is equally as important as the greenhouse gases that cause climate change remain active in the atmosphere for up to 200 years, and it is therefore inevitable that climate change will continue to present a range of effects as outlined above.
- 2.7 The Local Authority has set itself a target to achieve Level 4 (the highest level) in the Government's National Indicator (NI) 188 – Planning to Adapt to Climate Change – by April 2012. Regardless of the future of the National Indicator, it is important that the Council achieves this target to ensure that services can be delivered effectively in a changing climate.

3. THE ADAPTATION STRATEGY AND RISK ASSESSMENT PROCESS

- 3.1 The Climate Change Adaptation Strategy outlines the effects of climate change and puts in place a process for identifying, monitoring and targeting climate-related risks.
- 3.2 The strategy looks at how Hartlepool Borough Council (HBC) can deliver services that are resilient to the effects of climate change. The strategy is aimed at all employees, and is to be used as a tool to ensure that all service area managers are aware of the risks posed by climate change, are able to identify any potential risks to the delivery of their service(s), and are considering actions to alleviate these risks.

- 3.4 Risk assessments of individual service areas were carried out in order to identify, target and monitor issues arising as a result of climate change.
- 3.5 As climate change is a cross-cutting issue, risk assessment templates were fed down from Assistant Director level to managers within the Authority. Individual service area managers, as specialists in their fields, were responsible for identifying risks and completing a risk assessment.
- 3.6 Respondents were required to give brief details of the risks that climate change poses to their service areas and formulate actions that have been or will be adopted to minimise the impact that those risks will have on service delivery.
- 3.7 The risk assessment process has led to the formulation of a Climate Change Risk Register and Action Plan, which is appended to this report (**Appendix 2**). The register is a working document, and risks will be reviewed on an annual basis, through Covalent – the Council's corporate performance management system.

4. CONSULTATION

- 4.1 Consultation has been undertaken, with all managers whose services may be affected by climate change, throughout the risk assessment process.
- 4.2 All service area managers who completed a full risk assessment have been consulted on the Climate Change Adaptation Strategy.
- 4.3 The Environment Partnership (Theme-group of the Local Strategic Partnership) has been kept informed of the progress of the Strategy and risk assessment process, and members of the Partnership have been encouraged to consider climate change adaptation both within their organisations and at home.
- 4.4 Members of the Climate Change Working Group (Sub-group of the Environment Partnership) have been consulted fully, and have commented on the Climate Change Adaptation Strategy.
- 4.5 The Council has a Carbon Reduction and Energy Efficiency Steering Group, which considers strategic approaches to tackling climate change within the Local Authority. The Group also offers strategic support and direction to the Carbon Action Now Departmental Officers (CAN-DO) group, which works at an operational level to tackle climate change. Both groups have been consulted on the Adaptation Strategy and risk assessment process.

5. RECOMMENDATIONS

- 5.1 That Cabinet agrees to adopt the Climate Change Adaptation strategy and associated risk register.

6. REASONS FOR RECOMMENDATIONS

- 6.1 By raising awareness of the risks posed to service delivery, and taking early action to reduce them, the costs associated with the impacts of climate change will be minimised.

7. BACKGROUND PAPERS

Tees Valley Climate Change Strategy.

8. CONTACT OFFICER

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Hartlepool Borough Council Climate Change Adaptation Strategy

1 Introduction

The Earth's climate is changing rapidly, and the effects are being realised on a global scale. Climate change poses a major threat to global society, and it is vital that we have an understanding of the anticipated effects of climate change in order that we can take action to reduce the impact on our lifestyles and on the way we do business.

The Tees Valley Climate Change Strategy (TVCCS) introduces the subject of climate change in the context of the sub-region. It also outlines generic issues and action that must be taken across the sub-region to minimise the severity and impacts of climate change. The strategy does not, however, address issues at a Local Authority level. Hartlepool Borough Council has produced a climate change action plan that details strategic priorities for tackling climate change in the borough. This Climate Change Adaptation Strategy moves on from this strategic approach, by addressing the risks that climate change poses to services delivered by Hartlepool Borough Council (HBC) at an operational level.

This strategy outlines the need for action on climate change, differentiates between mitigation and adaptation, and introduces a risk assessment process and risk register to reduce and manage the impacts of climate change on services provided by HBC. This strategy is intended to be used as a toolkit for managers whose services will be impacted by climate change.

2 Aims & Objectives

In order to successfully instigate Council-wide action on climate change, it is important to set out a number of strategic aims and objectives. The overall aim of the strategy is to:

“Reduce the negative impacts of climate change upon the services delivered by Hartlepool Borough Council, and identify and pursue any potential opportunities that may result”.

This strategic aim will be achieved by meeting the following four objectives:

- A. **Incorporate climate change adaptation into all major plans, policies and strategies, in order to increase the resilience of the Authority's services.** This has already begun, with climate change sections included in the Corporate Plan, the Core Strategy and the Local Transport Plan (LTP3). Work will continue to ensure that climate change and climate change adaptation are considered in all relevant documents.

- B. Increase awareness of the impacts of climate change, both internally and amongst the wider community.** The majority of individuals and organisations are aware of climate change, and how they can reduce their carbon footprints. However, many have not yet given thought to the need to prepare for the impacts that climate change will have on their day-to-day activities. Although this strategy is aimed directly at HBC service providers, it is essential that the Council takes a lead role in communicating the need for adaptive measures with other partners, down to the individual householder level.
- C. Achieve Level 4 on the Department for Energy & Climate Change's Self Assessment Adaptation Matrix.** The matrix measures the extent to which an organisation is prepared for the effects of climate change, and is scored from Level 0 to Level 4. Level 4 is the highest score on the matrix, and demonstrates that an organisation has considered climate change as a central part of its business process.
- D. Develop a solid understanding of current climate change related threats and opportunities relating to services delivered by HBC.** As climate science develops, and projections are fine-tuned, the anticipated impacts of climate change on HBC will need to be reviewed to ensure that risks and actions identified are kept up to date. Furthermore, changes to the ways that services are delivered may have an effect risks previously identified, and may also give rise to new risks.

3 Climate Change Projections

The UK Climate Projections '09 (UKCP09) have been produced by the UK Climate Impacts Programme (UKCIP), using complex climate modelling techniques, and are a world-leading example of this area of work. The projections cover a wide range of complex data detailing likely climate change related effects. A summary of the eleven main effects has been produced for use in this strategy and the risk assessment process, as outlined below:

- High rainfall events;
- Flooding;
- Wetter winters;
- Sea-level rise;
- Heat-wave;
- Increasing average temperatures;
- Droughts in summer;
- Drier summers;
- Longer growing seasons;
- Less snow and frosts; and
- High wind events and storms.

To summarise further, in Hartlepool, we expect to see the following over the coming years and decades:

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- Warmer, wetter winters;
- Hotter, drier summers;
- An increase in severe weather events; and
- Rising sea-levels

4 The Risk Assessment Process

A risk assessment of the impacts of climate change on all Council services has been undertaken and has highlighted a number of risks across a range of services. A risk register has been produced, and will be monitored annually.

4.1 What is covered by the Risk Assessment Process

This strategy covers the impacts of climate change on local services under the direct responsibility of Hartlepool Borough Council. Activities covered by the risk assessment process concern the day-to-day provision of HBC's services. Due to the nature of Local Authority service provision, there are a number of overlaps with other organisations and with the public.

4.2 What is not covered by the Risk Assessment Process

Large scale, strategic decisions, such as the construction and improvement of new and existing sea defences, are not covered by the risk assessment process within this strategy.

The strategy is not intended to be used as a plan specifically for partners and other organisations. However, it is intended to inspire others to consider the effects of climate change, and to provide a framework and guidance for others to follow suit. Hartlepool Borough Council will promote climate change adaptation measures to the community, in order to increase borough-wide resilience to the threats posed. Furthermore, work is underway at national and regional levels to address climate change adaptation, and to ensure that adaptive measures are introduced in the following sectors:

- Agriculture sector;
- Biodiversity (including ecosystem services) sector;
- Built Environment sector;
- Business/Industry/Service sectors;
- Energy sector;
- Flooding & Coastal Erosion sector;
- Forestry sector;
- Health sector;
- Marine sector (including fisheries);
- Transport sector;
- Water sector; and
- Other sectors not included in the above.

4.3 Monitoring Process

A register of all risks recorded through the above process is kept by the Climate Change Officer, and all significant risks are monitored through Covalent – the Council's corporate performance management system. Risks will be reviewed annually to ensure that they are effectively managed, and that new risks are identified as and when they arise. Any proposed actions to reduce risks will also be recorded, monitored and reviewed on an annual basis.

CLIMATE CHANGE RISK REGISTER AND ACTION PLAN

This risk register has been produced as a result of a risk assessment process of services provided by Hartlepool Borough Council (HBC). All risks contained within this plan have been proposed by service area managers and their teams.

The risk register is divided into eleven sections, based around the eleven projected effects that will be brought about by climate change, namely:

1. High rainfall events;
2. Flooding;
3. Wetter winters;
4. Sea-level rise;
5. Heat-wave;
6. Increasing average temperatures;
7. Droughts in summer;
8. Drier summers;
9. Longer growing seasons;
10. Less snow and frosts; and
11. High wind events and storms.

All risks and associated actions identified will be monitored annually to ensure that risks are being managed effectively.

1. HIGH RAINFALL EVENTS

ID	Service Area	Risk	Associated Action (if stated)	Risk Owner
CC001	Building Control	Effects on construction projects as they progress. Increased issues with design of buildings in relation to improved drainage and rainwater run off's. May be some issues with some previously approved designs if rainfall increases significantly above current design targets.	Current actions already on Covalent: RND EN020 - Appraise and site inspect all Building Regulation applications to ensure compliance with the Building Regulations RND EN021 - Pursue enforcement action as necessary for work contravening the Building Regulations	Garry Hutchison
CC002	Cleansing	Disruption to operations. Difficult to sweep streets. Blocked gullies		Jon Wright
CC003	Community Safety	Water ingress to CCTV fibre/power ducts.	Review CCTV transmission options.	Brian Neale
CC004	Community Safety	Localised property damage-incidence of building related doorstep crime	Maintain doorstep crime awareness	Brian Neale
CC005	Environmental Health	Potential water quality impacts - run off, rising water table		Sylvia Pinkney
CC006	Hartlepool Connect	Blocked highways affecting number of telephone reports from residents	Ensure that maximum of number of staff are available to deal with increased calls	Julie Howard
CC007	Highways	Possible damage to grassed areas by vehicle over run	Consider tarmaccking vulnerable grassed areas (but consider potential drainage implications)	Mike Blair
CC008	Horticulture	Unable cut grass, leading to grass becoming too long. Furthermore, grass grows faster. Damaged verges may result due to soft ground. Water logging may occur, giving rise to potential flooding on saturated ground.	Consider use of French drains. Formulate proactive measures to minimise risks.	Chris Wenlock

5.1 APPENDIX 2

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CC009	Housing Options	Excessive rainfall and water ingress into dwellings could lead to properties being assessed as 'unfit' and residents becoming homeless and requesting assistance from the Council with temporary and in some cases permanent rehousing. Also potential increase in landlord/tenant disputes requiring the Council's assistance to resolve.	Promotion of 'decent home standard' in the private sector and need for buildings and contents insurance. Develop 'fast track' procedures for inspections and enforcement powers for those properties affected to the extent that may lead to homelessness. Consider options for improving access and strengthening resources relating to the Council's Landlord/Tenant services within related SDO's.	Linda Igoe
CC010	Property & Assets	Excessive rainfall ingress within property can lead to the loss of key areas within service areas. External flooding both in and around property can lead to loss of access for key staff	Proactive approach to Property and Asset Maintenance. Regular condition surveys, inspection and implementation of any works in a timely fashion	Albert Williams
CC011	Registration & Nationality Service	1. Blocked highways affecting access to external ceremony venues.	1. Plan alternative access plans, including parking facilities off site (external venue)	Christine Armstrong
CC012	Shared Services - Payroll, Payments, Insurance	Increase in number of insurance claims from property damage	Consider increase to Insurance Fund, and alternative building and maintenance arrangements	Christine Armstrong
CC013	Substance Misuse Services	If building has structural problems, short term individuals may not be able to access alternative medication.	Explore delivering services from alternative venues and/or delivery and home service as necessary.	Chris Hart
CC014	Waste Management	Disruption to service due to issues with collection	Temporary suspension of service, which will need to be covered once severe weather has ceased.	Fiona Srogi

2. FLOODING

ID	Service Area	Risk	Associated Action (if stated)	Risk Owner
CC01 5	Building Control	Effects on construction projects as they progress. Increased issues with design of buildings in relation to improved drainage and rainwater run off's. May be some issues with some previously approved designs if rainfall increases significantly above current design targets.	Current actions already on Covalent: RND EN020 - Appraise and site inspect all Building Regulation applications to ensure compliance with the Building Regulations RND EN021 - Pursue enforcement action as necessary for work contravening the Building Regulations	Garry Hutchison
CC01 6	Community Safety	Temporary evacuation of business/private property may lead to acquisitive crime increase. Potential for disreputable building contractor intervention and doorstep crime. Loss of CCTV operation risk.	Liaise with Police to review enhanced crime prevention patrols and visibility. Review CCTV transmission options. Maintain doorstep crime awareness	Brian Neale
CC01 7	Corporate ICT	Loss of Northgate Server Room - on level 1 of Civic Centre	Invoke Business Continuity solution for key systems in place at Greenbank	Joan Chapman
CC01 8	Cleansing	Service unable to be delivered in flooded areas. Aftermath of flooding will require intensive action.	Formulate plan of action in event of flooding	Jon Wright
CC01 9	Engineering	Flood and water management bill puts onus on Local Authority to solve local flood risk problems, presenting financial and staffing implications	Implement the requirements of the Flood and Water Management Bill. Identify potential issues and formulate a response.	Dennis Hancock
CC02 0	Hartlepool Connect	Blocked highways affecting number of telephone reports from residents	Ensure that maximum of number of staff are available to deal with increased calls	Julie Howard
CC02 2	Highways	Possible risk to highway infrastructure and increased risk of flooding due to run-off.	Consider upgrading highway drainage system in problem areas	Mike Blair
CC02	Horticulture	Damage to properties and assets may lead to temporary	Put plan in place to deal with effects of	Chris

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3		suspension of service.	flooding	Wenlock
CC02 4	Housing Options	Residential properties being affected by flooding could lead to residents needing temporary rehousing and elderly/vulnerable residents requiring further assistance with relocating furniture etc. Also potential increase in landlord/tenant disputes requiring the Council's assistance to resolve.	Promotion of 'decent home standard' in the private sector and need for buildings and contents insurance. Develop 'fast track' procedures for inspections and enforcement powers for those properties affected to the extent that may lead to homelessness. Consider options for improving access and strengthening resources relating to the Councils' Landlord/Tenant services within related SDO's.	Linda Igoe
CC02 5	Landscape Planning and Conservation	Flooding could affect historic buildings in conservation areas in Hartlepool	Provide clear information to property owners where advice and guidance can be obtained on protecting historic structures from flooding.	Sarah Scarr
CC02 6	Property and Assets	External flooding both in and around property can lead to loss of access for key staff	Condition surveys, planned proactive maintenance to drainage systems	Albert Williams

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CC02 7	Registration & Nationality Service	<p>1. Blocked highways affecting access to external ceremony venues;</p> <p>2. Possible flooding, and partial or total loss of, coastal and other external venues;</p> <p>3. Possible flooding, and partial or total loss of, Register Office</p>	<p>1. Plan alternative access plans, including parking facilities off site (external venue)</p> <p>2. Plan for alternative venue notices and Registrar General Waiver application. Note this will require 1 clear day's notice - ceremony could not take place on same day as notice. Civil ceremonies must take place in identified rooms at venue - marriages in religious, registered, buildings may take place in any part of that single registered building, (Not in any detached building on the same or any other site.)</p> <p>3. Identify alternative site/s in advance; prepare emergency pack for Ceremonies, Birth and Death Registration, and other statutory and non statutory services, prepare ICT plan. In event of loss of building SR or Deputy to contact the Registrar General with details of replacement statutory Register Office, and other delivery points.</p>	Christine Armstrong
CC02 8	Shared Services - Payroll, Payments, Insurance	Increase in number of insurance claims from property damage	Consider increase to Insurance Fund, and alternative building and maintenance arrangements	Christine Armstrong
CC02 9	Substance Misuse Services	Staff and Service Users may not be able to travel. Pressure on service delivery. Users unable to access substitute medication and/or support. Court and criminal justice interventions curtailed.	Home appointments available. Keyworkers to support travel and access to services. Shared Care from GP's being progressed by PCT.	Chris Hart

5.1 APPENDIX 2

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CC03 0	Waste Management	Impossible to undertake waste collection in areas suffering from flooding	Put in place procedure to ensure that backlog can be cleared once flooding has receded.	Fiona Srogi
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3. WETTER WINTERS

ID	Service Area	Risk	Associated Action (if stated)	Risk Owner
CC03 1	Cleansing	Impact on ability to undertake cleansing operations		Jon Wright
CC03 2	Engineering	Disruption to works	Forward plan by more than one year to reduce knock on effect	Dennis Hancock
CC03 3	Horticulture	Maintenance work cannot progress	Plan ahead and be prepared to undertake work when conditions allow. May require extra staff budget.	Chris Wenlock
CC03 4	Property and Assets	Delays and disruption to planned programmes of work	Long term maintenance planning and flexibility to react	Albert Williams
CC03 5	Substance Misuse Services	Delays in users attending appointments and services. Potential for increased primary health needs	Increase appointment slots. Provide drop in support. Ensure users register with GP's	Chris Hart
CC03 6	Waste Management	Wetter waste can cause issues at incinerator, thus leading to need for less desirable landfill.	Consider storage of waste until dry.	Fiona Srogi

4. SEA-LEVEL RISE

ID	Service Area	Risk	Associated Action (if stated)	Risk Owner
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5.1 APPENDIX 2

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CC03 7	Building Control	Effects on existing buildings and raised water table for other areas in the town will effect stability and usability of houses	Current actions already on Covalent: RND EN020 - Appraise and site inspect all Building Regulation applications to ensure compliance with the Building Regulations RND EN021 - Pursue enforcement action as necessary for work contravening the Building Regulations	Garry Hutchison
CC03 8	Community Safety	Risk of damage to CCTV fibre transmission.	Review CCTV transmission options. Review implications within Emergency Planning procedures.	Brian Neale
CC03 9	Ecology	Potential loss of habitats, including SSSI and SPA	Allow coast to roll back where possible	Ian Bond
CC04 0	Engineering	Depending on severity, potential of major damage to infrastructure	Design to project against future sea level rise and invest in maintaining existing structures.	Dennis Hancock
CC04 1	Highways	Loss of infrastructure at sea level	Work with Engineering Section to investigate improvements to sea defences where necessary	Mike Blair
CC04 2	Housing Options	Sea level rises affecting residential properties will result in homelessness for those affected residents who may then require assistance with temporary and/or permanent rehousing	Identify register of residential properties that are likely to be affected if sea levels rise and provide owners/occupiers with advice and information.	Linda Igoe
CC04 3	Landscape Planning and Conservation	Sea level rises could effect historic buildings in conservation areas in Hartlepool	Provide clear information to property owners where advice and guidance can be obtained on protecting historic structures from sea level rises. Advise Engineering Section on minimising impact on historic environment when considering methods of protection against sea level rises.	Sarah Scarr

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CC04 5	Urban Planning & Policy and Community Regeneration	Loss of seafront development sites/negative impact upon viability of seafront development sites due to increase in sea defence costs. Physical regeneration schemes may not be resistant to impacts of climate change and may require further investment.	Sea level rises and sea defence to be a consideration at the start of seafront projects. Physical regeneration schemes will increasingly need to be designed to the highest sustainability specifications for durability.	Rob Smith (Regen)
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5. HEAT WAVE

ID	Service Area	Risk	Associated Action (if stated)	Risk Owner
CC04 6	Anti-Social Behaviour Unit	danger that there will be more ASB through increase in drinking, especially street drinking	Deliver a campaign aiming to reduce alcohol consumption, on health as well as ASB grounds. Promote clear messages that ASB will not be tolerated.	Sally Forth
CC04 7	Community Safety	Risk of insecure properties (open windows etc) and increase in acquisitive crime. Increase ASB on-street activities - alcohol consumption etc.	Communicate property security advice to occupants. Liaise with Police re management on-street/public space ASB.	Brian Neale
CC04 8	Corporate ICT	Extra demand for air-conditioning units in server room	Maintenance agreement on air conditioning units in place. Environmental monitoring in place for early warnings	Joan Chapman
CC04 9	Cleansing	Discomfort for workforce	Ensure staff are aware of and follow warm-weather procedures - cover arms/wear sunscreen etc. Ensure that vehicles' fans/air-con are working.	Jon Wright
CC05 0	Engineering	Road construction time will increase as tarmac will take longer to set. Potential for heat exhaustion on-site	Consider modifying use of road binders to increase setting time. Follow recommendations of Health and Safety Executive.	Dennis Hancock
CC05 2	Highways	Staff unable to work in current PPE due to extreme temperatures	Investigate alternative PPE and working arrangements as necessary	Mike Blair

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CC05 3	Property and Assets	Property unfit for purpose and increased energy consumption through use of fans, air-con, etc	Manage and monitor building cooling such as ventilation and overnight cooling	Albert Williams
CC05 4	Registration and Nationality Service	Possible increase in death rate brought about by high temperatures	Use of Deputy Registration Officers from planned pool.	Christine Armstrong
CC05 5	Substance Misuse Services	Staff unable to work. Service Users have poor general health and may be susceptible to related illness - eg dehydration, exhaustion, burning.	Ensure proactive monitoring and appropriate health advice. Maintain water and diet support. Consider reorganising current delivery system to cooler periods of day	Chris Hart
CC05 6	Urban Planning & Policy and Community Regeneration	May impact on the attendance at consultation events.	Contingency planning for public consultations. Increased need for community cohesion/regeneration related support.	Rob Smith (Regen)
CC05 7	Waste Management	Potential issues with residual waste due to high temperatures and fortnightly collections	Advice/behavioural change campaigns to encourage containing of waste	Fiona Srogi

6. INCREASING AVERAGE TEMPERATURES

ID	Service Area	Risk	Associated Action (if stated)	Risk Owner
CC058	Cleansing	Demand for air-conditioning may increase, leading to increased fuel use	Allocate budget to cover extra cost	Jon Wright
CC059	Ecology	Potential new pests and an increase in competition	Plant trees to reduce urban heat island effect, thus effectively reducing level of temperature increase.	Ian Bond
CC060	Environmental Health	Potential of an increase in vector-borne diseases, such as Malaria, African horse sickness and blue-tongue.	Remain alert to potential risks, and keep up to date with national policy	Sylvia Pinkney
CC062	Horticulture	Extended grass growing season will place added pressure on service	Ensure staff are available to maintain cutting schedule	Chris Wenlock
CC063	Urban Planning & Policy and Community Regeneration	Opportunities for additional outdoor tourism related projects.	Monitor opportunities for additional outdoor tourism related projects	Rob Smith (Regen)

7. DROUGHTS IN SUMMER

ID	Service Area	Risk	Associated Action (if stated)	Risk Owner
CC064	Cleansing	Restriction on water use may mean that cleansing vehicles cannot operate. Manual labour would need to replace rounds covered by vehicles. Increased cost	Consider alternative water supplies	Jon Wright
CC065	Ecology	Loss of some drought intolerant species, such as beech trees	Create areas of land with retained water	Ian Bond
CC068	Highways	Increased demand for verge cutting, incurring extra cost	Allow verges to grow and communicate reasons, which may include an increase in biodiversity	Mike Blair

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CC069	Property and Assets	Prolonged drying of sub strata around Property and Assets will inevitably lead to shrinkage and differential movement	Manage and monitor building cooling such as ventilation and overnight cooling	Albert Williams
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8. DRIER SUMMERS

ID	Service Area	Risk	Associated Action (if stated)	Risk Owner
CC070	Building Control	Issues with foundations moving and causing cracking due to ground movement as clay soils dry out.	Current actions already on Covalent: RND EN020 - Appraise and site inspect all Building Regulation applications to ensure compliance with the Building Regulations RND EN021 - Pursue enforcement action as necessary for work contravening the Building Regulations	Garry Hutchison

9. LONGER GROWING SEASONS

ID	Service Area	Risk	Associated Action (if stated)	Risk Owner
CC071	Horticulture	Pressure on service due to increased workload	Ensure that budget is in place to cover extra labour required	Chris Wenlock

10. LESS SNOW AND FROSTS

ID	Service Area	Risk	Associated Action (if stated)	Risk Owner
CC072	Ecology	Impacts on hibernation		Ian Bond
CC073	Horticulture	Some species more prone to disease in absence of frosts	Consider replacing vulnerable species	Chris Wenlock

11. HIGH WIND EVENTS AND STORMS

ID	Service Area	Risk	Associated Action (if stated)	Risk Owner
CC07 4	Cleansing	High winds responsible for increase in debris on highway	Be prepared for extra work following storm events	Chris Wenlock
CC07 5	Ecology	Displacement of migrating birds	Create habitats for new species	Ian Bond
CC07 6	Engineering	Damage to structures and disruption to works.	Nationally prepared data will be used inform HBC of issues. Make use of probability analysis to check for high winds and storm events coupled with high tides and wave conditions, which could breach sea defences.	Dennis Hancock
CC07 7	Hartlepool Connect	Increase in customers reporting damage	Ensure maximum number of staff available to take calls during and after periods of high winds and storm events.	Julie Howard
CC08 0	Horticulture	Cases of tree damage likely to increase, and may bring about other structural damage. Increased likelihood in summer, as leaves increase surface area of tree, creating extra drag.	Keep tree stock in good health. Observe changes to trees. Remove deadwood regularly. Prioritise species susceptible to high winds, such as poplar.	Chris Wenlock
CC08 1	Housing Options	Damage to dwellings caused by high winds and storms could lead to requests for temporary and/or permanent rehousing. Also potential increase in landlord tenant disputes requiring the Council's assistance to resolve.	Promotion of 'decent home standard' in the private sector and need for buildings and contents insurance. Develop 'fast track' procedures for inspections and enforcement powers for those properties affected to the extent that may lead to homelessness. Consider options for improving access and strengthening resources relating to the Council's Landlord/Tenant services within related SDO's.	Linda Igoe

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CC08 2	Landscape Planning and Conservation	High winds could cause damage to trees and historic buildings in both public and private ownership.	Provide clear information on where advice and guidance can be obtained in this situation.	Sarah Scarr
CC08 3	Property and Assets	Serious damage to property leading to loss of key buildings	Proactive approach to Property and Asset Maintenance. Regular condition surveys and implementation of any works in a timely fashion	Albert Williams
CC08 4	Registration and Nationality Service	<ol style="list-style-type: none"> 1. Possible increase in death rate 2. Blocked highways affecting access to external ceremony venues; 3. Possible flooding, and partial or total loss of, coastal and other external venues; 4. Possible flooding, and partial or total loss of, Register Office 	<ol style="list-style-type: none"> 1. Use of deputy registration officers from planned pool. 2. Plan alternative access plans, including parking facilities off site (external venue) 3. Plan for alternative venue notices and Registrar General Waiver application. Note this will require 1 clear day's notice - ceremony could not take place on same day as notice. Civil ceremonies must take place in identified rooms at venue - marriages in religious, registered, buildings may take place in any part of that single registered building, (Not in any detached building on the same or any other site.) 4. Identify alternative site/s in advance; prepare emergency pack for Ceremonies, Birth and Death Registration, and other statutory and non statutory services, prepare ICT plan. In event of loss of building SR or Deputy to contact the Registrar General with details of replacement statutory Register Office, and other delivery points. 	Christine Armstrong

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CC08 5	Shared Services - Payroll, Payments, Insurance	Increase in number of insurance claims from property damage	Consider increase to Insurance Fund, and alternative building and maintenance arrangements	Christine Armstrong
CC08 6	Substance Misuse Services	Potential for delays or non attendance by service users at clinical appointment	Maintain pro-active DNA process. Increase drop in provision. When shared care in place negotiate GP support.	Chris Hart
CC08 7	Waste Management	Landfill sites (which need to be used during incinerator shut-down) closed due to high winds.	Work with SITA to develop waste transfer storage facilities.	Fiona Srogi
CC08 8	Waste Management	Problems with recycling receptacles	Investigate alternative collection receptacles	Fiona Srogi

CABINET REPORT

23rd May 2011



Report of: Director of Regeneration and Neighbourhoods,
Chief Finance Officer and Chief Solicitor

Subject: PHOTO-VOLTAIC RETROFIT PROPOSAL

SUMMARY

1. PURPOSE OF REPORT

The purpose of this report is to provide further detail on how the Council may be able to install renewable energy in the form of photo-voltaic panels, to reduce carbon emissions and potentially save the Council money and generate income following the report of 6th December 2010.

2. SUMMARY OF CONTENTS

The report provides information on which Council owned properties are considered most suitable, an indication of the level of funding required to install the kit required to generate electricity and income, the anticipated Carbon emissions reduction and provides options for delivery.

The report identifies two options for installing PV panels. One option would involve the Council financing the installation of PV panels using prudential borrowing and repaying this loan from income and savings generated by the scheme. The second option would involve granting a licence to a private operator to install PV panels on Council buildings in return for an annual rental payment.

The report identifies the potential financial risks to achieving income streams and savings under the two alternative options.

The report also identifies the potential non-financial risks and benefits of installing PV panels on Council properties.

3. RELEVANCE TO CABINET

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

4. TYPE OF DECISION

Key Decision

Forward Plan reference Number RN 44/10

5. DECISION MAKING ROUTE

Cabinet and then Council if Cabinet determines to support this proposal and wishes to seek approval as a departure from the approved budget.

6. DECISION(S) REQUIRED

6.1 It is recommended that Cabinet determined if Council approval should be sought:

- i) For the implementation of Option 1,- the installation of PV cells using prudential borrowing of up to £646,000 in order that the Council retain control of the installations and reap most benefit whilst reducing CO₂ emissions;
- ii) To earmark the forecast annual revenue saving to pump prime other income generating initiatives and/or cost reduction projects, rather than allocate the savings to reduce the 2011/12 budget deficit.

Report of: Director of Regeneration and Neighbourhoods,
Chief Finance Officer and Chief Solicitor

Subject: PHOTO-VOLTAIC RETROFIT PROPOSAL

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to provide further detail on how the Council may be able to install renewable energy in the form of photo-voltaic panels, to reduce carbon emissions and potentially save the Council money and generate income following the report of 6th December 2010.

2. BACKGROUND

- 2.1 As detailed to Cabinet paper on 6th December 2010, it had been proposed that the Council investigate the potential viability of using the Government incentive scheme to install photo-voltaic (PV) panels on Council owned buildings. This investigation would consider the risks of implementing such a scheme.

The installation should contribute to helping the Council achieve its Covenant of Mayors commitment to reduce Carbon emissions by more than 20% by 2020 from 2005 levels.

In the previous paper to Cabinet it was suggested this work may be done in partnership with Housing Hartlepool, however they have now indicated that they will undertake a separate programme of works to install PV panels on their properties.

3. SUITABLE SITES FOR PV PANELS

3.1 Assessment of buildings

Officers have undertaken a preliminary investigation of Council owned properties considering aspects such as: orientation of the building roof, risk of vandalism, height of the building, structural strength of roof*, shading, roof area and planning constraints (Listed status for example).

* Structural information is based on existing knowledge within the team, further investigation will be required should the recommendations in this paper be agreed.

3.2 Practical considerations

The resulting list included a number of schools. Schools are considered separately to Council buildings in terms of costs, benefits and delivery of the project for practical reasons.

4. **COSTS AND BENEFITS**

4.1 Costs

Indicative costs have been obtained for the buildings which are considered most appropriate for the installation of PV panels and are in the order of £646k.

4.2 Carbon savings

It is possible to install a total of 258kWp of PV panels on HBC buildings in the short term, this could reduce the Council's CO₂ emissions by 124 tonnes each year.

4.3 Skills

The Council is working in partnership with Hartlepool College of Further Education and Tees Valley Unlimited to promote and develop opportunities for Hartlepool residents and business in the growth sectors of renewables including PV panels. Hartlepool College of Further Education is leading on the delivery of new skills and qualifications with purpose built facilities in the new building which include a bespoke manufacturing and fitting unit for photo voltaic panels. The facilities are open for commercial training.

5.0 **OPTIONS FOR DELIVERY**

The options available to the Council relate to the installation of PV cells on the Council's own building and schools. These issues are dealt with separately below as there are additional issues in relation to school buildings.

5.1 Installation on Council buildings

There are two options available to the council:

Option 1 - Use prudential borrowing to install PV panels and finance loan repayment costs from forecast FiT income and electricity savings.

Option 2 – Rent roofspace on Council buildings to a commercial operator to install PV panels and gain a proportion of the FiT and electricity savings.

Option 1

This option carries a greater potential financial risk than option 2 as the Council would need to borrow £646,000, which may potentially generate a net annual benefit after meeting loan repayment costs

between £25,000 (FiT income) and £36,000 (FiT income plus electricity saving).

This net income is not guaranteed and depends on electricity generation being in line with national forecasts and capital costs being in line with forecasts. These figures are considered to be reasonable or perhaps slightly cautious as best available information indicates greater generation than anticipated. However, it needs to be noted that changes in these factors could affect achievability of these net income targets.

To assess this risk the impact of negative changes in FiT income, electricity savings and capital costs have been examined, as summarised in the table below. The scenarios examined look at the financial impact of significant changes in the planning assumptions to determine at what point the scheme would become financially unviable. This sensitivity analysis shows that there would need to be significant and simultaneous adverse changes in a number of planning assumptions to make the scheme financially unviable.

Changes in planning assumptions	Net FiT income less annual loan repayment costs £'000	Net FiT income plus electricity saving less annual loan repayment costs £'000
Base line	25	36
25% reduction in FiT income and electricity saving plus 25% increase in capital cost	(5) Cost	3
35% reduction in FiT income and electricity saving – capital costs unchanged	0	7

If the baseline savings are achieved the net income/savings could potentially help reduce the 2012/13 budget gap and once achieved will continue long term. Alternatively, Members may wish to use this income stream to pump prime other income generating initiatives and/or cost reduction projects. However, the benefit will be less than expected when work commenced on examining the feasibility of PV cells owing to reductions in FiT income introduced by the Government. On the upside the baseline savings should increase in real terms over the lifetime of the project by more inflation uplift included in the Medium Term Financial Strategy (MTFS) as FiT income is indexed by RPI and electricity savings should increase. This will be assessed on an annual basis to determine the additional annual benefits which can be built into the MTFS over the lifetime of the project.

Option 2.

Rent roof space on Council buildings to a commercial operator to install PV panels and generate an annual rental income stream.

This option has the lowest financial risk as the Council is not borrowing to fund the project and consequently the lowest potential financial benefit for the council. There would be risks around renting out roof space for 25 years, the main risks link to the Council deciding to dispose of the building and the consequences of the commercial operator ceasing trading; responsibility for maintenance and repair also needs careful consideration.

Rental income and share of the FiT has been calculated based on the standard offer of one potential commercial partner.

Council buildings (non-schools)	
Income from roof rent, a proportion of FiT and electricity savings	£19,000 per year

An early discussion with one commercial operator indicated that in addition to the rental payment to the Council, a proportion of the profits from the FiT would be put into a 'local community fund'. Further discussions are required in terms of the company's requirement to have a local community fund, it may be more effective to retain the income within the Council. It should of course be noted that other companies may not have such requirements.

5.2 Installation on Schools Buildings

The situation regarding school buildings is more complex than envisaged when work commenced on assessing the feasibility of installing PV cells on the Council's own building and schools. The main complexity relates to future changes to schools funding and the academies agenda. Given this uncertainty it would not be wise to use prudential borrowing to install PV cells on schools as the Council could not guarantee repayment loans over the lifetime of the project.

A number of schools in the Borough have already been approached by companies offering to install PV panels at no cost to the school and give the school a proportion of the income from the Feed in Tariff. It is therefore suggested that the Council provides technical support to assist schools develop and fund their own projects.

5.3 Timing

Earlier in the year the Government announced that the first review of the Feed in Tariff had begun and would 'be completed by the end of the year, with tariffs remaining unchanged until April 2012, unless there is specific need for greater urgency'. It is therefore imperative that the Council acts quickly if it intends to take advantage of the FiT scheme as FiTs are widely expected to decrease after April 2012.

5.5 Procurement

The next stages in this process are to undertake a detailed structural survey on the buildings/roofs which are considered most suitable for the installation of PV panels, and to invite companies to quote for installation. It is possible that the procurement of installers may include their carrying out the survey work. The outcome of the surveys may result in the list of buildings/roofs being altered and updated.

Any contract the Council enters into will have to include requirements for PV panels which operate at over 90% efficiency and agreed maximums for construction/installation costs for example.

Members may be aware of procurement activity in the region related to the installation of PV panels. Durham County Council had intended to form a framework however this has been unsuccessful due to the Council asking for previous experience of large scale installations which few companies have to date. NEPO is in the process of forming a framework for installation where Councils will finance the whole installation, this would not be suitable should the Council decide to follow the roof rental option.

5.6 Ownership considerations

Generally the PV panels and associated equipment will remain the property of the organisation which paid for the installation.

Should the Council finance the installation ownership issues are relatively straightforward. If the building is subsequently sold the panels can be included as an asset in the sale and a proportion of the capital receipt earmarked to repay the outstanding loan used to pay for the PV installation. Alternatively the Council can retain ownership of the panels and the FiT so long as this is included in a legal agreement with future owners.

If the Council decides to follow the roof rental option this will have implications for subsequent disposal of those buildings.

5.7 Income

Should the scheme be successful in generating income the management of this money needs to be considered. Income generated from PV panels on Council buildings could go straight into the Council's General Fund budget or a specific budget to be used to fund additional income generating and/or costs reduction programmes, such Carbon reduction work.

6. **RISK IMPLICATIONS**

A detailed risk register has been included in **Appendix 1**.

6.1 Hartlepool Compact

No risks have been identified with regard to the Hartlepool Compact.

6.2 Financial considerations and risk

The risk register details the financial risks associated with both options and explores the proposals and measures to manage these risks.

The key financial risks associated with option one are:

- Capital costs of installing PV panels exceed estimates. For planning purposes the financial forecasts are based on the lower indicative costs provided by a specialist private sector supplier;
- FiT income is lower than anticipated either as a result of Government reducing tariffs, lower output than anticipated or a combination of these factors;
- Income from sale of electricity is less than anticipated.

For Council buildings the proposed installation of PV cells may achieve an ongoing net income for the Council of between £23,000 and £35,000. This broadly equates to a return on the initial capital investment of 4.3%.

The risk register identifies a 'borrowing cost' risk from higher increased interest rates. This risk will be managed by taking out a specific loan link to the estimated lifetime of the PV panels. It is worth noting that the Government's decision last year to increase Public Works Loan Board interest rates by 1% adds approximately £6,000 to the annual cost of the scheme, which equates to £150,000 over the lifetime of this project.

6.3 Legal considerations

There are no legal considerations in addition to those included earlier in the report.

6.4 Equality and diversity considerations

There are no equality and diversity considerations

6.5 Asset management considerations

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

- The PV panels and associated equipment will remain the property of the organisation which paid for the installation.
- If the ownership of the property changes the energy supplier who pays the FiT must be informed.
- If the building is to be sold, the Council may choose to sell the system with the property or they can retain ownership and continue to receive the FiT for the remainder of the 25 year term, this will need to be covered in a legal agreement.

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

7.0 CONCLUSION

7.1 If PV panels were installed on the buildings considered suitable it could reduce the Council's CO₂ emissions by 124 tonnes a year which will contribute towards the Council achieving its Covenant of Mayors commitment. It may have an additional positive impact by inspiring others in the Borough to install sources of renewable energy which may be essential if Hartlepool is to achieve the Carbon reduction target of 21% by 2020.

7.2 An initial assessment of the financial impact of this proposal has been completed on the basis of currently known information and estimated costs and income/savings. The analysis has been examined to assess the impact of significant adverse changes in the key planning assumptions for the project and this demonstrates that the planning assumptions are robust.

This analysis indicates that this proposal may provide savings although not a significant saving towards future years budget deficits.

7.3 It should be noted that there remains uncertainty around a number of key issues, including:

- the impact of the Government's review of the Feed in Tariffs on the impact on future income flows;
- the level of capital investment;
- the achievability and longevity of FiT income and electricity savings.

Best available information however indicates electricity costs are likely to increase substantially in the future so a scheme which allows the Council to produce some of the electricity it requires would seem prudent.

7.4 On the basis of initial planning assumptions the installation of PV panels on Council buildings potentially provides an annual net saving of between £25,000 and £36,000.

7.5 This project would provide a marginal benefit should the Council use prudential borrowing to fund the scheme. This option would allow the Council to retain control over the installation and keep all benefits arising from it.

7.6 The option whereby a commercial company installs panels on the Council's buildings would remove financial risks from the Council, but

would still provide the Council with a small income stream and the Carbon reductions estimated. There are other risks which ought to be noted associated with this option in terms of the company's longevity and the maintenance and repairs which may be required in the future.

8.0 RECOMMENDATIONS

8.1 It is recommended that Cabinet determined if Council approval should be sought:

- I) For the implementation of Option 1 - the installation of PV cells using prudential borrowing of up to £646,000 in order that the Council retain control of the installations and reap most benefit while reducing CO₂ emissions;
- II) To earmark the forecast annual revenue saving to pump prime other income generating initiatives and/or cost reduction projects, rather than allocate the savings to reduce the 2011/12 budget deficit.

9.0 CONTACT OFFICER

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Appendix 1

Risk register

Risk	
<p>The Government makes changes to the Feed in Tariff (FiT) scheme before April 2012</p>	<p>Likelihood The Government has recently started to review the scheme amidst concerns that larger schemes (>50kWp) may use the allocated funding rather than smaller scale installations.</p> <p>However the Government has said that the review will leave the 'tariffs remaining unchanged until April 2012 (unless the review reveals a need for greater urgency)'. The Government is expected to complete its review before April 2012 but it is considered relatively unlikely to reduce the levels of Feed in Tariff before April 2012.</p> <p>This is a significant risk though as the FiT is not secured until the panels become operational. Therefore, if the tariffs change before panels are generating electricity the Council could be left with an ongoing revenue commitment against the 2012/13 General Budget Fund relating to those later installations. Whilst not directly related to this scheme the Council has already seen the impact in the current year of in-year reductions in Government grants such as the Area Based Grant.</p> <p>Impact If the Feed in Tariff is reduced before April 2012 it may result in a longer payback period and may make the project unviable.</p> <p>The aim of this project is to have the PV panels installed and generating before April 2012 so they will be applicable for the higher rate of FiT for the full 25 year period. Any change in the tariff level would only impact on panels installed after the announcement/date of reduction.</p> <p>Mitigation The installation will be undertaken building by building in priority order.</p> <p>Any contract entered into with an installer will need to include a clause relating to our ability to withdraw should the project be deemed to be or likely to become unviable, this would be at the Council's discretion. The advice of the Council's Legal Team would be sought to ensure that the clause is water-tight.</p>

Equipment fails	<p>Likelihood</p> <p>There are no moving parts in the PV kit required so equipment failure rates will be low.</p> <p>a) Panels generally have a 5 year workmanship guarantee, and a 10 year guarantee of 90% rated output and a further 15 year guarantee of 80% output (totalling 25 years). Experience in Europe has illustrated panels still working after 30-40 years. In addition, best available information illustrates panels producing more electricity than generally expected.</p> <p>b) Invertors generally have an 8-10 year lifespan, it is reasonable to expect to replace them once during the 25 year time-span of the FiT due to significant technological advances in recent years being likely to continue.</p> <p>Impact</p> <p>a) To replace broken panels would cost less than the original cost per array as the wiring and other associated kit will still be in place, but there will be a cost implication.</p> <p>b) Invertors currently cost £600-800 per installation, should all invertors require replacement once during the 25 years of the FiT the cost would be in the region of £13k.</p> <p>Mitigation</p> <p>If a panel or inverter needs to be replaced it is reasonable to expect that the price will be lower than at present and the effectiveness/efficiency will be improved due to increased manufacture/supply and improved technology.</p>
Borrowing cost issues	<p>Likelihood</p> <p>Interest rates are at historically low levels and are forecast to increase.</p> <p>Impact</p> <p>An increase in interest rates would affect the financial viability of the scheme.</p> <p>Mitigation</p> <p>The business case is based on the estimated interest rates over the lifetime of the project. A specific loan for the capital expenditure incurred on this scheme and the lifetime of the project will be taken out to mitigate this risk.</p>

<p>Installing company can't deliver within timeframe required</p>	<p>Likelihood Installers are aware of the current timescales and the requirement to have panels installed and generating before April 2012. Installers will come under pressure from all clients to ensure each installation is in place and generating prior to the deadline, there is a risk that some installations will be prioritised over others.</p> <p>Impact If any of the installations are not in place and generating before the FiT reduces they will attract a lower level of payment for electricity generated. This could potentially make some schemes unviable.</p> <p>Mitigation A clause will be included in any contract entered into which will enable the Council to cease the installation project if it appears the company is not running to schedule at no penalty to the Council. A further clause could be included which will require the company to reimburse the Council for lost income should the installation not be successfully generating the expected amount of electricity by the time the tariff is reduced.</p>
<p>Roofs found unsuitable for the weight of panels</p>	<p>Likelihood The likelihood is unknown, but the Council's Building Consultancy Team have prioritised the Council's built assets in terms of their suitability for PV panels, one consideration is the knowledge of structure of the building. However an on site structural survey has not been undertaken and some roofs recommended for PV panels may ultimately not strong enough to be able to hold the weight of the PV panels.</p> <p>Impact If a roof were found to be too weak to take the weight of the panels a decision would be required as to whether structural work should be undertaken (incurring further expenditure), or the site may become unviable and PV panels not installed.</p> <p>Mitigation A structural survey will be undertaken to assess all of the roofs which have been prioritised so that any found to be too weak can be invested in or taken off the installation list.</p>
<p>Access issues relating to roof rental scheme</p>	<p>Likelihood If a commercial company paid for the installation of panels and kept ownership, they would require access</p>

	<p>for maintenance and repair. Repair and maintenance issues can be reasonably anticipated to be minor, but yearly cleaning of the panels can be expected.</p> <p>Impact If access to the panels were to become an issue and it was not possible to maintain them, they will be less efficient and provide less free electricity and income.</p> <p>Mitigation A contract will need to be agreed between the Council and the commercial company which clearly provides for access for maintenance and repair.</p>
Disposal of buildings	<p>Likelihood There is a reasonable chance that the Council will dispose of some of its building stock over the coming years. It is possible that one or more of the buildings which have PV panels installed upon them may be sold off at a later date.</p> <p>Impact There are a number of factors to be taken into account. PV panels on a building may be classed as an additional asset, this may increase the sale price of the building, or an arrangement could be entered into through the deeds meaning that the Council retains the right to access the panels and keeps the ongoing FiT while the new occupiers of the building retain the benefit of free electricity. If it is likely that a building will be sold within 1-2 years the Council may wish to decide to not install PV panels on this building and to bring another building up the priority list.</p> <p>Mitigation If a building with PV panels fitted has been listed as to be sold, the Council can consider the following: a) increasing the sale price of the building relative to the loss of FiT and/or the benefit to the purchaser; b) including a clause in the deeds which enables the Council to access the PV panels & inverter for maintenance/replacement, and for the Council to retain the FiT payments; the free electricity would be a benefit to the purchaser; or c) the PV panels on the building may increase the value of the property to the Council to such an extent that it is more beneficial to keep the building rather than sell it.</p>
Planning permission is granted for a building or	<p>Likelihood The buildings prioritised are not currently shaded by</p>

APPENDIX 1

5.2

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<p>structure which would shade the panels</p>	<p>buildings. There is however the possibility that a planning application (for an extension or new build) could be granted without consideration of shading issues.</p> <p>Impact If panels are shaded they lose effectiveness very quickly and can stop generating electricity completely.</p> <p>Mitigation Development Control Team will need to be made aware of the new panels. There may be a need for a Supplementary Planning Document to include this restriction to future development to safeguard the Council's investment.</p>
<p>Increase in construction costs</p>	<p>Likelihood Unknown. Costs of producing PV panels and inverters can reasonably be expected to reduce over time as the demand increases, however other construction related installation costs may increase.</p> <p>Impact The impact will depend on the scale of the increase. A major increase in the cost could make the project unviable.</p> <p>Mitigation Any contract entered into with an installer will need to include a clause relating to our ability to withdraw should the project be deemed to be or likely to become unviable, this would be at the Council's discretion.</p>
<p>Installation company goes out of business before completing project</p>	<p>Likelihood It is hoped that this scenario would be highly unlikely to occur however it is possible.</p> <p>Impact The project would be halted with immediate effect. The Council may have to engage with another installer to ensure any incomplete work is safe. The Council would need to assess the project to date and decide whether to procure a new installation company.</p> <p>Mitigation Normal due diligence checks would be undertaken through the procurement process.</p>

CABINET REPORT

23rd May 2011



Report of: Director of Child and Adult Services

Subject: CHILD POVERTY NEEDS ASSESSMENT AND STRATEGY

SUMMARY

1. PURPOSE OF REPORT

- 1.1 To seek approval for the publication of a Child Poverty Needs Assessment and Child Poverty Strategy as required in the Child Poverty Act 2010.

2. SUMMARY OF CONTENTS

- 2.1 The previous government pledged to halve Child Poverty by 2015 with an aim to eradicate it fully. This pledge led to the introduction of the Child Poverty Act 2010.
- 2.2 The Child Poverty Act 2010 places three duties on local authorities
- To put into place arrangements to work to reduce and mitigate the effects of child poverty in their local area;
 - To prepare and publish a local child poverty needs assessment to understand the drivers of child poverty in their local area and the characteristics of those living in poverty;
 - To prepare a joint child poverty strategy setting out measures that the local authority and named partners propose to take to reduce, and mitigate the effects of child poverty in their local area.
- 2.3 Cabinet approved the publication of a child poverty strategy on April 20th 2010. Following this an independent child poverty review has been published by Frank Field and a number of child poverty pilots have shared their findings nationally. More recently the government has published a National Child Poverty Strategy in March 2011. Due to all the changes the previous Hartlepool strategy has been revised in line with the Needs Assessment.

- 2.4 The following report sets out the main findings from the Child Poverty Needs Assessment and the main areas of development within the proposed strategy. The needs assessment and strategy are attached as appendices to this report.

3. RELEVANCE TO CABINET

Child Poverty is a cross cutting issue and to tackle it contributions are required from across the Council and other partners.

4. TYPE OF DECISION

Key – Decision Ref CAS86/11

5. DECISION MAKING ROUTE

Cabinet 23rd May 2011

6. DECISION(S) REQUIRED

To approve the publication of a Child Poverty Needs Assessment and Child Poverty Strategy as required in the Child Poverty Act 2010.

Report of: Director of Child and Adult Services

Subject: CHILD POVERTY NEEDS ASSESSMENT AND STRATEGY

1. PURPOSE OF REPORT

- 1.1 To seek approval for the publication of a Child Poverty Needs Assessment and Child Poverty Strategy as required in the Child Poverty Act 2010.

2. BACKGROUND

- 2.1 The previous government pledged to halve Child Poverty by 2015 with an aim to eradicate it fully. This pledge led to the introduction of the Child Poverty Act 2010.

- 2.2 The Child Poverty Act 2010 places three duties on local authorities:

- To put into place arrangements to work to reduce and mitigate the effects of child poverty in their local area;
- To prepare and publish a local child poverty needs assessment to understand the drivers of child poverty in their local area and the characteristics of those living in poverty;
- To prepare a joint child poverty strategy setting out measures that the local authority and named partners propose to take to reduce, and mitigate the effects of child poverty in their local area.

- 2.3 Cabinet approved the publication of a child poverty strategy on April 20th 2010. Following this an independent child poverty review has been published by Frank Field and a number of child poverty pilots have shared their findings nationally. More recently the government has published a National Child Poverty Strategy in March 2011. Due to all the changes the previous Hartlepool strategy has been revised in line with the Needs Assessment.

3. CHILD POVERTY

- 3.1 Child Poverty is defined using four measures of income although other measures are being explored as set out in the publication of the National Child Poverty Strategy. The measures are:

- Absolute low income: a level below which people lack the necessary food, clothing, or shelter to survive. On this definition, a single person is considered to be in poverty with an income of less than £145 per week (at 2005/06 thresholds before housing costs). Similarly, a couple with

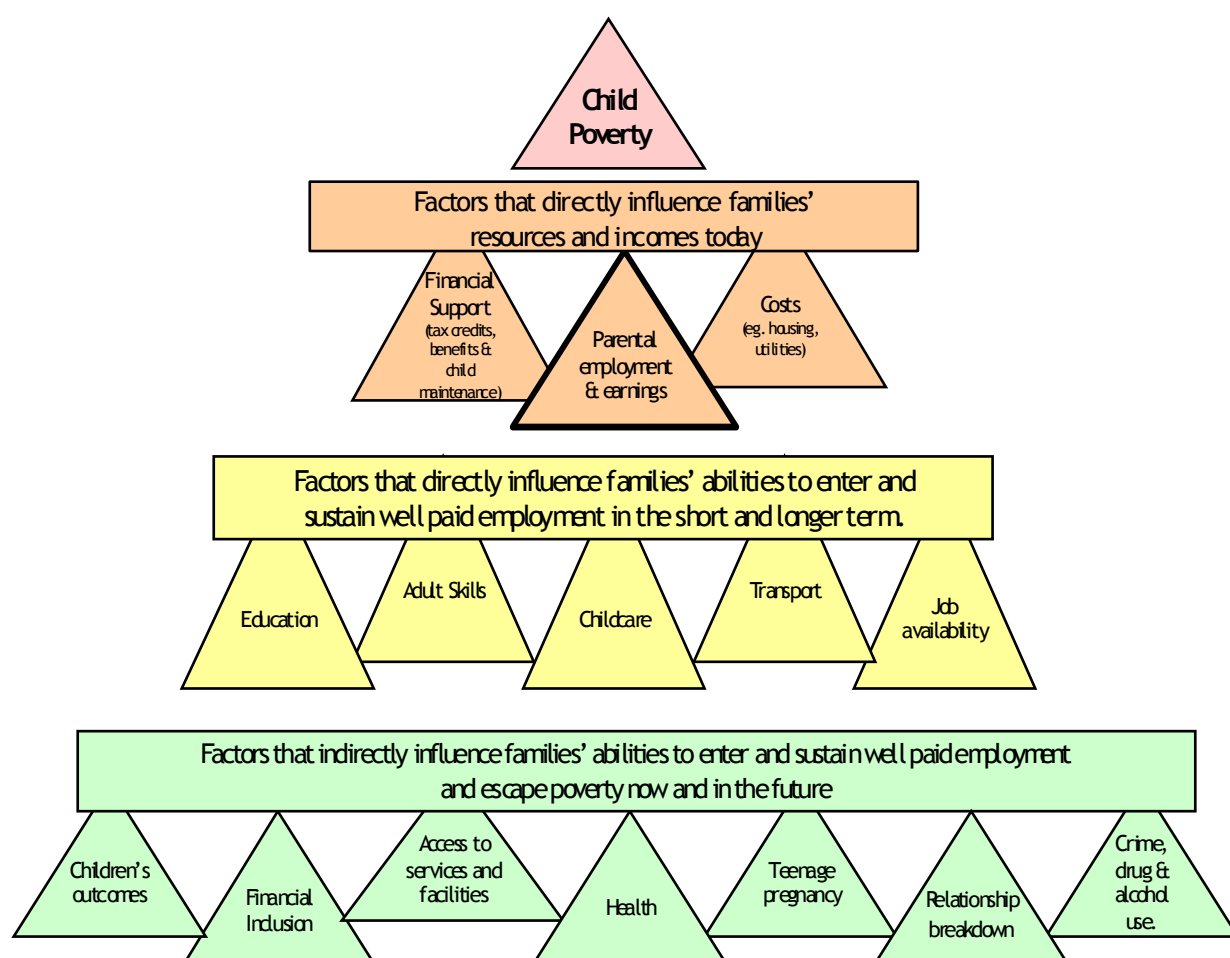
two children are classed as poor with an income of less than £332 per week.

- Relative low income: this is defined as the level below which a citizen has the economic capacity to participate fully in the society in which he or she lives. This is routinely set as below 60% of the median wage.
- Material deprivation: hybrid of 'lacking certain goods and services and being below 70% of the median wage'.
- Index of Child Wellbeing in the European Union: a composite measure based on many indicators on a 'causal' model rather than 'effect' model.

3.2 Based on the relative low income measurement as explained above 29.5% of children living in Hartlepool are living in poverty.

4. NEEDS ASSESSMENT

4.1 Child Poverty is a complex multi faceted issue. The government currently measures Child Poverty using income targets although there is agreement that other drivers affect the likelihood of children being in poverty. Additional indicators have been set out in the National Child Poverty Strategy and are explored in more detail in the strategy appendix. The diagram below sets out possible drivers of Child Poverty:



- 4.2 The needs assessment has been developed using the basket of indicators as above. The data has been presented at ward level and then rated using Red, Amber or Green. The Red rating is for the top five wards that causes most concern for each data heading.
- 4.3 The areas of the town causing most concern in relation to the drivers indicated above are Stranton, Dyke House, Owton, St Hilda and Brus.

5. STRATEGY

- 5.1 Cabinet and the Hartlepool Partnership approved the development of an officer child poverty sub group of the partnership. This group consists of representatives from all of the theme partnerships. The group has met monthly since November 2010 to develop the needs assessment and strategy.
- 5.2 The strategy is set out in two parts. The first being the strategy information, which includes national reviews and pilot findings and the second, the implementation of the strategy setting out the local approach to tackling child poverty.
- 5.3 The objectives include:
- Ensure that children that live in poverty are safe;
 - Increase the parental employment rate;
 - Improve skills levels;
 - Increase the benefit take up rate, including in-work and out-of-work benefits;
 - Prevent those at risk from falling into poverty;
 - Where it is evident that a family is experiencing poverty take action to mitigate its effect.
- 5.4 The strategy explores two themes. The first being the support offered to families currently in poverty and the second to prevent poor children becoming poor adults. Frank Field's review particularly focuses on the need to improve outcomes in the early years to ensure that outcomes for all children are good. This will ensure that all children can reach their potential and therefore eradicate child poverty over time.

6. CONSULTATION

- 6.1 A Child Poverty Conference was held in October 2010. A wide range of organisations were represented and discussions took place about the perceptions of child poverty and the drivers of child poverty. Individuals were asked to reflect on their contribution and the contribution of their organisation towards reducing child poverty. This information has been used to inform the strategy. In preparation for the conference children and young people were consulted on their thoughts and feelings regarding poverty. More than 250 responses were received.

- 6.2 All members of the child poverty sub group have circulated the draft needs assessment and strategy to their theme partnerships. In addition a report was presented to the Hartlepool Partnership on 11th March 2011 asking members to circulate the documents for wider consultation.
- 6.3 Officers attended the three Neighbourhood Forums to consult with the public on the strategy and the resulting discussions have been incorporated into the strategy. It needs to be noted that feedback has been limited.
- 6.4 The documents have been placed on the Hartlepool Council website since 21st March 2011.
- 6.5 The main findings from the limited consultation responses include:
- Concerns that only income measurements are used as some parents may have higher income than child poverty targets but decide to prioritise their spending on themselves instead of their children;
 - The link between poverty and neglect although it needs to be noted that this does not imply that families in poverty neglect their children;
 - A clearer focus on parenting particularly in light of poverty and neglect links;
 - The link of poverty with health outcomes and the concerns about health inequalities;
 - Concerns that in the current economic situation it may be more realistic to ensure child poverty does not increase which will be a major challenge in itself for the town;

7. RECOMMENDATIONS

- 7.1 Cabinet is recommended to approve the publication of a Child Poverty Needs Assessment and Child Poverty Strategy as required in the Child Poverty Act 2010.

8. REASONS FOR RECOMMENDATIONS

- 8.1 The Child Poverty Act 2010 requires local authorities to publish a child poverty needs assessment and child poverty strategy.

9. BACKGROUND PAPERS

Appendix A – Child Poverty Needs Assessment March 2011

Appendix B – Child Poverty Strategy 2011- 2014

10. CONTACT OFFICER

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HARTLEPOOL BOROUGH COUNCIL

CHILD POVERTY

NEEDS ASSESSMENT

DRAFT ONE

February 2011

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1. Introduction

There are currently four recognised measurements of poverty, three of which relate to family income. For the purposes of this report child poverty means growing up in a low income household.

A low income is defined as -

- £145 per week (before housing costs) for a single person
- £332 per week (before housing costs) for a couple.

Individuals are considered to be in poverty where their income falls below 60% of the median wage.

2. Policy context

In March 1999 Government pledged to eradicate child poverty within a generation. They set a target to halve child poverty by 2015 and to eradicate it by 2020. In real terms this meant lifting 3.4 million children out of poverty.

Subsequent legislation in the form of The Child Poverty Act 2010 introduces new responsibilities for local authorities in England. These include:

- to put in place arrangements to work to reduce, and mitigate the effects of, child poverty in their local area
- to prepare and publish a local child poverty needs assessment to understand the drivers of child poverty in their local area and the characteristics of those living in poverty

- to prepare a joint child poverty strategy setting out measures that the local authority and named partners propose to take to reduce, and mitigate the effects of, child poverty in their local area.

3. Child poverty needs assessment

This is Hartlepool Borough Council's first child poverty needs assessment. It provides a baseline from which further needs assessments can be undertaken. Information contained in this report demonstrates the extent of child poverty in Hartlepool and provides an understanding of the challenges that are faced locally. It looks at a wide variety of data in order to determine where there is most need. Data is focused on family income as this is currently the most common measurement of poverty.

The needs assessment covers three key areas:

- the extent and distribution of child poverty in Hartlepool
- how Hartlepool compares to the Tees Valley region and nationally
- the drivers of child poverty in Hartlepool.

4. Hartlepool background and context

Hartlepool is a small unitary authority on the North East coast of England. The borough as a whole covers 9,386 hectares and is predominantly rural with four distinct villages. The majority of the town's 91,900 people live in the urban area. Despite significant regeneration over the past twenty years the Index of Multiple Deprivation (2007) indicates that Hartlepool is still ranked as the 23rd most deprived out of England's 354 Local Authority districts.

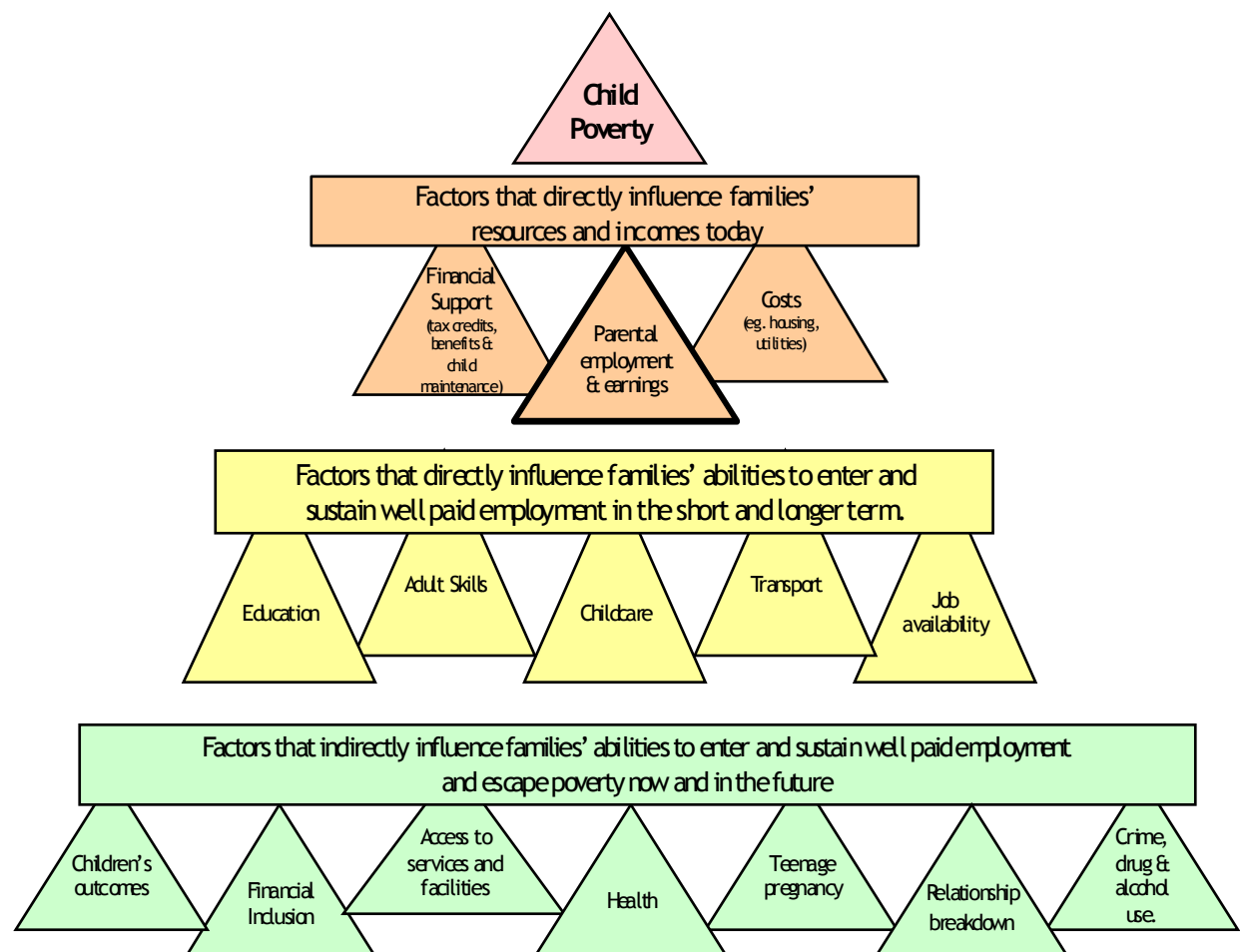
Further key facts include:

- 18,100 children and young people aged 0 - 15 years make up 19.7% of the overall population
- 56,100 people are of working age, 71.4% are economically active, 62.7% are in employment
- Median weekly earnings for full time working adults is £486.40
- Male and female unemployment (based on the working age population) is 7%
- 25.3% of working age claimants are in receipt of a key workless benefits and 22.4% of these are receiving an out of work benefit
- 16.7% of adults have no qualifications, 63.1% have a Level 2 or over
- 21.8% of children are eligible for a free school meal
- 29.5% of children are living in poverty.

5. Factors that impact on child poverty

The Government's Child Poverty Unit has summarised key drivers that impact on child poverty and these are represented in Table 1 below. Factors are prioritised into a hierarchy of three tiers that reflect their causal impact on contributing to reducing child poverty.

Table 1 Child poverty drivers



Source: www.dcsf.gov.uk/everychildmatters/childpoverty

Using these factors appropriate data has been collected for Hartlepool at ward level and is represented in Tables 2 - 10 below. There are 17 wards in the borough and these have been RAG (Red/ Amber/ Green) rated with 1 being the highest level of concern and 17 being the lowest. This is generally translated into RAG rating as follows:

1-5 highest results - of most cause for concern

6-10 highest results - of medium cause for concern

11-17 - lowest cause for concern.

6. What does poverty look like in Hartlepool?

Table 2 - Population and ethnicity

	BRUS	BURN VALLEY	DYKE HOUSE	ELWICK	FENS	FOGGY FURZE	GRANGE	GREA-THAM	HART	OWTON	PARK	RIFT HOUSE	ROSS-MERE	SEA-TON	ST HILDA	STRAN-TON	THROS-TON
Population																	
Number of children 0-15 years	1430	1205	1235	400	855	1075	1070	300	1240	1535	980	1155	1180	1200	1110	1010	1290
Adults 16-retired	3990	3700	3115	1215	2980	3500	3285	1280	3940	3600	3455	3465	3690	4035	3470	3410	3955
Retired	1110	870	815	440	1300	890	950	540	1010	895	1330	1415	1250	1485	1135	340	1075
Total ward population	6535	5775	5165	2055	5135	5645	5305	2120	6190	6030	5760	6035	6115	6715	5720	5360	6325
Ethnicity																	
Non white	1.7%	0.9%	1.4%	0.0%	0.4%	1.0%	3.4%	0.1%	0.8%	0.8%	2.7%	0.4%	0.7%	0.9%	0.6%	2.4%	1.2%
Mixed	0.5%	0.4%	0.5%	0.0%	0.3%	0.5%	0.6%	0.1%	0.3%	0.4%	0.4%	0.3%	0.3%	0.3%	0.3%	0.5%	0.3%
Asian	0.9%	0.4%	0.3%	0.0%	0.1%	0.3%	2.3%	0.0%	0.3%	0.2%	2.1%	0.0%	0.1%	0.2%	0.1%	1.0%	0.4%
Black	0.0%	0.0%	0.2%	0.0%	0.0%	0.1%	0.1%	0.0%	0.0%	0.1%	0.0%	0.1%	0.1%	0.1%	0.1%	0.1%	0.2%
Chinese/ other	0.2%	0.1%	0.4%	0.0%	0.0%	0.1%	0.4%	0.0%	0.2%	0.1%	0.2%	0.0%	0.2%	0.3%	0.1%	0.8%	0.3%

Table 3 - Benefits and Tax Credits

	BRUS	BURN VALLEY	DYKE HOUSE	ELWICK	FENS	FOGGY FURZE	GRANGE	GREA-THAM	HART	OWTON	PARK	RIFT HOUSE	ROSS-MERE	SEA-TON	ST HILDA	STRAN-TON	THROS-TON
Income Drivers																	
Children in Income Support/ Job Seekers Allowance families - couples	155	65	230	0	110	95	40	5	20	135	0	30	20	25	140	190	35
Children in Income Support/ Job Seekers Allowance families - lone parents	310	280	440	5	250	295	125	30	45	510	5	215	70	50	385	470	70

Children in families receiving WTC and CTC and income <60% median income	80	50	80	0	40	35	30	20	30	100	15	70	30	30	90	80	25
Children in families receiving CTC only and income <60% median income	50	40	50	0	50	35	20	10	35	80	15	40	20	20	55	80	15
Children in families in receipt of CTC (<60% median income) or IS/JSA	590	435	795	10	455	470	210	65	135	815	35	425	140	140	675	815	155
Number of families not taking up the tax credits they are entitled to	285	280	270	45	235	300	145	75	185	380	75	320	180	150	310	205	275

Table 4 - Employment, income and banking

	BRUS	BURN VALLEY	DYKE HOUSE	ELWICK	FENS	FOGGY FURZE	GRANGE	GREATHAM	HART	OWTON	PARK	RIFT HOUSE	ROSSMERE	SEATON	ST HILDA	STRAN TON	THROS TON
Employment																	
Overall employment rate	55.6%	66.4%	54.4%	81.6%	74.2%	67.3%	63.0%	75.8%	83.2%	53.5%	74.9%	59.6%	66.5%	78.8%	61.8%	55.4%	75.5%
Estimated average weekly full time earnings	£450	£450	£400	£740	£500	£440	£470	£530	£530	£390	£690	£410	£400	£570	£ 370	£ 420	£ 570
Percentage of adults aged 18+ receiving <£15,000 pa	72%	56%	71%	33%	63%	62%	61%	54%	45%	77%	30%	75%	68%	50%	71%	64%	60%
Percentage of adults aged 18+ with a basic bank account / low credit turnover	27%	31%	30%	31%	20%	25%	28%	21%	21%	29%	30%	25%	25%	22%	19%	28%	23%
Percentage of adults aged 18+ with returned/ refused items at their bank	22%	19%	21%	9%	17%	17%	18%	19%	21%	23%	15%	21%	21%	14%	22%	18%	23%

Table 5 - Childcare and childcare tax credits

	BRUS	BURN VALLEY	DYKE HOUSE	ELWICK	FENS	FOGGY FURZE	GRANGE	GREATHA M	HART	OWTON	PARK	RIFT HOUSE	ROSSMER E	SEATON	ST HILDA	STRANTO N	THROSTO N
Childcare																	
Families benefiting from childcare element of Tax Credit - couples	25	25	20	0	15	20	10	0	20	10	0	15	15	25	15	15	30
Families benefiting from childcare element of Tax Credit - lone parents	40	50	35	5	25	30	25	15	35	70	10	40	35	35	40	25	35
Sufficiency of childcare - number of childminder places	0	29	9	16	15	11	8	27	21	6	21	34	0	6	6	4	48
Sufficiency of childcare - number of daycare places	80	0	28	0	0	0	132	0	0	16	75	16	41	82	33	51	80
Sufficiency of childcare - number of holiday care places	74	0	0	0	0	64	80	0	16	89	83	0	32	33	0	32	8
Sufficiency of childcare - number of after school club places	116	0	0	0	0	120	16	20	16	83	0	42	46	16	0	72	38
Sufficiency of childcare - number of breakfast club places	64	0	32	0	32	39	16	20	16	33	0	42	60	0	0	40	82

Table 6 - Skills and Education

	BRUS	BURN VALLEY	DYKE HOUSE	ELWICK	FENS	FOGGY FURZE	GRANGE	GREA- THAM	HART	OWTON	PARK	RIFT HOUSE	ROSS- MERE	SEA- TON	ST HILDA	STRAN- TON	THROS- TON
Qualifications (Adults)																	
Adult basic skills - low literacy	29%	16%	27%	7%	15%	19%	17%	13%	10%	27%	11%	16%	18%	11%	26%	26%	8%
Adult basic skills - low numeracy	70%	60%	69%	36%	60%	62%	59%	56%	49%	69%	55%	60%	63%	52%	68%	67%	55%

Attainment (Children and young people)																	
%5+ A*-C	58.5%	78.3%	73.3%	100.0%	78.3%	76.1%	85.7%	69.2%	79.7%	61.2%	86.9%	63.4%	81.3%	93.1%	55.3%	65.4%	86.8%
%5+ A*-C including English and Maths	40.4%	45.7%	33.7%	80.0%	56.5%	50.7%	45.7%	53.8%	60.8%	35.7%	68.9%	36.6%	51.6%	77.0%	31.6%	34.6%	65.1%
% of 0 A*-Gs	2.1%	1.1%	3.5%	0.0%	0.0%	0.0%	0.0%	0.0%	1.3%	0.0%	0.0%	2.2%	0.0%	1.1%	3.9%	1.9%	0.9%

Table 7 - Health

	BRUS	BURN VALLEY	DYKE HOUSE	ELWICK	FENS	FOGGY FURZE	GRANGE	GRETHA M	HART	OWTON	PARK	RIFT HOUSE	ROSSME RE	SEATON	ST HILDA	STRATON	THROSTON
Adult health																	
People needing care (Attendance Allowance or Disability Living Allowance)	14.0%	9.2%	14.0%	5.4%	7.7%	9.9%	9.6%	11.8%	7.5%	13.2%	7.1%	14.0%	13.1%	9.5%	14.9%	13.3%	10.7%
People incapable of work (Incapacity Benefit or SDA)	16.4%	9.6%	9.6%	3.3%	7.6%	10.5%	11.4%	8.2%	5.6%	16.7%	4.2%	12.8%	12.0%	6.0%	16.3%	17.7%	7.8%
Under 18 live births females aged 15-17 years	11	2	16	0	1	6	1	1	0	5	1	7	4	1	6	11	4
Life expectancy	75.8	79.2	79.2	74.9	78.2	74.7	77.4	82.4	80.3	74.8	77.0	77.9	73.4	72.5	77.0	73.5	78.7
Current smokers	33.0%	35.0%	35.0%	37.0%	24.0%	37.0%	35.0%	19.0%	25.0%	41.0%	15.0%	32.0%	34.0%	20.0%	40.0%	39.0%	23.0%
Binge drinkers	29.0%	29.0%	29.0%	27.0%	24.0%	30.0%	30.0%	23.0%	30.0%	30.0%	26.0%	29.0%	26.0%	23.0%	29.0%	30.0%	26.0%
Obesity	27.0%	25.0%	28.0%	28.0%	28.0%	27.0%	24.0%	29.0%	27.0%	26.0%	21.0%	28.0%	28.0%	25.0%	27.0%	24.0%	24.0%
Child health																	
Child obesity %	21.14	13.33	17.02	13.89	18.18	23.42	19.09	12.12	19.86	19.89	19.80	20.63	18.27	25.93	16.28	28.30	18.31

Table 8 - Crime

Crime (per 1,000 population)	BRUS	BURN VALLEY	DYKE HOUSE	ELWICK	FENS	FOGGY FURZE	GRANGE	GRETHA M	HART	OWTON	PARK	RIFT HOUSE	ROSSMERE	SEATON	ST HILDA	STRANTON	THROSTON
Overall crime	91.3	100.9	116	61.3	40.7	108.9	100.3	41.5	26.7	97.7	22.6	71.9	70.2	37.8	103.3	467.7	51.4
Total violent crime	21.1	24.3	24.7	8.3	8.4	19.8	21.9	3.8	2.6	23.7	4	12.1	11.9	4.5	12.2	117.4	5.5
Total burglary	8.8	13.1	14.8	10.2	3.5	15.4	12.4	8.5	3.1	7	4.3	10.4	9.5	3.6	12.4	27.4	7.9
Total vehicle crime	19.1	22	17.5	14.6	7	21	20.4	7.1	8.7	14.1	5.7	13.6	19.5	11.6	28	44.4	13
Total theft	23.1	24.1	26.8	23.8	17.7	39.3	35.6	12.7	11.8	27.2	8.2	24.9	26.3	18.3	40	204.7	23.6
Total criminal damage	28.5	26.9	32.9	8.3	9.2	23.2	22.2	13.7	8.2	29	4.5	21.7	14.6	9.2	35	61.4	11.2
Total drug offences	7.6	9.6	14.2	3.9	1.2	6.6	6.2	1.4	0.6	6	0.3	1.3	4.4	1	3.1	36.6	1.3
Young victims of crime	28	19	22	3	6	10	25	0	4	20	9	22	7	15	28	69	17
Domestic incidents with child/ young person present	44	37	46	0	11	31	24	3	13	64	9	38	18	6	47	50	31
Anti Social Behaviour police recorded incidents	351	191	300	29	173	169	188	49	158	344	122	310	156	123	281	675	197

Table 9 - Other drivers

Other drivers	BRUS	BURN VALLEY	DYKE HOUSE	ELWICK	FENS	FOGGY FURZE	GRANGE	GREATHAM	HART	OWTON	PARK	RIFT HOUSE	ROSS-MERE	SEA-TON	ST HILDA	STRANTON	THROSTON
Total households	2805	2580	2480	850	2190	2325	2465	910	2550	2590	2335	2640	2650	2790	2600	2660	2530
Households without a car	57.6%	38.4%	54.8%	11.8%	22.3%	41.8%	41.7%	21.0%	17.3%	56.8%	10.7%	48.5%	42.5%	20.4%	50.0%	60.3%	28.1%
Take up of free school meals %	40.9	22.7	46.3	3.7	12.4	26.1	21.2	11.6	6.7	40.1	1.9	28.1	25.2	6.4	33.4	50.9	8.5

Table 10 - Child poverty

Poverty	BRUS	BURN VALLEY	DYKE HOUSE	ELWICK	FESN	FOGGY FURZE	GRANG E	GREAT HAM	HART	OWTON	PARK	RIFT HOUSE	ROSSM ERE	SEATO N	ST HILDA	STRANT ON	THROST ON
% of children living in "poverty" all families	40.37%	29.58%	50.83%	2.50%	26.68%	25.08%	29.23%	17.20%	9.75%	45.13%	3.20%	33.40%	13.73%	9.08%	41.98%	60.08%	10.08%

7. How does Hartlepool compare with other areas?

Table 11 summarises some key poverty related facts and compares Hartlepool to the Tees Valley and the rest of the country. Whilst children and young people in London continue to be the most at risk of poverty (32.5%), the North East is the next most vulnerable area of the country (24.3%). Hartlepool consistently has higher levels of worklessness, benefit take up, pupils receiving free school meals and single parents. Despite this challenging climate, children and young people's achievement at GCSE is higher than the national average.

Table 11 - Key drivers and regional comparisons

Drivers	Hartlepool	Tees Valley	National
Working age population receiving key benefits (%)	22.4	18.9	13.3
Children in families receiving key benefits (%)	30.2	26.9	20.8
Working age pop receiving Incapacity Benefit or Income Support for more than 5yrs (%)	7.3	6.2	5.4
Pupils receiving Free School Meals (%)	25.2	21.5	-
Private car ownership (per 1000 pop)	860	951	1015.1
Households with no one working (%)	27.7	24.7	16.4
Dependents in household with no one working (%)	25.9	23.7	17.6
Couple with children (%)	21.4	21.7	20.8
Single parent households (%)	11.8	11.4	8.4
Household without central heating (%)	5.9	5.4	8.5
Overcrowded households (%)	5.1	5	7.1
Households without a car (%)	39.3	34.6	26.8
Overall crime (per 1000 pop)	83.2	-	79.1
Violent Crime (per 1000 pop)	19.6	-	18.3
Total burglary (per 1000 pop)	8	-	9.9
Vehicle crime (per 1000 pop)	13.8	-	15.2
Total theft (per 1000 pop)	26.8	-	27.3
Criminal damage (per 1000 pop)	19.1	-	14.7
Drug offences (per 1000 pop)	6.8	-	4.3
GCSE 5+ A*-C (%)	73	69	70
GCSE no passes (%)	3	4	-
In employment (%)	67.9	69.4	71.4
People needing care (%)	11.1	10.4	9
People incapable of work (%)	11.1	8.8	6.2
Life expectancy (%)	76.1	76.8	78.3
Smokers (%)	33.2	30	24.1
Binge drinkers (%)	26.3	26.1	18
Obesity (%)	26.2	25	23.6
Estimated weekly income (£)	534	567	666.8

Basic skills - low literacy skill (%)	19	20	11
Basic skills - low numeracy skills (%)	67	67	47
Children in poverty (%)	25.75%	-	19.43%

8. Key findings

Family income, employment and earnings

Owton has the highest number of children aged 0-15 years living in the ward (1535) followed by Brus (1430). Greatham has the lowest number of children (300) followed by Elwick (400).

Non-white ethnicity is highest in Grange (3.4%) with the lowest being Elwick (0%).

Owton (815) and Stranton (815) have the highest number of children living in families receiving 60% or less of the median wage followed by Dyke House (795), St Hilda (675) and Brus (590).

Owton has the lowest take up of tax credits from eligible families (380) followed by St Hilda (310), Brus (285) and Dyke House (270).

Owton has the lowest employment rate (53.5%) followed by Dyke House (54.4%) and Stranton (55.4). Hart (83.2%) and Elwick (81.6%) have the highest levels of employment.

St Hilda has the lowest weekly earnings (£370), followed by Rossmere and Dyke House (£400). Elwick (£740), Throston and Seaton (£570) have the highest earnings.

Skills and education

Low levels of numeracy is prevalent amongst adults and is significantly worse than low literacy. Low levels of numeracy are highest in Brus (70%), Dyke House and Owton (69%) and St Hilda (68%). The same pattern is in place for low levels of literacy with Brus at (29%), Dyke House and Owton at (27%) and St Hilda and Stranton at (26%).

St Hilda has the lowest levels of children's attainment (% children gaining 5+ A* - C grades) (55.3%).

Access to work - childcare, transport

Access to childcare element of tax credits is highest in Owton and Burn Valley and lowest in Elwick, Greatham and Park.

Childcare is relatively accessible across the town though a lack of care options has been identified in Elwick and St Hilda.

Stranton has the lowest car ownership followed by Brus, Owton and Dyke House.

Health

Adult smoking is highest in Owton (41%) and St Hilda (40%).

Levels of binge drinking is consistent (30%) in Stranton, Owton, Grange and Foggy Furze.

Greatham has the highest level of adult obesity (29%) followed by Elwick, Dyke House, Fens, Rift House and Rossmere (28%).

Children's obesity is highest in Stranton (28.30%) and Seaton (25.93%).

Crime

Overall crime is by far highest in Stranton (467.7 per 1000 population) compared to Dyke House (116) and Foggy Furze (108.9).

Child poverty

The highest level of child poverty is recorded in Stranton (60.08%), followed by Dyke House (50.83%) and Owton (45.13%).

9. Final comments

Proposed changes to ward boundaries in Hartlepool are expected to take effect in May 2012. This will see a reduction from 17 to 11 wards and will no doubt have an impact on future data collection of poverty information.

5.3 APPENDIX B



Hartlepool
Child Poverty Strategy
2011- 2014
REVISED VERSION

*Child Poverty –
Everybody's Business*

May 2011



HARTLEPOOL BOROUGH COUNCIL

CHILD POVERTY PLEDGE

Together we will support Hartlepool Borough Council in sharing the Government's ambition to tackle child poverty by:

- **Tackling the causes and consequences of poverty so that all children and young people have a good start in life, enjoy a fulfilling childhood with all the opportunities they need;**
- **Enabling families to break out of inter-generational cycles of deprivation through a variety of measures including intensive family support, access to appropriate financial assistance, training and employment.**

Together we will work with partners to ensure that the vision for Hartlepool is achieved and that we have:

'A society where all children and young people grow up free from deprivation and disadvantage and where birth and social background do not hold people back from achieving their full potential'.

We fully support Hartlepool Borough Council's ambition and endorse it by positive action to address child poverty.

We are a key agency committed to tackling the causes and consequences of child poverty within Hartlepool. Therefore, we will increase our activities to support children, young people and families living in/or who are at risk of living in poverty by working in partnership with all delivery agents from the statutory, private and third sector to achieve the local authority's six key objectives to:

- **Ensure that children that live in poverty are safe;**
- **Increase the parental employment rate;**
- **Improve skills levels;**
- **Increase the benefit take up rate, including in-work and out-of-work benefits;**
- **Prevent those at risk from falling into poverty;**
- **Where it is evident that a family is experiencing poverty take action to mitigate its effect.**

Name of Organisation.....

Name of Signatory.....

Date.....

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Abbreviations

DWP	Department of Work and Pensions
GDP	Gross Domestic Product
GONE	Government Office North East
HMRC	Her Majesty's Revenue and Customs
IAG	Information Advice and Guidance
IMD	Index of Multiple Deprivation
NEET	Not in Education Employment or Training
NI	National Indicator
NRA	Neighbourhood Renewal Area
ONS	Office for National Statistics
SOA	Super Output Areas
T2G	Train to Gain

1. Foreword by the Mayor

In March 1999, the Government pledged to eradicate child poverty within a generation as a direct response to the 3.4 million children living in absolute poverty in the UK in 1998/99. As in all local authority areas, child poverty remains a blight on our landscape and in Hartlepool there are almost 30% of children classified as living in poverty.

As the Mayor, I am very determined that every effort will be made to ensure that the complex causes of child poverty are tackled head on. We are a proud town that has always been committed to creating a prosperous and fairer society where *'everybody matters'*. We must ensure that all young children have the best possible start in life so that they may enjoy a rewarding and fulfilling childhood which will allow them to meet their aspirational goals in later life.

Living in poverty and material deprivation causes the most damage to children's outcomes and is directly linked to longer term issues including unfulfilled potential, low educational attainment and poor health. It also has a far reaching impact on the wider community with extra pressures and costs on public services and employers unable to compete in a global market due to low productivity as a direct result of low attainment and skills.

It is my belief that this strategy and action plan will ensure that the eventual eradication of child poverty is at the heart of all Hartlepool's organisational and policy changes, service planning and commissioning processes. Through these documents and the newly formed Child Poverty Pledge, all partners across the town, whether from the public, private, third sector or business community will be invited to commit their organisation, services and expertise to minimising this inequality.

The introduction of the new Child Poverty Act in 2010 enshrines in legislation the Government's promise to eradicate child poverty by 2020. This sets out high expectations for the Government and local authorities to implement

actions to meet this challenge. To do this we must continue to be bold in our actions, innovative and flexible in our approach.

I am confident that we can make a difference and look forward to working with stakeholders to benefit from your expertise so that we can accelerate and positively progress this strategy and action plan.

I am confident that we can meet the challenge of the Child Poverty Act set for local authorities. With our excellent track record of partnership working in Hartlepool, I know we can make a difference to our children and young people by working with stakeholders to implement this Strategy.

Stuart Drummond, Mayor

2. Preface by the Chief Executive

Child poverty has major consequences for both the individual and the community which impact on the future economic prosperity of the town. Children who live in poverty may lack many of the experiences and opportunities that their peers take for granted which prevent them from achieving their full potential.

Being exposed to poverty can affect a child's social, emotional and psychological development and has wider implications for communities including exclusion, severe hardship and poor social cohesion.

The strategy recognises that no single organisation or policy can tackle these multiple, complex and overlapping issues in isolation. It is believed that the best way out of poverty for children and their families can be secured by increasing parental employment rates and therefore raising income, improving the financial and material support of families and by tackling deprivation within our communities. However, improving incomes does not imply that all problems will be resolved for families in poverty.

If Hartlepool is going to be effective in reducing and then eradicating child poverty by 2020, it will require all agencies to accept the challenge of renewed approaches to partnership activity, consider innovation and explore new ways of working.

Hartlepool Borough Council and partners already invest significant resources and expertise to support children and their families across the town. This strategy will build on these successes which have seen a stabilisation of the child poverty figures and youth unemployment rate, a reduction in the number of young people not in education, training or employment, a year on year increase in the employment rate, a improved attainment of level 2 and level 3 qualifications for those adults aged 19-plus and improved access to high quality, available and affordable childcare.

In order to reduce child poverty elected members, local authority officers and partners will drive forward this agenda and will ensure that all policy changes and future initiatives within the town are subject to child poverty 'proofing' and will ask, *'What positive impact does this proposal have on the lives of our poorest children?'*

Paul Walker, Chief Executive

3. Introduction

Hartlepool Borough Council's Child Poverty Strategy is a key part of the authority's business activity. This document underpins the Council's Corporate and Departmental Plans, the Community Strategy and Partnership Plan and will provide the strategic priorities which will aim to improve the life chances of all children, young people and their families.

The strategy is linked to the Partnership Plan. The Partnership Plan provides a mechanism for the pooling of resources and delivery measures which will complement and add value to any additional initiatives that may be implemented as part of this strategy.

Within Hartlepool's Partnership Plan child poverty is a key improvement target. This demonstrates the support of both the Local Authority and the Hartlepool Partnership in placing child poverty at the centre of activities to improve outcomes for children and families in Hartlepool. The new Sustainable Community Strategy (2008) reinforces this message and sets out key objectives of "reducing child poverty by helping families to improve their earnings and ensuring they get extra assistance if their incomes fall short".

This strategy builds on the initial scoping work by the Regional Child Poverty Strategy Group, which was facilitated by Government Office North East (GONE). It will complement the work of the Child Poverty Task and Finish Group, established by the Association of North East Councils, and the North East Improvement and Efficiency Partnership and the new Regional Child Poverty Champion.

Child poverty is a multi-faceted and complex issue to which there is no simple solution. Therefore, the Mayor and Chief Executive have demonstrated significant commitment to reducing child poverty in Hartlepool by tasking the Hartlepool Partnership to develop and implement this strategy.

4. What is the vision for Hartlepool?

5.3 Cabinet 23.05.11 Child poverty needs assessment and strategy App B

The target to halve child poverty was the ambition of the previous government however the present government has also committed to a reduction in child poverty although a consultation is currently being undertaken to review the measure of child poverty through median income levels.

Hartlepool Borough Council will build upon the Government's ambition to reduce and ultimately eradicate child poverty by 2020 by:

- Enabling families to break out of intergenerational cycles of deprivation using a family centred approach by:
 - Ensuring all children and families have support at the earliest possible stage to prevent families reaching crisis

In addition Hartlepool Borough Council will aim to:

- Prevent poor children becoming poor adults

5. Objectives

The objectives for this strategy include:

- Ensure that children that live in poverty are safe;
- Increase the parental employment rate;
- Improve skills levels in parents and children;
- Increase the benefit take up rate, including in-work and out-of-work benefits;
- Prevent those at risk from falling into poverty;
- Where it is evident that a family is experiencing poverty take action to mitigate its effect.

6. Principles

These will be underpinned by a set of principles for all services working with families:

- The safeguarding of children is paramount throughout this strategy and the safety needs of children and young people will take precedence in all situations;
- Preventative services will be built around universal services (children's centres and schools);
- Parenting is a critical factor that impacts on children's outcomes and will be at the heart of the strategy;
- Families will be partners with services that are in place to support them;
- We will strengthen families through a range of activities that are aimed at building their aspirations for their children;
- We will stress the importance of individual, family, community and society achievement. This requires a clear understanding of where families are starting from and the steps that need to be taken in order that self esteem is raised and barriers to achievement are overcome;
- All staff will make judgements based on guidance and procedures but grounded in seeing the world through the child's eyes;
- Good assessment based on the Common Assessment Framework will underpin all support activities;
- Children and young people's voice(s) will be heard in the development of services and in any support offered;
- Information sharing and local intelligence gathering will be overt and consensual;
- Services will be accessed through a single route that supports any family member to link with the service they require;
- Families will be able to access an intervention plan that is tailored to the need of each individual and the family as a whole;
- Families will receive a seamless package of care regardless of the organisations involved;

7. What is the purpose of the strategy?

Child Poverty is everybody's business and the Hartlepool Partnership and Hartlepool Borough Council are wholly committed to eradicating child poverty. Eradicating child poverty is a significant undertaking and the only way Child

Poverty will be reduced and eradicated is through a partnership approach. The key principle of this strategy is the need for all services to work together.

The success of this strategy relies heavily on effective partnership working. All organisations and services within the strategic partnership are fully committed to this vision.

The resources of organisations and services are being reduced significantly and will continue to be so for the foreseeable future. This strategy acknowledges that position and sets out a targeted approach to ensure that scarce resources are focused on the neediest. The Needs assessment (attached to this document) very clearly identifies areas of need and that information has been used to inform this strategy and action plan.

8. What are the cost implications and consequences of child poverty?

Research has shown that the full socio-economic cost implications and consequences of not tackling child poverty are likely to be immeasurable to the individual and the wider community. It is unlikely that there will ever be a precise calculation on the full cost of child poverty to individuals, society and the wider economy due to the intricacies of this subject. HM Treasury (2008) and The Fabian Society (2005) reported that the United Kingdom continues to underestimate the extent, severity and structural basis of child poverty and so fails to appreciate its true personal and social cost.

Only a small number of studies have produced estimates of the overall cost of child poverty in Organisation for Economic Co-operation and Development (OECD) countries. Financial figures for the UK suggest that child poverty could cost the country almost £40 billion a year, which equates to £640 per capita or more than £2,500 a year for a family of four. This estimate includes £13 billion for reduced productivity and economic output, £13 billion for the higher costs of crime and £12 billion for the costs of poorer health (TUC, 2007).

Whilst it is difficult to extrapolate these costs, it is self-evident that reducing child poverty is a fiscal investment which can produce higher rates of Gross Domestic Product (GDP), improve global competitiveness and help minimise expenditure on crime, healthcare, social housing and welfare benefits.

Exposure to poverty is often cited as the central component of the inter-generational cycle of worklessness, low educational attainment and reduced prosperity. Negative employment outcomes sometimes stem from the model parents set for their children. It is accepted that having a significant proportion of the population out of work and training is detrimental to the economy, through reduced productivity and competitiveness. This includes the number of young people aged 16 to 18 years who are not in education, employment or training (NEET) which has significant cost to the local and national economy in terms of benefits and lost taxes. The fiscal cost to the Government for those young people who are NEET is estimated to be above £10 billion over the lifetime of a two-year cohort. (Hirsch, 2006).

In the United Kingdom, Donald Hirsch (2006) estimates £500 million of additional primary healthcare expenditure is required as a direct result of child poverty. HM Treasury (2008) estimates that poor health has wider costs to the economy as a result of sickness absence and lower productivity rates.

National and international research clearly shows the effects that taking no action to reduce child poverty will have including:

- Children exposed to child poverty, hardship and deprivation will suffer. Their own childhood experiences have a significant impact on their ability to operate as an adult in later life. Children born and raised in persistent poverty are likely to have poor children of their own thus creating a perpetual cycle of deprivation.
- Low educational achievement has a knock on effect on an adult's ability to take up skilled work in the marketplace. This in turn limits the potential productivity of the country as a whole. A lack of skilled workers makes it increasingly difficult for the country to compete in the global economy.

- Some people (but not all) that live in persistent poverty are in danger of turning to crime in order to 'supplement' their income. Crime affects everyone within a community and puts a drain on local resources.
- Children who experience poverty are more likely to develop long term health issues which in turn put a strain on public resources. In addition, as adults with a long term debilitating health issue they are more likely to remain out of work. Low birth weights, respiratory illnesses, including asthma, mental health issues and obesity have clear links to poverty and cannot be ignored.
- Family background is one of the most important predictors of academic success. Children from low-income households are more likely to require remedial help or special educational needs assistance than their better off peers.
- Growing up in poverty is associated with a substantially higher risk of teenage pregnancy.
- A relationship has also been identified between child poverty and living in social housing as an adult, with studies by Hobcraft and Kieman (2001) and Sigle-Rushton (2004) both demonstrating a strong link between these two factors.
- Difficulties of access and expense limit participation in pre-school education amongst lower-income families. Young people from low income households end up leaving school earlier and are around six times more likely to leave without qualifications than those from higher-income households.
- Deprived communities with poor environments and a lack of local resources leads to reduced citizenship, a lack of neighbourliness and trust. Communities are less likely to volunteer or to engage in civic participation.

It is clear that there is a substantial cost to society in terms of resources and services and of fully participative citizens that contribute to overall society.

9. Frank Field Poverty Review

The Prime Minister commissioned Frank Field to carry out a review of Child Poverty in June 2010. The Review titled “The Foundation Years: preventing poor children becoming poor adults, the report of the independent review on poverty and life chances” was published in December 2010. The aim of the review was to generate a broader debate about the nature and extent of poverty in the UK.

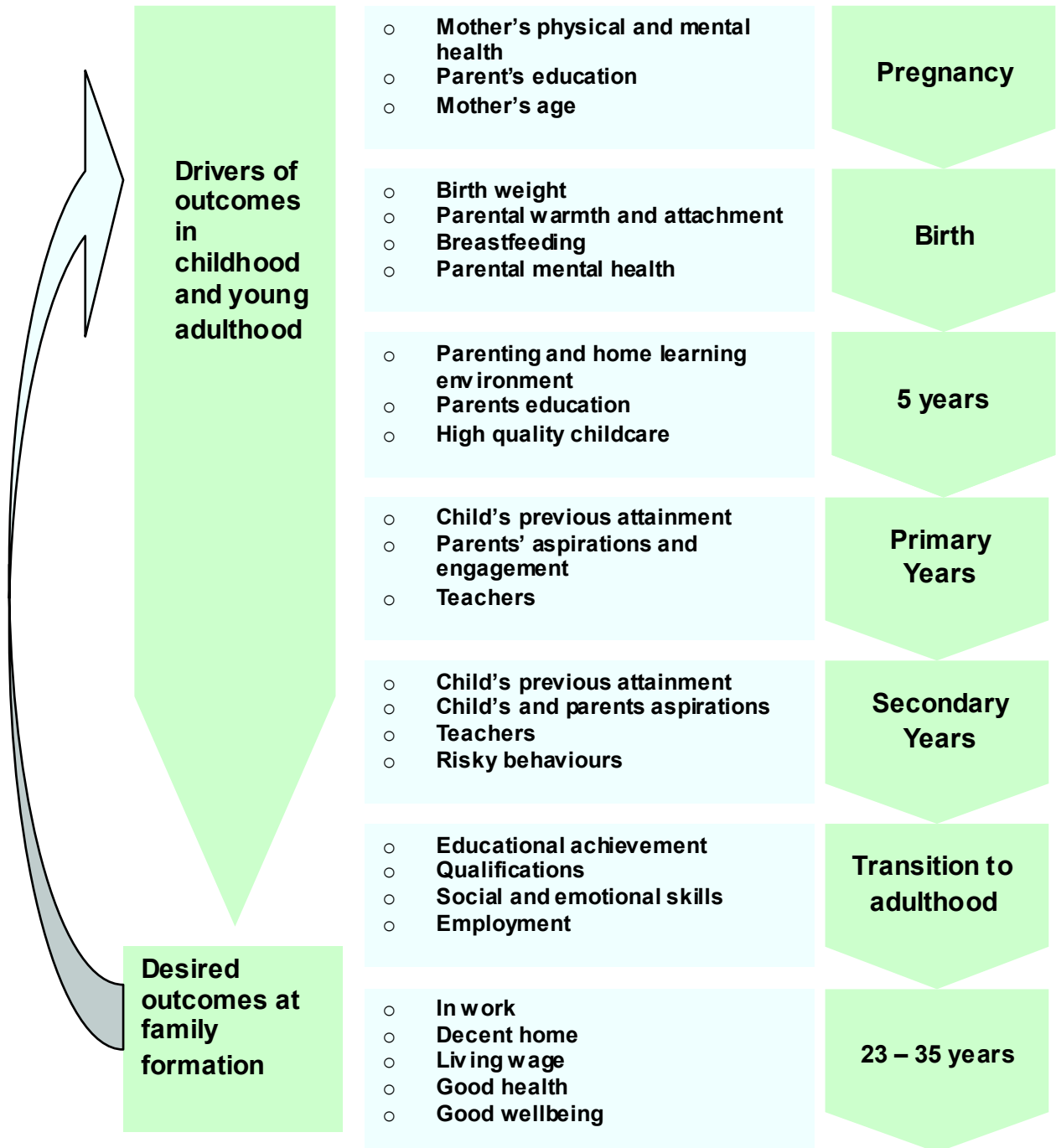
The review does not focus on alleviating the effects of poverty on families in the present but asked “how can we prevent poor children from becoming poor adults.” The two overarching recommendations from the review are:

- Proposing to establish a set of Life Chances Indicators that measure how successful we are as a country in making more equal life’s outcomes for all children;
- Establishing the “Foundation Years” covering the period from the womb to five. The Foundation Years should become the first pillar of a new tripartite education system: the Foundation Years leading to school years leading to higher and further education.

This strategy acknowledges that in order to break the generational cycle of poverty a new approach needs to be taken as set out in the Frank Field review. But the strategy must at the same time take into account the families currently living in poverty and look at strategies to address this as well.

10. Key Drivers of Life Chances

Frank Field sets out the key drivers of life chances through out childhood



11. Marmot review: Fair Society, Healthy Lives

Social economic position and health are inextricably linked. The Marmot Review strongly links social economic position and life chances as set out in the quote below:

“People with higher socioeconomic position in society have a greater array of life chances and more opportunities to lead a flourishing life. They also have better health.”

It is also true that parents with better health are more likely to be economically active. It is therefore important that parents are supported to become healthy thus enabling parents to access employment thus supporting the reduction of child poverty. The Marmot review highlights a number of key messages one being:

“Focussing solely on the most disadvantaged will not reduce health inequalities sufficiently. To reduce the steepness of the social gradient in health, actions must be universal, but with a scale and intensity that is proportionate to the level of disadvantage. We call this proportionate universalism.”

The above principle of proportionate universalism is an underlying theme within the action plan.

12. Learning from National Child Poverty Pilots

The learning from the National Child poverty pilots is set out below and has been taken into account in the development of this strategy and action plan.

Employment and Skills – it is important to understand the responsibilities and perspectives that parents have and not to see them as adults who may or may not have children. There is a demand for flexible employment support delivered by case workers that can recognise and address the range of

barriers that parents can face. Emotional as well as practical support is required.

Life Chances and families – packages of support bring a range of benefits for individual and family wellbeing. Parents are motivated to engage with interventions that are accessible, non-threatening and in progression pathways that are developed with them.

Financial support – there is high demand for quality advice and support relating to benefit entitlement and to debt. There is also a demand amongst professionals working with parents and families for flexible funds to: support parents towards employment; help achieve broader welfare and wellbeing outcomes; and, alleviate the impacts of poverty.

Place and delivery – provision is effective when it is appropriate to local context and the characteristics of the local community. Involving local communities in developing and delivering services can be effective, but must be carefully supported and resourced. Voluntary and community sector partners bring expertise in working flexibly with local communities. Local authorities can embed effective practice by engaging their directorates and partners in a structured approach to promoting child poverty as a priority.

13. Current economic situation

This strategy has been developed following the worst global economic downturn in living memory from which Hartlepool is still attempting to recover. The recent recession witnessed the collapse of major employers across the town, a reduction in the number of business births, a contraction in the employment rate from a peak of 66.5% in 2006 to 60.9% in 2009 and increases in unemployment.

The continued economic uncertainty is in parallel with the public austerity cuts which were announced in the Comprehensive Spending Review (CSR) in October 2010. These cuts include a reduction of £14.2m in Government grants for Hartlepool Council in 2011/12 – a drop of 19% on the previous year

(and an overall cut of 30%); ceasing of major funding streams such as Working Neighbourhood Funding and Future Jobs Fund. The latter two initiatives provided an additional £10 million of funding in 2010/11 to tackle worklessness and skills issues; to support businesses and reduce deprivation in the poorest performing wards.

The significant reduction of the Council's budget and ending of the above funding will have wider impact on the economy and will mean that the government's long term child poverty target is incredibly challenging. Hartlepool is a town that relies heavily on the public sector as an employer. It is likely that a reduction in Government grants will lead to redundancies within the local authority and also the third sector which will further impact on unemployment. If the unemployment rate does continue to increase then this may potentially lead to more families being in poverty.

Since July 2010, the Coalition Government has made a number of key announcements about welfare reform measures which are designed to help in the government's key aims of:

- Tackling worklessness;
- Fighting poverty;
- Supporting the most vulnerable; and;
- Helping people break the cycle of benefit dependency.

These measures include immediate and planned changes to Jobcentre Plus services which will have an impact at a local level. For instance, from spring 2011 until 2014, DWP plan to reassess all customers currently receiving Incapacity Benefit or Income Support on grounds of incapacity. The focus will be on what an individual can do despite their health condition rather than simply what they are prevented from doing. This is based on the firm belief that for most people appropriate work is good for their health and well-being.

By the summer a new integrated Work Programme will be introduced providing a personalised welfare to work programme for a wide range of

customer groups identified as needing extra support to move into employment.

For disabled people facing complex barriers to getting and keeping a job, DWP introduced “Work Choice” in October. Again this aims to provide more flexible and personalised support than was previously available and is delivered by contracted providers.

Jobcentre Plus Advisers will provide initial support to all jobseekers, referring people to the Work Programme or Work Choice where that extra help is deemed necessary. Advisers will focus on accurately diagnosing the support an individual customer needs and will challenge the customer to ensure they become more effective in their job search

Hartlepool’s Economic Assessment has recently been published. Hartlepool’s Economic Assessment provides the necessary evidence base to increase knowledge and better understand local economic conditions and to analyse how the Borough makes a significant contribution to wider sub-regional and regional functional markets. By understanding this wider scope of economic activity across multiple boundaries, it provides an insight into the opportunities that the Borough could maximise and also reflects the influence that global market forces have at a local level.

An emerging Economic, Regeneration Strategy for the town will be published in 2011 which will outline key issues including where there will be expected business growth; future jobs created; skills demands and longer term strategies to reduce worklessness. This document will provide a ten year vision which will contribute to tackling the causes and consequences of child poverty.

14. Definition of Child Poverty

Given the multiple factors that contribute to child poverty, it is evident that there is a need to view any definition and measures of child poverty from a number of differing angles. Attempting to define and measure child poverty solely in terms of income and material deprivation would be to fail to understand the complexity of this issue. There are consistently identified common elements of child poverty within families including psychological, social, emotional, cultural, health and aspirational poverty. 'Hidden' poverty may occur within families who are above the official poverty measurement but where income is used to pay debts or non-essential 'luxury' items. As a result some children may experience a lack of basic necessities including healthy food.

The government has reviewed the indicators for the measurement of child poverty at a National level and has published the indicators as set out below. These indicators will be used nationally to measure progress on the National Child Poverty Strategy.

It needs to be noted that the majority of these indicators are not available at a local level therefore local indicators linked to these indicators have been identified to measure local success (see section 16).

National Indicators for Child Poverty

Theme	Indicator	Description	Source
Family Resources	Relative Low Income	Proportion of children living in households where income is less than 60 per cent of median household income of the financial year (2020 target less than ten per cent)	Family Resources Survey
	Absolute Low Income	Proportion of children living in households where income is less than 60 per cent of median household income in 2010-11 adjusted for prices (2020 target less than five per cent). Until data for 2010/11 becomes available this is measured against incomes in 1998/99 *	Family Resources Survey
	Combined low income and material deprivation	Proportion of children who experience material deprivation and live in households where income is less than 70 per cent of median household income for the financial year (2020 target less than five per cent)	Family Resources Survey
	Persistent poverty	Proportion of children living in households where income is less than 60 per cent of median household income for the financial year in at least three out of the previous four years	Understanding Society
	Severe poverty	Proportion of children who experience material deprivation and live in households where income is less than 50 per cent of median household income for the financial year	Family Resources Survey
Family circumstances	Children in workless households	Proportion of children living in workless households	Household Labour Force Survey
	In work poverty	Proportion of children growing up in families where at least one person works but are still in relative poverty	Family Resources Survey
	Transition from childhood to labour market	Proportion of 18 – 24 year olds: (1) participating in part time or full time education or training; and (2) not in full time education or training who are not in employment	Labour Force Survey
Children's Life Chances	Low Birth Weight	Low birth weight (gap between social classes 1-4 and social classes 5-8)	Child Birth Statistics. ONS
	Child Development	To be developed: An indicator looking at gaps in school readiness for children aged up to 5 between children from different social backgrounds following consideration of the Tickell review	To be confirmed
	Attainment at school and further education	(1) Attainment gap between children receiving free school meals and the rest at KS2 in English and Maths (2) Attainment gap between children receiving free school meals and the rest in achieving the basics at KS4 (3) Attainment gap between children who were receiving free school meals and the rest at age 19 in achieving Level 3 broken down into (a) achieving 2 A levels or (b) other A level equivalent qualification.	National Pupil database
	Progression to higher	Progression of pupils aged 15 to higher education at age 19 (FSM at age 15, non FSM at age 15 and gap)	Higher education Stats Agency data

	education		matched to National Pupil Database
	Teenage Pregnancy	Conception rates per 1,000 for women aged 15-17 years.	ONS
	Young Offending	Number of young people aged 10-17 years receiving their first reprimand, warning or conviction	Police National Computer
	Family Structures	The proportion of children living in relative poverty in families by: (1) couples who are married /in a civil partnership; (2) couples who are cohabiting; and (3) lone parents.	Family Resources Survey

* On this definition, a single person is considered to be in poverty with an income of less than £145 per week (at 2005/06 thresholds before housing costs). Similarly, a couple with two children are classed as poor with an income of less than £332 per week.

15. Needs Assessment

The attached Child Poverty Needs Assessment sets out the current position in relation to a range of indicators which offer an insight into child poverty in Hartlepool. The key issues that the needs assessment highlights is that there are a number of wards indicating high level needs. The wards that indicate poor outcomes for children and families include: Stranton, Brus, Dyke House, St Hilda and Owton. The actions set out in section 20 will be focussed on these five wards to ensure a targeted approach.

16. Consultation

Children and Young People were consulted in summer 2010 and asked what child poverty was and what it looked like. Views were collected from children and young people in school and who attend social groups facilitated by the voluntary sector. There were more than 300 responses received with 65% of responses from children aged under 10 years and 35% of responses from children and young people aged between 11 and 17 years.

The perception from the children and young people included:

What does being poor/ being in poverty mean?

- Not having a place to live
- Not having any food – going hungry
- Not having a job
- Not having nice clothes
- Not having any friends
- “being poorly”
- “living in a box”
- “no toys”

What does poverty look like?

- The clothes they wear

- Where they live
- By the way they look
- By the way they speak
- “They are skinny”
- “How they treat their children”

How do children and young people feel we can help?

- Help with housing/ a home
- Help their parents get a job
- More money
- Free food and drink
- Free clothes
- Extra help at school
- Free activities and things to do
- Free transport
- Free school trips

A Child Poverty Conference was held in October 2010 with the aim of raising awareness of Child Poverty and to organisations to reflect and commit to how they could contribute to the Child Poverty prevention agenda. The perceptions of child poverty were not dissimilar to the children and young people's views. Groups were asked to review case studies of family situations and look at opportunities where they could offer support. A large proportion of the attendees signed the poverty pledge therefore showing their individual and organisational commitment to reducing child poverty.

17. Which groups are most at risk of being in poverty?

Research has identified a number of vulnerable groups most at risk of being in or falling into poverty and these are shown below:-

- families where one or more adults are out of work
- families where one or more adults work part time
- ethnic minority families
- families who have caring responsibilities - including caring for the elderly

- lone parents
- families where one or more of the adults are disabled
- families where one or more of their children are disabled
- families with more than three children
- families with children aged less than five years
- families with a history of depression and mental health illness
- families with substance misuse, a history of domestic violence and/ or offenders in prison.

Services are increasingly identifying separating families as an issue for children. Work has been taking place over the last year to identify the issues for these families and children and look at ways of supporting. This work will be integrated into this strategy and a family focus model will ensure all issues can be addressed within a family.

This strategy is underpinned by a “Think Family” approach and it is expected that the above vulnerable groups will be targeted for support as early as possible.

18. How will we know we are successful?

The indicators set out below will give an indication as to whether this strategy has been successful. It has been decided to specify national and local indicators:

Indicators linked to National Strategy:

	Current position
Reduce the numbers of children in poverty (relative low income)	29.5% (2010 figures)
Proportion of children living in workless households	30.2% (Children living in households receiving key benefits) 2009
Reduce the gap between the 20% lowest performing children and the rest at aged 5 years old	36.3% (2010)
Reduce gap between children eligible for FSM and the rest at KS2	L4+ English 15% L4+ Maths 14%

	(2009 stats using SATS tests)
Reduce the gap between children eligible for FSM and the rest at KS4	5+ A*-C inc English and Maths 30% 5+ A* -C 23% (2010)
Reduce numbers of teenage pregnancy	57.3 per 1000 population (females aged 15 - 17). 2009 figures
Reduce the number of young people aged 10-17 receiving their first reprimand, warning or conviction	87 (2010/11)

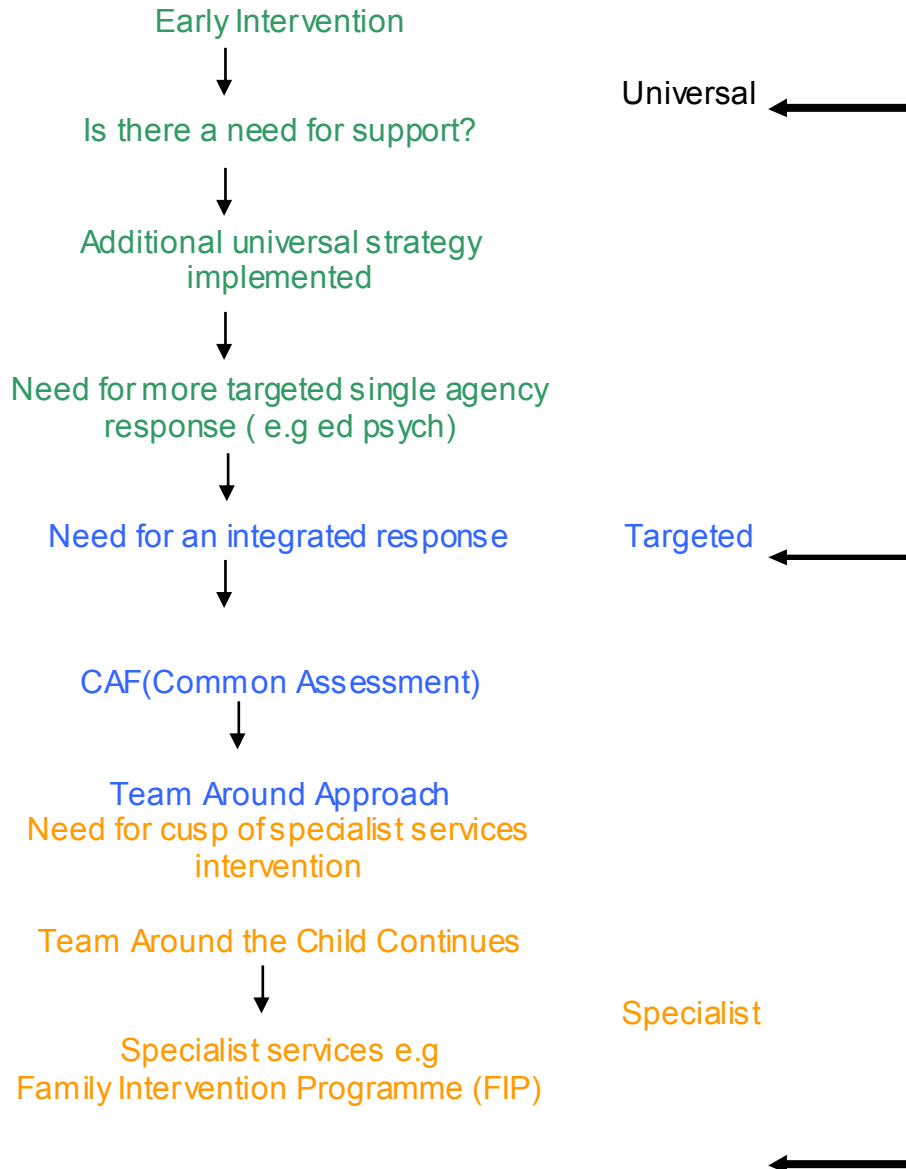
Local Indicators

	Current position
Improve employment rate	61.1% (2010)
Improve the number of families accessing affordable home ownership	65.5% (2007)
Raise the participation of young people (16-18) in further learning from a baseline	87.4% (2010/11)
Increase parents benefit take up as appropriate	This is very difficult to measure as data is not readily available but it is felt that this area of work is important and therefore should still be included
Increase the number of Common Assessments (CAF)	364 (CAFs recorded as being started between April 10 and April 11)
Reduce the number of families needing crisis support <ul style="list-style-type: none"> Children In Need Children on a Child Protection Plan 	918 (Children starting an episode of need in 2009-2010) 117 (Children who became the subject of a child protection plan during 2009-2010)

19. Graduated Response

The actions supporting this strategy will be based on the principles of early intervention and a graduated response as below:

GRADUATED RESPONSE



This graduated response shows that universal services are the first point of contact for a child and family. It is the responsibility of the universal service to provide any support a child or family may need. The universal services in the majority of cases will be able to support the child and family. On occasions the universal service may need to ask for support with a child and family but the universal service will still offer the support.

There will be times when a family will need more support and the universal service will need to request multi agency support. This will be within the framework of the Team Around approach. A multi agency approach will be implemented through a Common Assessment and a Team Around the Child. This model clearly recognises that the universal service providers have built the relationship with the child and family and must still be seen as the first point of contact. In the majority of these cases a multi agency approach will enable the family to access the support needed and improve their outcomes.

On some occasions families may need intensive specialist support but again it should be recognised that universal services must continue to be involved.

The above model relies heavily on universal services being equipped with the knowledge of the early support that is available for families. This strategy aims to support universal services to support children and families at the earliest possible opportunity. Thus allowing targeted and specialist resources to be focused on our most needy children and families.

20. Key Actions

The actions for this strategy sit across two specific aims:

- **TARGETED APPROACH - SUPPORTING FAMILIES CURRENTLY IN POVERTY**
- **PREVENTATIVE APPROACH - PREVENTING POOR CHILDREN BECOMING POOR ADULTS**

Many of the activities in relation to these key actions will sit across the two elements but have been identified separately to ensure that clear monitoring can take place.

a). Supporting Families currently in poverty

The learning from the national child poverty pilots has been used to develop these key actions:

Employment and Skills

- Training support for parents
- Opportunities for volunteering for parents
- Support to employment for parents

Life Chances and Families

- Universal services equipped to navigate to targeted services with all front line workers understanding the range of support available;
- All services to identify Child Poverty issues when working with a family and support families to access services available;
- Continue to support families through the Family Intervention Project ensuring that all workers understand the effects of poverty on the family and know what services are available;

Financial Support

- Improve parents financial capability
- Implement programme of financial advice, personal budgeting at the beginning of pregnancy

Place and Delivery

- Commissioners to acknowledge and include in commissioning processes that the voluntary and community sector can offer local accessible services that are non stigmatised for families;
- Ensure all financial face to face services are available in local communities;
- Improve the outreach services in local areas in relation to family support

b). Preventing poor children becoming poor adults

Frank Field's Review highlighted that the way to reduce the number of poor children becoming poor adults was to improve a child's outcomes at key milestones in their lives. These outcomes need to cover all areas for a child

e.g health, wellbeing, education thus enabling children to achieve in their education and be able to access employment in adulthood. Early Identification and appropriate and effective intervention will ensure that children can achieve to their full potential. A children's services scrutiny investigation took place in 2010/11. The forum considered a large amount of information primarily from families and subsequently made a number of recommendations that support the need for early intervention services. A early intervention strategy is currently being developed and the implementation of this will form the second strand of actions to this strategy.

21. What are the resource implications for tackling child poverty in Hartlepool?

As highlighted previously the resources for this area of work are scarce but there are currently many services/organisations working with families and the need to work in partnership is critical. The resources already being used to support families need to be utilised effectively and efficiently to address the poverty agenda. Every service should have regard for the affects of Child Poverty and be able to support a family to access services that can help families to climb out of poverty. It is everybody's business.

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CABINET REPORT

23rd May 2011



Report of: Director of Regeneration and Neighbourhoods

Subject: DEVELOPER INTEREST IN SITES AT SEATON CAREW

SUMMARY

1. PURPOSE OF REPORT

To report to Cabinet the results of the exercise carried out to assess developer interest in Council owned sites in Seaton Carew and seek endorsement, to explore in more detail the strongest submissions.

2. SUMMARY OF CONTENTS

The report explains the process to date, a summary of the expressions of interest that were received and a suggested process to assess and explore further, the most attractive submissions.

3. RELEVANCE TO CABINET

The future use of Council owned sites in Seaton Carew and regeneration of Seaton Carew covers a number of Portfolio Holder remits, therefore Cabinet should consider the report.

4. TYPE OF DECISION

This is a non key decision.

5. DECISION MAKING ROUTE

The decision will be made by Cabinet.

6. DECISION(S) REQUIRED

Cabinet is requested to:

- (i) Agree to officers assessing the expressions of interest further following Cabinet approval, by interviewing the two shortlisted companies in June, and then requesting the formal submission of final information for preferred developer selection in August.

Report of: Director of Regeneration and Neighbourhoods

Subject: DEVELOPER INTEREST IN SITES AT SEATON CAREW

1. PURPOSE OF REPORT

- 1.1 To report to Cabinet the results of the exercise carried out to assess developer interest in Council owned sites in Seaton Carew and seek endorsement, to explore in more detail the strongest submissions.

2. BACKGROUND

- 2.1 Cabinet on the 7th February 2011 agreed to undertake a marketing exercise in relation to Council owned sites in Seaton Carew. Interested developers were asked to submit the requested relevant information by 25/03/11.
- 2.2 As a minimum requirement interested parties were requested to respond to a pre-qualification questionnaire (PQQ) and a development brief. The PQQ document requested technical information regarding the operational arrangements of the organisations, their financial performance, health & safety record, insurance arrangements and equality and diversity policies. The development brief requested that the following information should be included.
- A suggested form of development for either all or some of the sites including the type, nature and scale of any proposed development;
 - an indication of the phasing or development timetable associated with the sites, with the proviso that some community or regeneration benefit is achieved early in the development process;
 - information regarding the organisations track record in delivering similar development schemes, technical capacity, financial and economic strengths; and
 - a summary of the viability and financial feasibility of the proposals and a approximate value of the individual development sites.
- 2.3 It was made clear to the interested parties that the Council would undertake an evaluation process and invite a limited number of interested parties who had submitted expressions of interest and PQQ's to submit more detailed proposals for further consideration.

3. RESPONSES

- 3.1 In total, marketing particulars were circulated to 30 interested parties in response to the adverts placed in the national press. 7 expressions of interest were subsequently submitted by the deadline date. One response was received after the formal deadline and has been discounted.
- 3.2 5 of the 7 submissions included only the PQQ element of the requested information. These organisations did not respond in any detail to the development brief and the information requested, outlined in paragraph 2.2 above. These particular organisations therefore have been deemed not to have met the minimum level of information that was requested.
- 3.3 Two organisations have provided detailed and full information in line with the PQQ and development brief. Both of these organisations have indicated that they would look to develop all of the sites identified, releasing significant funding to deliver a range of regeneration priorities, a key aim of the scheme. Both companies have indicated that they would look to develop elements of residential on all of the Council owned sites and look to develop small scale commercial development at The Front, on the site of the Longscar Hall, in line with the details of the development brief.
- 3.4 Both organisations have indicated that at this stage their initial assessment of the development sites, based on the information we have provided would generate sufficient potential income to deliver the regeneration priorities; including sea defences, redevelopment of Longscar Hall, community enhancements and public realm works. They have however both identified fairly different suggested approaches to achieving those aims. The responses clearly show that within the private sector there is a clear indication that there is strong appetite for residential development in Seaton Carew and there is also scope for commercial development at the The Front, the actual level of which will require further development work.
- 3.5 Both of the organisations have indicated that they would be fully committed to consult on proposals if selected. One of the organisations has also indicated that they would be prepared to look at developing a 'Seaton Carew Regeneration Company' to deliver the overall proposals, when they are agreed through consultation, which would have representatives from the developer, HBC and local residents on its management board.
- 3.6 Both companies have suggested that they would be committed to enhancement of community facility improvements as an 'early win' within the overall development programme.
- 3.7 Health and Safety and financial information submitted by both developers is currently being assessed, internally.

4.0 NEXT STEPS

- 4.1 The exercise to date has indicated that there is real interest from the private sector in developing sites at Seaton Carew. This provides evidence that there is interest despite the current market conditions which in principle is sufficient to deliver the regeneration priorities.
- 4.2 The information requested to date has been indicative in nature but the exercise has clearly identified two developers both of whom have met the minimum requirements and have provided detailed development proposals for all of the HBC sites including regeneration ideas for The Front, that could help to deliver significant regeneration benefits in Seaton Carew.
- 4.3 To determine if one of these organisations could practically deliver comprehensive development in Seaton Carew will require the submission of further information and separate face to face discussion with the companies involved.
- 4.4 Taking forward interest from two developers will help to ensure a competitive dialogue during the next stage of the procurement process, which will be critical in determining the best possible development programme in Seaton Carew, if agreed by Cabinet.

5. RECOMMENDATIONS

Cabinet is requested to

- (i) Agree to officers assessing the expressions of interest further following Cabinet approval, by interviewing the two shortlisted companies in June, and then requesting the formal submission of final information for preferred developer selection in August.

6. CONTACT OFFICER

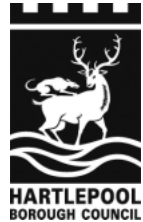
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CABINET REPORT

23 May 2011



Report of: Chief Executive

Subject: STRATEGY FOR BRIDGING THE BUDGET DEFICIT
2012/13 – ICT, REVENUES AND BENEFITS
SERVICES

SUMMARY

1. PURPOSE OF REPORT

To enable Cabinet to make a decision in respect of the proposed options available in respect of ICT and Revenues and Benefits services and their contribution to addressing the budget deficit in the available timescales.

2. BACKGROUND

Cabinet have received three reports (on 24th January 2011, 7th February 2011 and 8th April 2011 – attached as **Appendix A, B and C** to this report) which have identified and provided options and proposed recommendations in respect of the potential benefits from and the procurement route for a revised delivery mechanism for ICT and Revenues and Benefits services.

At the meeting on 7th February 2011, Cabinet determined to refer this matter to Scrutiny for consideration with particular reference to the Revenues and Benefits element and the report from Scrutiny Co-ordinating Committee was considered on 8th April 2011.

Cabinet agreed on 8th April that further investigation of the following options be undertaken and reported back to Cabinet at the earliest opportunity taking account of the timescales required for identifying the future of the services in question and the recommendations of the Scrutiny investigation reported earlier in the meeting:

- (i) A procurement exercise is undertaken using the OGC Buying Solutions Framework for ICT and Revenues and Benefits services.
- (ii) Scrutiny Co-ordinating Committee's recommendations for Revenues and Benefits Services would be considered as part of whichever delivery option is chosen.

- (iii) Other local authorities be approached quickly about what opportunities there are for working together.
- (iv) Early stages of testing the market, as part of the procurement process, would be undertaken.
- (v) The options and implications of a joint venture vehicle be researched.

Additionally that the recommendations of the Scrutiny Coordinating Committee's review of the proposals for the provision of the revenues and benefits service, as referred by Cabinet on 7 February 2011, be noted and utilised to inform the process of the development of the strategy for bridging the budget deficit in the ICT and Revenues and Benefits services for 2012/13.

3. SUMMARY OF CONTENTS

The report provides further details regarding the actions taken to date in response to Cabinet's decision on 8th April 2011.

4. RELEVANCE TO CABINET

The report encompasses considerations in respect of a potential strategy and programme for managing the identified budget deficit for 2012/13 and is therefore within the remit of Cabinet

5. TYPE OF DECISION

Non Key.

6. DECISION MAKING ROUTE

Cabinet 23rd May 2011.

7. DECISION(S) REQUIRED

Cabinet are recommended to agree that a procurement exercise is commenced using the OGC Buying Solutions Framework for ICT and Revenues and Benefits services.

Report of: Chief Executive

Subject: STRATEGY FOR BRIDGING THE BUDGET DEFICIT
2012/13 – ICT, REVENUES AND BENEFITS
SERVICES

1. PURPOSE OF REPORT

- 1.1 To enable Cabinet to make a decision in respect of the proposed options available in respect of ICT and Revenues and Benefits services and their contribution to addressing the budget deficit in the available timescales.

2. BACKGROUND

- 2.1 Cabinet have received three reports (on 24th January 2011, 7th February 2011 and 8th April 2011 – attached as **Appendix A, B and C** to this report) which have identified and provided options and proposed recommendations in respect of the potential benefits from and the procurement route for a revised delivery mechanism for ICT and Revenues and Benefits services.
- 2.2 At the meeting on 7th February 2011, Cabinet determined to refer this matter to Scrutiny for consideration with particular reference to the Revenues and Benefits element and the report from Scrutiny Co-ordinating Committee was considered on 8th April 2011.
- 2.3 Cabinet agreed on 8th April to progress with the following four options and to explore what opportunities there are in respect of:
- retaining services in-house
 - investigating an option of creating a shared service model with a local authority with a view to Hartlepool taking a lead role
 - creating a shared service via a regional business centre with a private sector partner
 - creating a joint venture vehicle
- 2.4 Additionally Cabinet agreed that Scrutiny Co-ordinating Committee's recommendations for Revenues & Benefits services will be considered as part of whichever delivery option is chosen.

3. ORIGINAL PROPOSALS

Cabinet have received three reports to date with proposals for the delivery of ICT, Revenues and Benefits Services providing details on:

- the assessment of the procurement options available had been considered in respect of the extent to which these routes provide for robustness, the ability and necessity to demonstrate Value for Money and their delivery of a legally secure arrangement (Cabinet on 24th January 2011);
- the two key drivers - investment in the local economy and service provision & efficiencies (Cabinet on 8th April 2011);
- requirements identified (Cabinet on 8th April 2011);
- a range of factors which have influenced the proposals brought forward (Cabinet on 7th February 2011 - Sections 4 and 5);
- the significant anticipated savings expected towards the 2012/13 budget deficit as an identified Business Transformation Programme Project;
- there are potential benefits to Hartlepool in economic regeneration;
- there is significant private sector experience in the delivery of these services on behalf of the public sector;
- proposed amendments to the national benefits system may result in significant changes in the scale and scope of the Revenues and Benefits services the Council currently provide;
- statutory protections for current staff would be maximised;
- timescales for the management and delivery of this project, should it be agreed, has been assessed and is capable of delivery (and any potential savings realised) for the 2012/13 budget.

4. PROGRESS TO DATE

4.1 As a result of Cabinet's decision on 8th April the following actions have been undertaken:

- other local authorities were approached quickly about what opportunities there are for working together under a shared services arrangement to deliver Revenues and Benefits services (see paragraph 4.2);
- early stages of testing the market as part of the procurement process has been undertaken (see paragraph 4.3);
- the options and implications of a joint venture vehicle to deliver Revenues & Benefits services have been researched (see paragraph 4.4);
- further assessment of retaining Revenues and Benefits services in-house (see paragraph 4.5).

4.2 The use of a 'shared services' arrangement can enable services to be provided at a level that would not be possible without collaboration,

particularly amongst smaller local authorities. Many shared services demonstrate significant success at delivering more consistent and reliable services with greater levels of satisfaction. Shared services are capable of delivering efficiencies by making better use of the existing strengths and the resources of partner Councils and taking advantage of economies of scale. Identifying the right local authority partner in a context that offers mutual benefits is crucial to developing a successful shared service arrangement.

Potential joint working with other local authorities has previously been discussed with other local authorities in the Tees Valley and an approach has been made to one local authority where there had been an indication that they were considering alternative service delivery arrangements for their Revenues and Benefits services. The Mayor was tasked with making arrangements to discuss the potential for partnering with neighbouring authorities, and his report back is attached as **Appendix D**.

- 4.3 Some preliminary discussions have been undertaken with suppliers on the OGC Framework. A cross- departmental team of officers have drafted procurement documentation for the purposes of testing the level of market interest to a potential procurement exercise which the Council might undertake. Meetings with representatives of the suppliers suggest that:

- there is a mature supplier market for ICT managed services, Revenues services and Benefits services;
- there would be sufficient interest from suppliers on the OGC Framework for a competitive exercise to be undertaken;
- if a procurement exercise was undertaken there is the potential to deliver savings for the authority, provide some form of economic regeneration for the town and maintain service delivery. Members will recall previous reports identified these three elements as drivers for recommending a procurement route.
- the time is right to position Hartlepool as a potential location for business development for these type of services as well as other services not directly related to Council services.

By undertaking a procurement exercise through the OGC Framework the Council will be in a position through a competitive process, to assess the extent to which a third party can contribute to the Council's challenging savings targets whilst maintaining the level of current service delivery and support regeneration in the town through the development of new jobs and skills. The Council however is under no obligation to award a contract if sufficient savings cannot be realised, services cannot be secured and there is little value to the town.

- 4.4 The development of a joint venture vehicle is not being recommended to Cabinet in respect of ICT managed services and Revenues and Benefits Services. A joint venture is essentially a legal entity involving

two or more partners and can take various forms e.g. contractual arrangements, limited companies, limited liability partnerships (LLP) and limited partnerships (LP), or companies, limited by guarantee or by shares. Each has their advantage in such areas as tax, profit-sharing and liability and which one is used will depend on what the Council wishes to achieve. Expert legal advice is recommended even at the options appraisal stage as well as throughout the process. Joint ventures are generally considered most appropriate when other options have been assessed and rejected as a way of getting some value from an asset which it cannot achieve without another party. The timescales and resources required to establish an effective joint venture does not fit with the Council's savings targets.

- 4.5 Retaining the Revenues and Benefits services in-house and bringing ICT managed services back into the Council's establishment would provide the Council with on-going control and accountability for those services. Corporately set savings targets have already been achieved by ICT, Revenues and Benefits services through management delayering, SDO reviews, the impact of CSR, etc.

If retained in-house the Revenues and Benefits services would still be required to contribute to the Council's savings targets through further service reorganisation. It is expected that this involve a combination of increased charges to the public, further staffing reductions and changes to the way customers access services. Any reviews to identify savings would be undertaken internally with no additional resources available to develop options or investment to achieve savings. Benchmarking information suggests that the cost of delivering some measured aspects of the Revenues and Benefits Services for 2009/10 was below the national average.

The Welfare Reform Bill includes proposals for a system of Universal Credit. Details released to date indicate that a transitional period would see all new housing benefit claims processed by the DWP from 2013 and on-going cases transferred to DWP over the following four years. No firm indication has been given as to how current local authority staff would be affected other than to confirm that local authorities nationally will no longer require housing benefit staff. The Council could potentially bear all staff termination costs as a result.

Bringing ICT managed services back into the local authority establishment would give direct control over service cost, offer the potential to reduce costs to deliver projects / additional work with new financial arrangements for managing budgets and provide for a direct link with current third party suppliers.

However as a small local authority we do not have the capacity to develop or retain the expertise needed to support the range of ICT services and systems we require, a fully developed business plan would be required before committing to growing a service to offer to

other local authorities and would undoubtedly require a huge investment and carry a commercial risk: we do not have the resources in-house to do this, the risk for delivering potential cost savings would fall directly to us as would any investment required to deliver it whilst at the same taking on new hardware and staffing costs as well as sourcing (expensive) technical expertise outside a partnership agreement.

On balance it is not therefore recommended that this option be agreed.

5. FINANCIAL CONSIDERATIONS

- 5.1 As has been highlighted in respect of these options previously and in the accompanying report on this agenda it is anticipated that following the proposed route recommended in this report will provide significant savings for the 2012/13 budget deficit. It is included at this stage as one of the Projects in the revised Business Transformation Project and has the potential to contribute significantly to the outstanding deficit identified. It is not proposed in this report to restate the scale, risk and difficulty in achieving and delivering plans to bridge this deficit.

6. CONCLUSION

- 6.1 As previously reported there are no easy solutions to the problems which are facing the Council. The considerations for Members in respect of ICT and Revenues and Benefits are in summary:
- working with another local authority in a shared services arrangement to deliver Revenues and Benefits services, with Hartlepool as the lead provider would provide the opportunity to retain services in-house and secure them in the future to some extent subject to a suitable partner organisation being identified;
 - undertake a procurement exercise using the OGC Framework which could enable savings to be achieved, maintain services and help regenerate the town with a third party through a competitive process;
 - consider the development of a joint venture vehicle to deliver Revenues & Benefits services;
 - retain Revenues and Benefits services in-house and bring ICT managed services back into the Council's establishment.
- 6.2 The range of options and consideration of potential alternatives have been outlined in this report and conclude that:-
- Preliminary research indicates that significant savings for the Council can be achieved.

- There are potential benefits to Hartlepool in economic regeneration.
- There is significant private sector experience in the delivery of these services on behalf of the public sector.
- Proposed amendments to the national benefits system may result in significant changes to the scale and scope of the Revenues and Benefits services the Council currently provide.
- Statutory protections for current staff would be maximised.

Consideration of the timescales for the management and delivery of this project, should it be agreed has been assessed and is capable of delivery (and any potential savings realised) for the 2012/13 budget.

7. RECOMMENDATIONS

7.1 Cabinet are recommended to:

- Agree that a procurement exercise is commenced using the OGC Buying Solutions Framework for ICT and Revenues and Benefits services.

8. CONTACT OFFICER

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CABINET REPORT

24th January 2011



Report of: Chief Executive

Subject: STRATEGY FOR BRIDGING THE BUDGET DEFICIT
2012/13 (Initial Report) – Business Transformation
Programme II

SUMMARY

1. PURPOSE OF REPORT

The purpose of this report is to outline the proposed strategy for addressing the budget deficit from 2012/13 onwards building on and continuing the Business Transformation programme in a revised structure. The Council has recently received a two year spending settlement and on this basis it is advisable, as in previous years to consider appropriate strategies and plans to mitigate the impact.

2. BACKGROUND

The need to revisit and renew the current Business Transformation (BT) programme in the light of the current financial circumstances facing the council is important to ensure that the authority has in place a plan for bridging the projected deficits.

A deliverable strategy is needed which builds upon the successes and robustness of the BT programme but which considers and takes account of the decisions which have had to be made in establishing the budget for 2011/12 and the increasingly austere financial position. This report begins to address these requirements with a renewed Business Transformation Programme, including some elements from the previous programme and some additional elements to meet the budget requirements.

2. SUMMARY OF CONTENTS

A fundamental consideration for the authority is the extent to which we balance the following against a strategy which would essentially be focussed on a series of unplanned cuts. The proposals are based on:

- the continuation of a programme of review and change which encapsulates the Business Transformation SDOs with a series of planned reductions (primarily focussing on none statutory services and functions)
- a series of projects which enable the authority to either take opportunities which can potentially deliver significant savings (whilst protecting front line services) or provide for greater service resilience
- looking longer term and considering options for the medium term

The recently announced budget settlement provides the opportunity to clarify the financial position facing the authority over the next couple of years.

There are a range of factors which have either been announced, are understood to be in development or have been suggested in respect of emerging government policy and the role, remit and operation of local councils (and partner agencies). Whilst many of them are not clear in terms of the extent of their impact the fact remains that there has been a fundamental shift in the strategic context within which local authorities will be required to operate including the Decentralisation and Localism Bill and a range of other bills and proposals which will ultimately affect the operation of the Council and potentially the services delivered and to whom. In addition to that identified above there is also the Welfare Reform Bill and the Academies Bill which potentially bring significant changes to the benefits and education systems. This is by no means an exhaustive list, they are examples of the scale and nature of change which is being driven by legislation.

In addition to legislative changes there are a range of proposals being highlighted which may become driven by legislation, may potentially drive funding allocations or be driven by other factors. It is difficult to predict with absolute accuracy what may be encompassed in any such changes but on the balance of probabilities there are a range of issues which are liable to receive significant impetus, though the exact nature of this is still unclear.

In relation to the management of local authorities the Secretary of State has focussed particularly on questioning current management structures and there is almost certainly going to be a significant push for the greater involvement of the private sector in the delivery of local services.

The proposed programme for addressing the budget deficit is based on a combination of:

- Efficiencies identifiable through reviews of provision which are essentially those elements of services not yet considered as part of BT
- Consideration of those areas of service where there is potential for further planned reduction in provision or where there are options around reconfiguration or consideration of eligibility etc
- An identified framework of projects which are either capable of delivering significant savings or providing enhanced capacity to maintain services

- Identifying opportunities for increased income either through trading, fees and charges or alternative means

The aim through this is to have a planned and phased approach to delivering on the required savings levels, building on the successes to date in respect of the current Business Transformation Programme and ensuring that through a consolidated approach that provides for the management of the identified deficit through a new agreed Business Transformation Programme.

There are a number of immediate considerations within the programme that have been identified as a result of the scale and nature of the overall savings required and which provide potential opportunities to deliver significant savings and these cover Joint Working Arrangements and ICT and related services and are covered in more detail in the body of the report.

It is important, if the risks associated with any such programme are to be minimised, and the contribution to the MTFS maximised, that there is both a clear programme and that the financial assumptions underpinning it are suitably robust, this has been successfully achieved to date and it is intended to continue this through the renewed BT programme.

The outline programme has been determined based on a number of assumptions at this stage all of which can be easily updated following any key decisions and there are a range of risks attributable to the development and delivery of such a programme. There are however considerably greater risks from not having in place such a programme. The nature of the financial challenge means that to risk not attempting to determine solutions to these issues will result in very significant and very disruptive changes at a very late stage. This is not something which would be recommended and is not something which Cabinet have been in favour of in the past.

The BT programme has been managed according to a predetermined workplan and targets for individual projects. Each element of the programme has been managed as a separate, though interlinked, project with clear governance arrangements and timescales for delivery.

It is proposed that this is continued and expanded (albeit on a slightly different programme outline). It is proposed that the areas for consideration outlined in sections 5.4.1 and 5.4.9 efficiencies and planned reductions of the main report are combined at a departmental level to provide departments with an overall savings target, and potential scope for review for the next 12 months. This gives the opportunity for consideration to be given, as part of an overall planned reduction, to a range of options and opportunities and as part of the revised Business Transformation Programme.

It will be necessary to determine a clear programme for delivery, reporting and decision making within this framework. To achieve this it is proposed that the current arrangements in respect of Programme Board and Cabinet are maintained to ensure that members are aware of proposals and

developments and in a position to make informed decisions as part of a consolidated programme of activity.

There are no easy solutions to the problems which are facing the Council. We have been able in the past, through either a planned and structured programme (through Business Transformation) or through proposals for cutting services as seen through the most recent budgetary process, to provide significant contributions to the Medium Term Financial Strategy and to ultimately provide a balanced budget, though not without some considerable debate and concern regarding the decisions required.

The proposals to renew the Business Transformation programme identified in this report do need some further work to determine and account for any potential double counting and to ensure that we are in a position to manage and deliver it. The proposals for managing the programme are CMT's recommendations to Cabinet to enable those issues identified during the later part of last year regarding a degree of confusion between BT and budget savings to be addressed and to provide for both a degree of flexibility whilst ensuring that reporting and decision lines to Cabinet are clear.

3. RELEVANCE TO CABINET

The report encompasses considerations in respect of a potential strategy and programme for managing the identified budget deficit for 2012/13 and is therefore within the remit of Cabinet

4. TYPE OF DECISION

Non Key

5. DECISION MAKING ROUTE

Cabinet 24th January 2011

6. DECISION(S) REQUIRED

Cabinet are recommended to

- Agree to the priorities in the programme of work identified in the report and that they be delivered on a departmental basis
- Agree that the programme above to be considered by BT Board and for decision by Cabinet as part of a managed programme
- That a further more detailed report on potential savings from this programme is provided to Cabinet before the end of February 2011.
- That the identified projects, with others Cabinet may wish to identify, are further scoped and progressed as part of the managed programme
- Agree that a procurement exercise is commenced using the OGC Buying Solutions Framework for ICT and Revenues and Benefits services.
- Agree to the submission of a funding bid to RIEP for an assessment of the potential for joint working with other authorities

Report of: Chief Executive

Subject: STRATEGY FOR BRIDGING THE BUDGET DEFICIT
2012/13 (Initial Report) – Business Transformation
Programme II

1.0 PURPOSE OF REPORT

- 1.1 The purpose of this report is to outline the proposed strategy for addressing the budget deficit from 2012/13 onwards. The Council has recently received a two year spending settlement and on this basis it is advisable, as in previous years to consider appropriate strategies and plans to mitigate the impact.

2.0 BACKGROUND

- 2.1 The need to revisit and renew the current Business Transformation (BT) programme in the light of the current financial circumstances facing the council is important to ensure that the authority has in place a plan for bridging the projected deficits. The current BT programme has delivered £2.5m for the 2010/11 budget and is on schedule to deliver the increased target of £2.9m for the 2011/12 budget. However even with this contribution the authority still faces significant budget deficits in later years.
- 2.2 A deliverable strategy is needed which builds upon the successes and robustness of the BT programme but which considers and takes account of the decisions which have had to be made in establishing the budget for 2011/12 and the increasingly austere financial position.
- 2.3 At the Cabinet meeting on 28th June 2010 a report was considered which encompassed a range of questions which essentially related to the next steps for the future shape of the council. As part of this a number of questions were posed which have informed the budget strategy for developing the budget for 2011/12. The questions included the fundamental question of “can the authority continue to operate in its current manner” and underpinning this fundamental question were a range of others, including;
- Can services be maintained at their current level?
 - Can we continue to deliver all services ourselves or should we investigate other models of delivery?
 - Can we identify plans that will deliver the degree of savings needed?
 - Can we balance a desire to deliver high quality services with the savings needed?
 - Can/should we continue to deliver all the services we currently deliver or do we need to prioritise services?
 - Can we charge for some services which are currently provided free, or increases existing charges?

- 2.4 As part of this series of questions a range of options were considered by Cabinet in respect of an emerging strategy which included;
- The provision and prioritisation of services
 - Commissioning of services (including from others in the public and private sectors, social enterprises)
 - Shared services or provision
 - Partnering
 - Alternative methods of delivering services
- 2.5 The strategy for the determination of the budget for 2011/12 has in part started to address this, in conjunction with the agreement to a number of recommendations from Service Delivery Options reports through BT including consideration of Trust arrangements for Leisure, Community Interest Companies (or similar models) for adult social care.
- 2.6 A fundamental consideration for the authority is the extent to which we balance the following against a strategy which would essentially be focussed on a series of unplanned cuts. The proposals are based on :
- the continuation of a programme of review and change which encapsulates the former Business Transformation SDOs with a series of planned reductions (focussing on none statutory services and functions)
 - a series of projects which enable the authority to either take opportunities which can potentially deliver significant savings (whilst protecting front line services) or provide for greater service resilience
 - looking longer term and considering options for the medium term

3.0 THE EVOLVING FINANCIAL SITUATION

- 3.1 The recently announced budget settlement provides the opportunity to clarify the financial position facing the authority over the next couple of years. Whilst the final details of any likely deficit are the subject of decisions on the budget for 2011/12 by Cabinet and Council, the current forecasts suggest that the budget deficit for 2012/13 will be between £7.5M and £10.4M. This is the headline deficit assuming that there are no savings factored in for Business Transformation or Council tax rises in these years.
- 3.2 It is the review of the BT programme and the alternative options which are recommended to be pursued that this report focuses on. This report considers the potential savings that may be achievable through a range of project areas (including what are essentially overhanging Business Transformation SDOs) in a consolidated programme of activity.
- 3.3 At either end of the scale the deficits faced are significant. This is particularly the case when they are considered in the light of the changes and savings which have been made over the last few years and require a focussed and agreed approach. It is not felt possible to achieve these

through one route alone and it is clear that there are some extremely difficult decisions to be made over the next two years.

4.0 EMERGING GOVERNMENT POLICY

- 4.1 There are a range of factors which have either been announced, are understood to be in development or have been suggested in respect of emerging government policy and the role, remit and operation of local councils (and partner agencies). Whilst many of them are not clear in terms of the extent of their impact, the fact remains that there has been a fundamental shift in the strategic context within which local authorities will be required to operate.
- 4.2 The Decentralisation and Localism Bill published in December 2010 has a number of significant proposed changes including issues such as powers for the Secretary of State to transfer to elected Mayors any function of any body, a General Power of Competence for local government, requirements for referenda on council tax rises above a predefined level, a requirement for councils to draw up and publish a list of assets of community value, a community “right to challenge”, powers for a range of bodies to develop Neighbourhood plans for planning purposes. This is not an exhaustive list and is designed to provide a flavour only of the changes.
- 4.3 There are a range of other bills and proposals which will ultimately affect the operation of the Council and potentially the services delivered and to whom. In addition to those identified above, there is also the Welfare Reform Bill and the Academies Bill which potentially bring significant changes to the benefits and education systems. This is by no means an exhaustive list, they are examples of the scale and nature of change which is being driven by legislation.
- 4.4 In addition to legislative changes there are a range of proposals being highlighted which may become driven by legislation, may potentially drive funding allocations or be driven by other factors. It is difficult to predict with absolute accuracy what may be encompassed in any such changes but on the balance of probabilities there are a range of issues which are liable to receive significant impetus, though the exact nature of this is still unclear.
- 4.4.1 There have been repeated statements that local authorities can protect front line services by being “more efficient”. In determining this, the government have focussed on a number of areas; back office services, the role of chief executives, greater involvement of private sector. As has been stated they have not identified how, or if, they might mandate any of these.
- 4.4.2 The assumption in relation to back offices services appears to be that they can be delivered more efficiently either by the private sector or by joining up provision across a number of authorities and that as they are not front line, they should be minimised. Hartlepool has significantly reduced its back office functions over the last 2 years through the Business Transformation programme and through proposals for budget reductions for the 2011/12

budget and there is still some potential for greater efficiency in respect of some elements which is covered later in this report.

- 4.4.3 In relation to the management of local authorities, the Secretary of State has focussed particularly on questioning the need for Chief Executives. Taking a broader view on this and considering the developments put in place by a number of authorities there is the potential to consider a chief executive shared over two or more authorities. It is a potential extension of this, and in taking it to a logical, though potentially complex solution, that the development of joint management teams and commissioning arrangements could be feasible.
- 4.4.4 There is almost certainly going to be a significant push for the greater involvement of the private sector in the delivery of local services. It is currently unclear how this may be driven however there are a couple of options which may be considered. There is potential that a revised version of Compulsory Competitive Tendering (CCT) may be reintroduced although this is seen as unlikely or a model which may fund councils based on the percentage of work which is delivered by bodies other than the council itself. These are obviously only potential models but it is likely that in driving this forward that there will be a significant mandatory element to it.

5.0 PROPOSED PROGRAMME OUTLINE

- 5.1 The proposed programme for addressing the budget deficit is based on a combination of:
- Efficiencies identifiable through reviews of provision which are essentially those elements of services not already considered as part of BT
 - Consideration of those areas of service where there is potential for further planned reduction in provision or where there are options around reconfiguration or consideration of eligibility etc
 - An identified framework of projects which are either capable of delivering significant savings or providing enhanced capacity to maintain services
 - Identifying opportunities for increased income either through trading, fees and charges or alternative means
- 5.2 The aim through this is to have a planned and phased approach to delivering on the required savings levels, building on the successes to date in respect of the Business Transformation Programme and ensuring that through a consolidated approach that provides for the management of the identified deficit.
- 5.3 Essentially the proposed programme at this stage would consist of a number of related though not intrinsically linked elements which are essentially a revised and redefined Business Transformation Programme.
- 5.4 The programme is based on the following:

5.4.1 Efficiencies

- 5.4.2 As has been discussed the BT programme, and the SDO element of this in particular, has been successful in delivering a planned series of savings for the MTFS. The approach has provided a robustness which has enabled the consideration of service issues and an ability to manage risk in terms of their achievement for the MTFS.
- 5.4.3 The Programme was effective in the manner in which it was delivered but the recently announced grant settlements and the work required to address this additional deficit has resulted in a degree of confusion and overlapping between various proposals which does not help in ensuring a clear understanding of impact and any other considerations.
- 5.4.4 What is important in the context of the scale of cuts is that there is a clarity on our overall programme, a degree of flexibility in achieving these and an understanding of where savings will come from.
- 5.4.5 With this in mind it is proposed that, whilst not being undertaken as SDO's that reviews of services provision, to a defined scope, savings expectation and timetable are undertaken. These reviews will form part of the overall programme and it will be necessary, in undertaking them to ensure there is a degree of flexibility in achieving the targets.
- 5.4.6 In addition it is proposed that the elements of the Business Transformation programme which cover Assets, Transactional and Non Transactional service areas should also be continued with the originally established targets still in place (or rolled over if they are not achieved in 2010/11).
- 5.4.7 The proposed areas for consideration for this element of the strategy are attached as appendix 1. It is the view of Corporate Management Team that this programme, which is essentially a revised year 3 SDO programme, should be continued but, as discussed in Section 7 at a Departmental level with those areas covered in Section 5.4.9 below.
- 5.4.8 Given current considerations of the budget it has not been possible at this stage to absolutely confirm potential savings "targets" as it is likely that given the scale of recent cuts a number of these will need to be revised to ensure they are achievable.
- 5.4.9 **Planned reductions**
- 5.4.10 There is some potential for further reduction across a range of services areas which will need to consider the extent to which already reduced services which are not statutory, or which have a degree of latitude in their provision. Further consideration can be given to the scale, manner and nature of the delivery of these services and for assessment purposes these have been considered by Corporate Management Team and a range of the service areas to be considered.

5.4.11 Again given current considerations of the budget it has not been possible at this stage to absolutely confirm potential savings “targets” as it is likely that given the scale of recent cuts a number of these will need to be revised to ensure they are achievable.

5.4.12 Projects

5.4.13 There are a range of projects, outside the scope of those areas considered in 5.4.1 and 5.4.9 sections above which offer the option, either through changes to arrangements for this Council, through working in partnership with others or through the consideration of other alternative working arrangements, Trusts, Trading Companies etc, to either deliver savings or to provide capacity or robustness around continued service provision.

5.4.14 It is important to note that these identified project areas in themselves will be potentially very challenging in terms of the timescales for their delivery and the fact that they will, in most instances involve a change in how services are provided.

5.4.15 The proposed programme for this element of the strategy includes consideration of the following:

- Buildings
- Joint asset use
- ICT and related services
- Joint working with other authorities
- Streetscene
- Leisure Trust
- Museums Trust
- Adult Social Care Trading Company
- Procurement (NE and Tees Valley)
- Transport (NE and Tees Valley)
- Photo voltaic cells
- Asset Backed Vehicle

5.4.16 In considering each of these areas (either alone or jointly) it will be necessary to determine initial business cases and resources to enable these to be progressed and the most appropriate manner in which this can be undertaken.

5.4.17 There is currently consideration being given, through Tees Valley Chief Executives, to the options and potential which is available around the areas identified.

5.4.18 These projects are presented, for the purposes of this report as separate entities. There will be a separate report to Cabinet, linked to this, on the powers of the authority to trade and in implementation terms options for consolidating these will be reviewed.

5.4.19 Income Generation

5.4.20 The Council is currently working with the other 11 North East authorities on a collaborative project, funded by the RIEP, to identify for all local authorities any additional or new income generation opportunities. This work has been commissioned from Deloitte, by Newcastle City Council (who have agreed to take the lead on this project).

5.4.21 The project is designed to consider current and potential charging arrangements for services, fee levels and opportunities for income generation. This is due to report early this year and is included in this report as a further potential option for contributing to the budget deficit, although in terms of overall contribution it is not seen as significant in itself.

5.5 Immediate considerations

5.5.1 There are a number of immediate considerations within the programme that have been identified as a result of the scale and nature of the overall savings required and which provide potential opportunities to deliver significant savings.

5.5.2 Joint Working Arrangements

5.5.3 The concept of joint working between organisations is not a new one. The extent to which this joint working or shared provision between authorities has been a high priority is something which has changed significantly over the last 18 months. There are a range of examples of joint working in individual or grouped service areas and this authority has been involved in a number of these arrangements where we are either the lead organisation or where another authority takes this role.

5.5.4 The extent to which joint arrangements can be successful is based on a number of factors, they include, but not exclusively so the following;

- the need and desire of the respective organisations to be able to agree on what should be jointly delivered
- the extent to which provision can be specific at an agreed level
- considerations of control and accountability
- the financial, policy, service and political drivers to succeed.

5.5.5 Joint arrangements have previously focussed on joint provision of agreed services, normally with an identified lead agency delivering services to an agreed standard, scope and to a geographical area.

5.5.6 The emerging government policy, partially driven by the budget settlements, is that there will be an increased drive for this over the medium term. As has been identified in other sections of this report there is an increasing drive for shared Chief Executives and management teams, there have been some high profile and well publicised examples of authorities taking this a stage further and joining delivery and commissioning functions. It is important that

the authority is in a position to understand the extent to which any such consideration is feasible and potentially deliverable if it were seen to be beneficial. With this in mind it is proposed to make use of available funding from The Regional Improvement and Efficiency Partnership (RIEP) to fund an initial assessment of the potential, opportunities and any other legal and financial considerations.

5.5.7 ICT and related services

5.5.8 The current ICT contract with Northgate is one of the largest single contracts the authority has in place. An extension to this agreement was negotiated in 2009 to take the current arrangements to November 2013. As part of this extension a number of benefits were negotiated for the authority which have been previously reported to Cabinet and which have been a positive benefit for the organisation.

5.5.9 It is however appropriate to consider, in the light of a range of potential changes, challenges and opportunities whether the authority should seek to maximise any benefits which could come from alternative arrangements.

5.5.10 At a regional level ICT procurement has been identified as one of the top 10 areas for consideration. There are currently disparate arrangements for the procurement of ICT services and hardware and this is a high spend area for most authorities and one in which, in the light of the financial challenges, most authorities are looking to reconsider.

5.5.11 Emerging government policy, covered in more detail in section 4 of this report, is strongly suggesting a number of potential approaches in respect of “back office” services (of which ICT is clearly one). These vary from an outsourced approach, to joining with other authorities through to authorities taken a more holistic approach to ICT and related services in order to derive benefits in terms of service delivery and the potential for this to enhance the regeneration offer in a locality.

5.5.12 The original ICT specification for the Council included as part of it the potential to extend the current arrangements from a purely managed service for ICT to include other service areas such as Revenues and Benefits and customer contact.

5.5.13 Research by the council has identified that there is a potential opportunity to reconsider the current ICT delivery arrangements and to broaden the service base included in any such process to include the revenues and benefits service. It is clear from a range of recent government announcements that there are potentially significant changes to the benefits function. It also appears highly likely that any such changes will direct a much greater involvement of the private sector in their delivery and that local authorities, if this is the case, will potentially be excluded from such delivery with a major focus on the private sector.

- 5.5.14 There is the potential, through the consideration of ICT and Revenues and Benefits functions jointly (and as per the original options in the contract which was agreed with Northgate) that significant benefits may be realised in both costs terms and in respect of having in place a scalable solution for the provision of such services based in Hartlepool with the associated benefits which may be attributable to such an arrangement. It would be prudent and advisable to incorporate into any such arrangement a proviso which incorporates the potential for their to be evaluation criteria which incorporate this being a hub for future development and provision of services to other authorities to the benefit of the town.
- 5.5.15 With regard to these services there are a number of issues which support a competitive procurement of these element of Council activity:
- Preliminary market research indicates that significant savings for the Council can be achieved through pursuing, though a competitive arrangement, such a process particularly where this is done in such a way that it is integrated the complimentary IT infrastructure.
 - There is significant private sector experience in the delivery of these services on behalf of the public sector so the opportunity exists to benefit from tried and tested best practice established through multiple successful outsourced arrangements.
 - Proposed amendments to the national benefits system may result in significant changes to the scale and scope of the Revenues and Benefits services the Council currently provide. The ability to react flexibly to these changes will be important to the Council and this can be catered for in a well constructed contract.
 - It is also important to be in a position to effectively manage the risk of any change and the operational impact on the council and such a consideration manages this.
- 5.5.16 Although the proposal suggests the creation of an arrangement which will allow the Council to consider the inclusion of other services at some point in the future, as and when deemed appropriate, there is currently no suggestion that this approach be applied to services such as Human Resources, Finance, Legal Services. There may be different opportunities in relation to the delivery of these services, possibly through sharing services across the sub-region.
- 5.5.17 An assessment of the procurement options available has been considered in respect of the extent to which these routes provide for robustness, the ability and necessity to demonstrate Value for Money and their delivery of a legally secure arrangement.
- 5.5.18 As a result of this it is proposed that a procurement exercise is commenced using the OGC Buying Solutions Framework for ICT and Revenues and Benefits services which is a framework of providers pre qualified to meet procurement and service requirements.

6.0 FINANCIAL ASSUMPTIONS AND RISK

- 6.1 It is important, if the risks associated with any such programme are to be minimised, and the contribution to the MTFS maximised, that there is both a clear programme and that the financial assumptions underpinning it are suitably robust.
- 6.2 The programme has been determined based on a number of assumptions at this stage all of which can be easily updated following any key decisions.
- An assumed level of savings required as this will not be fully determined until Council determine the budget for 2011/12
 - An assumed savings target from the various elements of the programme based on a desire to reduce double counting of potential savings and /or a reduced ability to deliver savings dependant of decisions made in respect of the 2011/12 budget (removing the potential for multiple reductions in the same area)
 - A factoring down of savings where areas are counted more than once through the Efficiencies and Planned Reduction elements of the programme.
 - To provide for a robust programme capable of delivery there will be a revision of a number of the original SDO targets from the BT programme.
 - The savings attributable to the Projects element of the Programme are currently estimates and will require initial business cases prior to further development.
 - There is an assumed council tax rise of 2.5% (£1m) in 2012/13 and 3.9% (£1.6m) 2013/14. If this is not progressed any financial projections will need to be adjusted to account for this.
- 6.3 There are a range of risks attributable to the development and delivery of such a programme. There are however considerably greater risks from not having in place such a programme. The nature of the financial challenge means that to risk not attempting to determine solutions to these issues will result in very significant and very disruptive changes at a very late stage. This is not something which would be recommended and is not something which Cabinet have been in favour of in the past.
- 6.4 In simplistic terms the identified risks are as follows
- Capacity to deliver any programme of change
- This has been flagged up in the consideration of previously developed programme. Whilst this risk has always been managed and the programmes have been delivered, or over delivered, the resources to manage and deliver this, whilst maintaining services, are an ever shrinking pool. It is likely that to pursue a number of the options identified in this report that external support and expertise will be required.
- Increasing difficulty and complexity

Whilst the scale of change we have been facing has never been easy to address it becomes increasingly difficult (and with this comes an increased level of risk) to deliver significant change and savings from an ever reducing budget.

- Evolving Government policy

Government policy is evolving at a significant pace. It is not currently clear how far this will go or how this will directly, or indirectly affect the role and function of local authorities, or the expectations placed upon them. It is however clear that there will be a period of continued and significant change and that the authority would be well placed to consider early the options which are available to be in a position to respond quickly. Recent White Papers and Bills have significantly changed these roles and functions. It is considered that these changes will continue.

- Future financial settlements

Whilst the authority has received a settlement which covers 2011/12 and 2012/13 there is no certainty beyond this period. The government have also announced their intention to review the Local Government Finance system with a view to any new system being in place for the following year. It is unclear what this may entail but it is a significant risk in the medium to long term.

7.0 MANAGING THE PROGRAMME

- 7.1.1 The BT programme has been managed according to a predetermined workplan and targets for individual projects. Each element of the programme has been managed as a separate, though interlinked, project with clear governance arrangements and timescales for delivery.
- 7.1.2 At the point at which the programme was determined it was devised to deliver the savings which were expected to be required to balance the budget. The changing financial climate and the additional levels of saving required has meant that the BT programme, for the last 6 months has been operating alongside a requirement to identify additional savings in order to ensure that the budget can be balanced. This has caused a degree of difficulty in being clear about changes which are being made, the savings which are to be delivered and the manner in which this can be managed.
- 7.1.3 It is proposed that the (areas for consideration outlined in sections 5.4.1 and 5.4.9 efficiencies and planned reductions) are combined at a departmental level to provide departments with an overall savings target, and potential scope for review for the next 12 months. This gives the opportunity for consideration to be given, as part of an overall planned reduction, to a range of options and opportunities.
- 7.1.4 It will be necessary to determine a clear programme for delivery, reporting and decision making within this framework. To achieve this it is proposed

that the current arrangements in respect of Programme Board and Cabinet are maintained to ensure that members are aware of proposals and developments and in a position to make informed decisions as part of a consolidated programme of activity.

8.0 FINANCIAL SUMMARY

- 8.1 The elements which comprise the programme have been outlined in the main body of this report. Whilst the programme has been broken down into a number of elements the proposals for the management of this have been explained above
- 8.2 Whilst it is still necessary to undertake more detailed modelling of the potential of the identified elements of the programme (and this will be the subject of a separate report to Cabinet), initial assessments have identified the following potential.

	12/13 (£m)	12/13 (£m)	Report Section
Deficit	7.5	7.5	
Efficiencies	2.7	2.7	(5.4.1)
Planned Reductions	2.3	0.8	(5.4.9)
Projects	1.5	3.0	(5.4.12)
Council Tax	1.0	1.0	
	7.5m	7.5m	

- 8.3 The exact scale and nature of the programme offers some flexibility but the projections are based on best and worse case scenarios in each area.

9.0 CONCLUSION

- 9.1 There are no easy solutions to the problems which are facing the Council. We have been able in the past, through either a planned and structured programme (through Business Transformation) or through proposals for cutting services as seen through the most recent budgetary process, to provide significant contributions to the Medium Term Financial Strategy and to ultimately provide a balanced budget, though not without some considerable debate and concern regarding the decisions required.
- 9.2 The proposed programme identified in this report does need some further work to determine and account for any potential double counting and to ensure that we are in a position to manage and deliver it. The proposals for managing the programme are CMT's recommendations to Cabinet to enable those issues identified during the later part of the year regarding a degree of confusion between BT and budget savings to be addressed and to provide for both a degree of flexibility whilst ensuring that reporting and decision lines to Cabinet are clear.

- 9.3 It is worth reiterating that the scale of the deficit is significant, a minimum deficit in 2012/13 of £7.5m (with the maximum dependant on budget decisions for 2011/12 being £10.4m) and a minimum cumulative deficit over the period 2012/13 to 2014/15 being £14.55m. Such a deficit requires consideration of a range of radical and significant change.
- 9.4 The rationale for the management of the programme and the proposals for its delivery are based on a need to ensure that such decisions can be made in a timely and managed fashion. In many ways this requires consideration in advance of the normal budgetary timetable.

10.0 RECOMMENDATIONS

10.1.1 Cabinet are recommended to

- Agree to the priorities in the programme of work identified in the report and that they be delivered on a departmental basis
- Agree that the programme above to be considered by BT Board and for decision by Cabinet as part of a managed programme
- That a further more detailed report on potential savings from this programme is provided to Cabinet before the end of February 2011.
- That the identified projects, with others Cabinet may wish to identify, are further scoped and progressed as part of the managed programme
- Agree that a procurement exercise is commenced using the OGC Buying Solutions Framework for ICT and Revenues and Benefits services.
- Agree to the submission of a funding bid to RIEP for an assessment of the potential for joint working with other authorities

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Appendix 1

Dept	Department/Review
Chief Executives	Performance and Partnerships and Public Relations
Chief Executives	Scrutiny, Democratic Services, Member Services
Chief Executives	Customer Services, Contact Centre, Registrars *
Regeneration & Neighbourhoods	Community Safety, DAT, ASB, FIP (and Drugs Intervention)
Regeneration & Neighbourhoods	Economic Development *
Regeneration & Neighbourhoods	Development & Building Control, Spatial Planning (LDF), Landscape & Conservation, Strategic Transport Policy
Regeneration & Neighbourhoods	Asset & Property
Regeneration & Neighbourhoods	Traffic & Transport Services, Highways Services, ITU, Car Parking & Depot
Child & Adult Services	Service User Finance, Property & Appointeeship
Child & Adult Services	Adult Social Care Teams, including Safeguarding, intermediate care/MH/LD/Dis and OP
Child & Adult Services	Total Social Care Commissioning (Adults & Children's)
Child & Adult Services	Museum, Heritage, Strategic Arts & Events
Child & Adult Services	Grants to Comm & Vol Orgs Originally **
Child & Adult Services	Adult Education
Child & Adult Services	School Admissions
Child & Adult Services	Primary & Secondary/National Strategies, School Transformation, Strategy & Commissioning
Child & Adult Services	Children's Social Care Teams and Safeguarding ***
Child & Adult Services	Disability Team, Prevention Services, Family Resource Teams, Duty Team

Workstreams

Assets
 Transactional
 Non Transactional

* BF from year 4

** From year 2

*** balance from year 1 review

CABINET REPORT

7th February 2011



Report of: Chief Executive

Subject: STRATEGY FOR BRIDGING THE BUDGET DEFICIT
2012/13 – BUSINESS TRANSFORMATION
PROGRAMME II (FOLLOW UP REPORT)

SUMMARY

1. PURPOSE OF REPORT

The purpose of this report is to provide additional information in respect of the decision deferred by Cabinet in its meeting of 24th January 2011 in relation to the delivery of ICT and Revenues and Benefits services

2. BACKGROUND

The report of 24th January 2011 proposed an outline structure for a strategy and related plans to address the deficits identified as part of the Medium Term Financial Strategy for 2012/13 and beyond.

The report also made proposals in relation to ICT and Revenues and Benefits which are seen to be fundamental as part of the strategy to manage the budget deficit and capable of delivering a range of benefits both to the authority and more broadly to Hartlepool as a town.

In the report of 24th January a number of elements to any renewed Business Transformation programme were identified and agreed as the basis for the development of a more detailed programme for implementation (subject to Cabinet approval). These included :

- Efficiencies
- Planned Reductions
- Projects
- Income Generation

It is in relation to Projects, and more specifically in relation to the proposed project for ICT and Revenues and Benefits, that this report focus's with section 5 of the report giving an assessment of the identified potential options.

3. SUMMARY OF CONTENTS

As was stated in the report of 24th January the current ICT arrangement with Northgate is one of the largest single contractual arrangements the authority has in place. An extension to this agreement was negotiated in 2009 to take the current arrangements to November 2013 which gave the authority a range of benefits.

The report identifies that is however appropriate to consider, in the light of a range of potential changes, challenges and opportunities whether the authority should seek to maximise any benefits which could come from alternative arrangements and that research by the council has identified that there is a potential opportunity to reconsider the current ICT delivery arrangements and to broaden the service base included in any such process to include the Revenues and Benefits service. It is clear from a range of recent government announcements that there are potentially significant changes to the Benefits function. It also appears highly likely that any such changes will direct a much greater involvement of the private sector in their delivery and that local authorities, if this is the case, will potentially be excluded from such delivery with a major focus on the private sector.

The report identifies that there are a number of factors which underpin the basis for any procurement undertaken and would include (with further detail provided in the body of the report) :

- Investment in the local economy
- Service Provision

As was stated in the report to Cabinet on 24th January 2011 an assessment of the procurement options available has been considered in respect of the extent to which these routes provide for robustness, the ability and necessity to demonstrate Value for Money and their delivery of a legally secure arrangement

The report identifies that there are a range of alternative options available to the council in determining an appropriate way forward in respect of these, and other, service areas. The main options and a consideration of the relative benefits and disadvantages, in conjunction with the associated considerations around timescales and deliverability, are outlined in the main report with a summary below.

- Retain Current Arrangements
- Create Shared Service model with another Local Authority
- Create shared service approach via a Regional Business Centre model with a Private Sector partner
- Create a Joint Venture vehicle

As Cabinet are aware from the report on the 24th January 2011 the authority is only likely to be in a position to manage the budget deficits that it faces through a broad programme of work. As was identified in this overall programme one key area will be in the delivery of a number of identified and agreed projects. Members are well aware of the scale of the challenge in

organisational and financial terms and that such a deficit requires consideration of a range of radical and significant changes.

A range of options and consideration of potential alternatives have been outlined in this report but with regard to these services there are a number of issues which support a competitive procurement of these element of Council activity:

- Preliminary research indicates that significant savings for the Council can be achieved through pursuing, through a competitive arrangement, such a process particularly where this is done in such a way that it is integrated with the complimentary IT infrastructure.
- There are potential benefits to Hartlepool in economic regeneration which the authority would be looking to maximise as part of any arrangement.
- There is significant private sector experience in the delivery of these services on behalf of the public sector so the opportunity exists to benefit from tried and tested best practice established through multiple successful outsourced arrangements.
- Proposed amendments to the national benefits system may result in significant changes to the scale and scope of the Revenues and Benefits services the Council currently provide. The ability to react flexibly to these changes will be important to the Council and this can be catered for in a well constructed contract.
- It is also important to be in a position to effectively manage the risk of any change and the operational impact on the council and the proposed solution manages this as far as would be practicable.
- Statutory protections for current staff would be maximised.

Consideration of the timescales for the management and delivery of this project, should it be agreed has been assessed and is capable of delivery (and any potential savings realised) for the 2012/13 budget.

4. RELEVANCE TO CABINET

The report is a follow up requested by Cabinet at the meeting on 24th January 2011

5. TYPE OF DECISION

Non Key

6. DECISION MAKING ROUTE

Cabinet 7th February 2011

7. DECISION(S) REQUIRED

Cabinet are recommended to

- Agree that a procurement exercise is commenced using the OGC Buying Solutions Framework for ICT and Revenues and Benefits services.

Report of: Chief Executive

Subject: STRATEGY FOR BRIDGING THE BUDGET DEFICIT
2012/13 – BUSINESS TRANSFORMATION
PROGRAMME II (FOLLOW UP REPORT)

1.0 PURPOSE OF REPORT

1.1 The purpose of this report is to provide additional information in respect of the decision deferred by Cabinet in its meeting of 24th January 2011 in relation to the delivery of ICT and Revenues and Benefits services.

2.0 BACKGROUND

2.1 The report of 24th January 2011 proposed an outline structure for a strategy and related plans to address the deficits identified as part of the Medium Term Financial Strategy for 2012/13 and beyond.

2.2 It identified that a deliverable strategy is needed which builds upon the successes and robustness of the BT programme but which considers and takes account of the decisions which have had to be made in establishing the budget for 2011/12 and the increasingly austere financial position and is capable of delivering savings for the 2012/13 budget.

2.3 As part of this it was identified that at previous Cabinet meetings (including that of 28th June 2010 reports have been considered where a number of questions were posed which have informed the budget strategy for developing the budget for 2011/12. The questions included the fundamental question of “can the authority continue to operate in its current manner” and underpinning this fundamental question were a range of others, including;

- Can services be maintained at their current level?
- Can we continue to deliver all services ourselves or should we investigate other models of delivery?
- Can we identify plans that will deliver the degree of savings needed?
- Can we balance a desire to deliver high quality services with the savings needed?
- Can/should we continue to deliver all the services we currently deliver or do we need to prioritise services?
- Can we charge for some services which are currently provided free, or increases existing charges?

The proposals in relation to ICT and Revenues and Benefits are seen to be fundamental as part of this strategy and capable of delivering a range of benefits both to the authority and more broadly to Hartlepool as a town.

2.4 For completeness it is worthwhile to restate the financial position which shows that whilst the final details of any likely deficit are the subject of decisions on the budget for 2011/12 by Cabinet and Council, the current forecasts suggest that the budget deficit for 2012/13 will be between £7.5M and £10.4M. This is the headline deficit assuming that there are no savings factored in for Business Transformation or Council tax rises in these years.

2.5 It is not felt possible to achieve these through one route alone and it is clear that there are some extremely difficult decisions to be made over the next two years.

3.0 Programme Structure

3.1.1 In the report of 24th January a number of elements to any renewed Business Transformation programme were identified and agreed as the basis for the development of a more detailed programme for implementation (subject to Cabinet approval). These included :

- Efficiencies
- Planned Reductions
- Projects
- Income Generation

It is in relation to Projects, and more specifically in relation to the proposed project for ICT and Revenues and Benefits, that this report will focus with section 5 of the report giving an assessment of the identified potential options.

4.0 ICT and related services

4.1 As was stated in the report of 24th January the current ICT arrangement with Northgate is one of the largest single contractual arrangements the authority has in place. An extension to this agreement was negotiated in 2009 to take the current arrangements to November 2013. As part of this extension a number of benefits were negotiated for the authority which have been previously reported to Cabinet and which have been a positive benefit for the organisation. The arrangements with Northgate have evolved over the period of the current arrangement and there have been significant partnership benefits to the Council from this arrangement and its operation.

4.2 It is however appropriate to consider, in the light of a range of potential changes, challenges and opportunities whether the authority should seek to maximise any benefits which could come from alternative arrangements.

4.3 Research by the council has identified that there is a potential opportunity to reconsider the current ICT delivery arrangements and to broaden the service base included in any such process to include the Revenues and Benefits service. It is clear from a range of recent government announcements that there are potentially significant changes to the Benefits function. It also appears highly likely that any such changes will direct a much greater

involvement of the private sector in their delivery and that local authorities, if this is the case, will potentially be excluded from such delivery with a major focus on the private sector.

- 4.4 There is the potential, through the consideration of ICT and Revenues and Benefits functions jointly (and as per the original options in the contract which was agreed with Northgate) that significant benefits may be realised in both costs terms and in respect of having in place a scalable solution for the provision of such services based in Hartlepool with the associated benefits which may be attributable to such an arrangement.
- 4.5 The detailed scope of services included in any specification is to be determined. It will recognise the importance of high quality front line service delivery continuing easily available to local people, especially in relation to Benefits and some aspects of Revenues services.
- 4.6 The basis for any procurement undertaken by the authority would include a number of requirements, the basis for these and the anticipated benefits are detailed below :
- 4.6.1 Investment in the local economy
- There is a significant opportunity, that the authority would look to maximise, that through any procurement exercise the identification of options for the development of a model of service delivery which provides for regeneration based in Hartlepool and aligns to the delivery of services at a sub regional and regional basis. We would be looking for a partner to develop and invest in the local economy and detail proposals for future growth and the investment to be made and the benefits to the partnership.
 - In addition we would be considering the extent to which proposed plans would enable and encourage other public sector organisations to utilise the services established and how this will contribute to future growth and development and plans to both retain and develop jobs within the service areas being considered to the benefit of the local economy.
 - In addition we would be considering the extent to which these arrangements are beneficial to the authority in service and financial terms through the potential for inclusions such as “gain share” (an arrangement which would provide a direct financial benefit to the authority through any additional work delivered through such an arrangement) and opportunities for further partnership or trading opportunities with the partner working directly with the authority (to the benefit of both organisations).
 - It is important to recognise that an important part of any requirement from the perspective of the local authority, in conjunction with a desire to provide additional benefits to the local economy, is to protect the current employment of staff (this is equally the case and would be reflected in the section below, service provision).

4.6.2 Service Provision

- Any arrangement would be required to combine high quality service delivery with the opportunity for efficiencies in delivery. The OGC buying solutions framework has 12 private sector providers that are prequalified with the OGC Buying solutions for the delivery of such services. The pre qualification for this frameworks includes assessments of :
 - Technical solutions (innovation, benefits realisation, quality of solution)
 - Commercial (Pricing, Value for Money, Payment profiles)
 - Service Delivery (Service levels, key performance indicators, Transition)
- Any potential provider would be expected to demonstrate how services will be delivered, to the outcomes that the Authority specifies, the service standards and quality frameworks that they will work to. It is important to recognise that the delivery of services may differ from current arrangements but will have to be allied to the outcomes and service standards specified.
- In recognition of the changes and pressures which the authority faces there will be a requirement for any provider to identify both the savings to be delivered against the current cost base, the approach to the risks in delivering these savings and the assumptions made in determining these. Such reassurances provide the authority with a basis upon which to adequately manage overall financial and service risk.
- The external, nationally driven, policy and financial pressures which the authority is facing will mean that any provider is required to demonstrate how any proposed delivery model and associated costings demonstrate ongoing value for money, service flexibility and flexibility in provision and partnership arrangements to both meet the authority's ongoing transformation agenda and external pressures, drivers and national policy changes.
- Particular consideration will need to be given to how any provider will review and improve provision over the course of the agreement with particular reference to considerations around the effects of universal credit and provision.

4.6.3 As was stated in the report to Cabinet on 24th January 2011 an assessment of the procurement options available has been considered in respect of the extent to which these routes provide for robustness, the ability and necessity to demonstrate Value for Money and their delivery of a legally secure arrangement but any adopted route is obviously subject to Cabinet consideration in this meeting of the additional information requested in the meeting of the 24th January 2011.

5.0 Options available

5.1 There are a range of alternative options available to the council in determining an appropriate way forward in respect of these, and other,

service areas. The main options and a consideration of the relative benefits and disadvantages, in conjunction with the associated considerations around timescales and deliverability are outlined below.

5.2 Retain Current Arrangements

5.2.1 The Council continues to deliver services within the current delivery model via an 'in house' delivery of Revenues and Benefits Service and a partnership (or outsourced) ICT model with Northgate. The current ICT Managed Service contract will continue until the end of the current term in October 2013 whereby the Council will look to re-tender. The Revenues and Benefits Service will continue to be delivered 'in house' by the Council. It would require the authority to retain responsibility for delivering savings as part of the MTFS via the current Business Transformation Programme (BT).

5.2.2 Potential Benefits

- By maintaining the existing outsourced arrangement for the management and support of ICT, HBC will continue to have in place a stable solution for the provision of ICT and the currently agreed savings in line with contract extension signed in 2009. This provides for stability in respect of current service provision in respect of the increased utilisation of ICT in the core delivery of services
- Overall ownership for the Revenues and Benefits service will remain with the Council allowing changes already identified in the current Business Transformation programme to be realised in the short term and consideration to be given internally to the options available for the delivery of further savings.
- There will be limited change as a result of taking this course of action. This would provide a degree of stability but should be considered alongside the alternative options outlined in this section of the report in particular in respect of the overall financial position of the authority and potential drivers for change.

5.2.3 Potential Risks

- Although short term savings will be realised there is a risk associated with the ability to achieve Medium term savings from within Revenues and Benefits and in respect of savings which it is been assessed as being deliverable from the overarching ICT arrangements by taking this approach and as a result there are currently no guaranteed savings that can be made over and above the savings already identified in the BT programme.
- In order to meet the challenges presented to HBC as a result of the spending review it is likely that additional cuts will need to be made from within Revenues and Benefits over the next 12 months in order to help address the continuing deficit position. Whilst there are some options in respect of achieving these given the nature of the service and its current resource base these cuts are likely to come in the form of headcount

reduction which will place significant pressure on the quality of the existing service and staff delivering these services.

- The stability and resilience of the service will be severely jeopardised as a result of the need to continue to make savings and without a fundamental change in the delivery model it is anticipated that this will become untenable within the next 24 months
- The government has already announced a number of legislative changes that will have an impact on the future delivery of services across all Local Authorities. In particular the Welfare Reform Bill announced late 2010 is set to have a significant impact on benefits with the introduction of universal credit in 2013 through to 2017. This is likely to affect thousands of public sector roles across the country as responsibility shifts to the DWP. This will ultimately place greater pressure of the quality of service and cost of service by retaining the service in-house. At this stage it is not clear whether current staffing will be afforded any protections should these arrangements change nationally.
- There is a potential 12 month window of opportunity for the Council to work with both the private sector and public sector to be at the forefront of legislative changes and alternative methods of delivery in order to shape future direction.

5.3 Create Shared Service model with another Local Authority

5.3.1 The Council could seek to establish a shared service arrangement with another Local Authority/ies for back office functions with a particular emphasis in the first instance on Revenues and Benefits with the potential to share ICT services across other public sector organisations from October 2013 at the end of the current ICT contract.

5.3.2 Potential Benefits

- By joining forces with another Local Authority for back office functions the Council will be able to better ensure the resilience of the current service.
- There are some potential that savings would be achieved over and above the current BT programme which would benefit the Council in line with its Medium Term Financial Strategy, although the quantification of these and their timescales cannot be established at this stage.
- If such a joint arrangement were to be located in Hartlepool this would retain jobs locally with the ultimate potential to consider developing this employment base further. Any such development would be beneficial to the broader local economy and is also covered in other options as being potentially beneficial.

5.3.3 Potential Risks

- At present there are a number of shared service initiatives across local government all of which are diverse in nature and as has been discussed with Cabinet previously require continued agreement from all concerned. There is no current agreement to pursue such an option and as has been

seen reaching such agreement is problematic, in particular in terms of governance and lead authority, and time consuming and would result in a significant delay in implementation and is unlikely to achieve the savings requirements for the 2012-13 budget.

- Although opportunities will exist within the region for shared services and in particular back office shared services, the costs and time associated with the need to integrate ICT infrastructures and transform services in order to drive out cost savings is considered to be counterproductive to the savings that can be achieved.
- There is the potential that by adopting a shared service approach especially in Revenues and Benefits that the recent announcement of the Welfare Reform Bill and the fact that as a result of Universal Credit, the majority of the Benefits service will be transferred to the DWP by 2017 will result in a significant risk to both current staff and the future delivery of these services in Hartlepool.

5.4 Create shared service approach via a Regional Business Centre model with a Private Sector partner

5.4.1 The Council would, via an OGC Buying Solutions process, appoint a suitable partner who would deliver ICT services and Revenues and Benefits Services via an outsourced arrangement. In addition there will be the capability for the Council to look at other back office functions where a shared service may be applicable under this arrangement. Through any procurement route any appointed partner will be expected to assume full risk for set up and ongoing delivery of the services and projected savings over the term of the contract.

5.4.2 Potential Benefits

- Research has suggested that there are potentially considerable savings on the current costs of delivery to be achieved through the adoption of this route.
- A guaranteed level of savings for the Council will be delivered over the term of the contract enabling surety and certainty in the Council's budget planning. It would be expected that any private sector partner will take on all of the risk associated with the delivery of these savings and there would be a transfer of risk to the appointed partner associated with future delivery of the service to ensure guaranteed service levels, service quality & resilience.
- The management of the impact of Universal Credit and its associated risks will be transferred to the private sector partner to manage. A private sector partner will be required to handle these requirements and any associated delivery arrangements in agreement with the council.
- It would be expected that the private sector partner will invest in the Hartlepool area enabling economic re-development, job retention and growth and a partnership would also provide the opportunity to deliver future revenue streams for the Council for additional business brought into the shared service arrangement.

5.4.3 Potential Risks

- As with any potential change there are a number of potential risks and uncertainties. It is important that in determining the arrangements for the provision that the authority is clear in respect of the outcomes it expects and any core / key requirements in this delivery. It is not appropriate for the authority to determine to a minute level of detail the manner of delivery but there are key performance a delivery assurance that will need to be built into any agreed arrangement.
- Whilst research has been undertaken there is no absolute guarantee that the market will be interested in the delivery of these services. This is highly unlikely but should this be the case it would require the authority to determine alternative plans in these areas.
- Any potential change will bring with it significant considerations in respect of the mechanisms required to ensure that through this period of change that important services can continue to be delivered effectively to current and prospective clients. It would be necessary through any such change to ensure that adequate arrangements are put in place to ensure this.

5.5 Create a Joint Venture vehicle

5.5.1 Under such an arrangement the Council would set up a joint venture company in partnership with a private sector provider to deliver Revenues and Benefits and ICT services to the Council, and potentially other public sector organisations in the future. Any Joint Venture would have a 50% ownership for each party and would involve appropriate investment from both parties to set up and operate, as well as joint management and governance structures.

5.5.2 Potential Benefits

- The Council would retain partial ownership of services within the organisation allowing a retained influence over the delivery and management.
- Working with a partner within a joint venture arrangement may open up further opportunities to provide services to other Local Authorities

5.5.3 Potential Risks

- The timescale to set up such an arrangement are likely to be significant and as such may not address the Council's savings requirements within the next 24 months. It is unlikely such an arrangement would be launched within the next 18 to 24 months.
- The costs to set up and manage a joint venture are significant and a large proportion is likely to be required by the Council. Additionally, the Council's own resources required to deliver such a venture may be prohibitive.

- In setting up a joint venture the legal requirements will be substantial and lengthy and is likely to involve significant external legal advice and associated cost.
- The analysis suggests to date there has been limited success across recent ventures in this area. In particular savings initially forecast are generally proving to be overly optimistic. This arrangement provides the Council with no guarantee of savings and in fact may create liabilities in the event of an unsuccessful venture.

6.0 CONCLUSION

- 6.1 As Cabinet are aware from the report on the 24th January 2011 the authority is only likely to be in a position to manage the budget deficits that it faces through a broad programme of work. As was identified in this overall programme one key area will be in the delivery of a number of identified and agreed projects. Members are well aware of the scale of the challenge in organisational and financial terms and that such a deficit requires consideration of a range of radical and significant changes.
- 6.2 A range of options and consideration of potential alternatives have been outlined in this report but with regard to these services there are a number of issues which support a competitive procurement of these element of Council activity:
- Preliminary research indicates that significant savings for the Council can be achieved through pursuing, though a competitive arrangement, such a process particularly where this is done in such a way that it is integrated with the complimentary IT infrastructure.
 - There are potential benefits to Hartlepool in economic regeneration which the authority would be looking to maximise as part of any arrangement.
 - There is significant private sector experience in the delivery of these services on behalf of the public sector so the opportunity exists to benefit from tried and tested best practice established through multiple successful outsourced arrangements.
 - Proposed amendments to the national benefits system may result in significant changes to the scale and scope of the Revenues and Benefits services the Council currently provide. The ability to react flexibly to these changes will be important to the Council and this can be catered for in a well constructed contract.
 - It is also important to be in a position to effectively manage the risk of any change and the operational impact on the council and the proposed solution manages this as far as would be practicable.
 - Statutory protections for current staff would be maximised.
- 6.3 Consideration of the timescales for the management and delivery of this project, should it be agreed has been assessed and is capable of delivery (and any potential savings realised) for the 2012/13 budget.

- 6.4 As a result of this it is proposed that a procurement exercise is commenced using the OGC Buying Solutions Framework for ICT and Revenues and Benefits services which is a framework of providers pre qualified to meet procurement and service requirements.

7.0 RECOMMENDATIONS

7.1.1 Cabinet are recommended to

- Agree that a procurement exercise is commenced using the OGC Buying Solutions Framework for ICT and Revenues and Benefits services.

Contact Officer – Andrew Atkin, Assistant Chief Executive
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CABINET REPORT

8 April 2011



Report of: Chief Executive

Subject: STRATEGY FOR BRIDGING THE BUDGET DEFICIT
2012/13 – ICT and Revenues and Benefits

SUMMARY

1. PURPOSE OF REPORT

To enable Cabinet to make a decision in respect of the proposed procurement route for ICT and Revenues and Benefits.

2. BACKGROUND

Cabinet have received two reports (on 24th January 2011 and 7th February 2011 – attached as **Appendix A** and **B** to this report) which have identified and provided options and proposed recommendations in respect of the potential benefits from and the procurement route for a revised delivery mechanism for ICT and Revenues and Benefits services.

At the meeting on 7th February 2011, Cabinet determined to refer this matter to Scrutiny for consideration with particular reference to the Revenues and Benefits element. Included on this agenda is a report from Scrutiny Co-ordinating Committee following their consideration of this matter.

2. SUMMARY OF CONTENTS

As has been stated in previous reports the proposals in respect of ICT and Revenues and Benefits have a number of key drivers and requirements identified. These are shown in summary below and in full in the main report;

- Investment in the local economy
- Service Provision and Efficiencies

As was stated in the report to Cabinet on 24th January 2011 an assessment of the procurement options available has been considered in respect of the extent to which these routes provide for robustness, the ability and necessity to demonstrate Value for Money and their delivery of a legally secure arrangement.

There are a range of factors which are included in the two appendices which have influenced the proposals which have been brought forward. In order to not restate these in this report they are covered in more detail in **Appendix B** (the report to Cabinet on 7th February in sections 4 and 5).

As has been highlighted in respect of these options previously and in the accompanying report on this agenda it is anticipated that following the proposed route recommended in this report will provide significant savings toward the 2012/13 budget deficit. It is included at this stage as one of the Projects in the revised Business Transformation Programme and has the potential to contribute significantly to the outstanding deficit identified. It is not proposed in this report to restate the scale and difficulty in achieving and delivering plans to bridge this deficit.

A range of options and consideration of potential alternatives have been outlined in this report and previous reports but with regard to these services there are a number of issues which support a competitive procurement of these elements of Council activity:

- Preliminary research indicates that significant savings for the Council can be achieved.
- There are potential benefits to Hartlepool in economic regeneration.
- There is significant private sector experience in the delivery of these services on behalf of the public sector.
- Proposed amendments to the national benefits system may result in significant changes in the scale and scope of the Revenues and Benefits services the Council currently provide.
- Statutory protections for current staff would be maximised.

Consideration of the timescales for the management and delivery of this project, should it be agreed has been assessed and is capable of delivery (and any potential savings realised) for the 2012/13 budget.

As a result of this it is proposed that a procurement exercise is commenced using the OGC Buying Solutions Framework for ICT and Revenues and Benefits services which is a framework of providers pre-qualified to meet procurement and service requirements.

3. RELEVANCE TO CABINET

The report encompasses considerations in respect of a potential strategy and programme for managing the identified budget deficit for 2012/13 and is therefore within the remit of Cabinet

4. TYPE OF DECISION

Non Key.

5. DECISION MAKING ROUTE

Cabinet 8th April 2011.

6. DECISION(S) REQUIRED

Cabinet are recommended to:

- Agree that a procurement exercise is commenced using the OGC Buying Solutions Framework for ICT and Revenues and Benefits services.

Report of: Chief Executive

Subject: STRATEGY FOR BRIDGING THE BUDGET DEFICIT
2012/13 – ICT and Revenues and Benefits

1. PURPOSE OF REPORT

- 1.1 To enable Cabinet to make a decision in respect of the proposed procurement route for ICT and Revenues and Benefits.

2. BACKGROUND

- 2.1 Cabinet have received two reports (on 24th January 2011 and 7th February 2011 – attached as **Appendix A** and **B** to this report) which have identified and provided options and proposed recommendations in respect of the potential benefits from and procurement route for a revised delivery mechanism for ICT and Revenues and Benefits services.

At the meeting on 7th February 2011 Cabinet determined to refer this matter to scrutiny for consideration with particular reference to the Revenues and Benefits element. Included on this agenda is a report from Scrutiny Co-ordinating Committee following their consideration of this matter.

3. REQUIREMENTS

- 3.1 The detailed scope of services included in any specification is to be determined. It will recognise the importance of high quality front line service delivery continuing, easily available to local people, especially in relation to Benefits and some aspects of Revenues services.

- 3.2 As has been stated in previous reports, and restated here for completeness, the proposals in respect of ICT and Revenues and Benefits have a number of key drivers and the requirements identified. These are shown below:

3.2.1 Investment in the Local Economy

- There is a significant opportunity, that the authority would look to maximise, that through any procurement exercise the identification of options for the development of a model of service delivery which provides for regeneration based in Hartlepool and aligns to the delivery of services at a sub regional and regional basis. We would be looking for a partner to develop and invest in the local economy and detail proposals for future growth and the investment to be made and the benefits to the partnership.
- In addition, we would be considering the extent to which the proposed plans would enable and encourage other public sector organisations to utilise the services established and how this will contribute to future growth and development and plans to both retain and develop jobs

within the service areas being considered to the benefit of the local economy.

- In addition, we would be considering the extent to which these arrangements are beneficial to the authority in service and financial terms through the potential for inducements such as “gain share” (an arrangement which would provide a direct financial benefit to the authority through any additional work delivered through such an arrangement) and opportunities for further partnership or trading opportunities with the partner working directly with the authority (to the benefit of both organisations).
- It is important to recognise that an important part of any requirement from the perspective of the local authority, in conjunction with a desire to provide additional benefits to the local economy, is to protect the current employment of staff (this is equally the case and would be reflected in the section 3.2.2 ‘Service Provision and Efficiencies’).

3.2.2 Service Provision and Efficiencies

- Any arrangement would be required to combine high quality service delivery with the opportunity for efficiencies in delivery. The OGC buying solutions framework has 12 private sector providers that are prequalified with the OGC Buying solutions for the delivery of such services. The pre-qualification for this framework includes assessments of:
 - Technical solutions (innovation, benefits realisation, quality of solution);
 - Commercials (Pricing, Value for Money, Payment profiles); and
 - Service Delivery (Service levels, key performance indicators, Transition).
- Any potential provider would be expected to demonstrate how services will be delivered, to the outcomes that the authority specifies, the service standards and quality frameworks that they will work to. It is important to recognise that the delivery of services may differ from current arrangements but will have to be allied to the outcomes and service standards specified.
- In recognition of the changes and pressures which the authority faces there will be a requirement for any provider to identify both the savings to be delivered against the current cost base, the approach to the risks in delivering these savings and the assumptions made in determining these. Such reassurances provide the authority with a basis upon which to adequately manage overall financial and service risk.
- The external, nationally driven, policy and financial pressures which the Authority is facing will mean that any provider is required to demonstrate how any proposed delivery model and associated costings demonstrate ongoing value for money, service flexibility and flexibility in provision and partnership arrangements to both meet the authority’s ongoing transformation agenda and external pressures, drivers and national policy changes.

- Particular consideration will need to be given to how any provider will review and improve provision over the course of the agreement with particular reference to considerations around the effects of universal credit and provision.

3.2.3 As was stated in the report to Cabinet on 24th January 2011 (**Appendix A**) an assessment of the procurement options available has been considered in respect of the extent to which these routes provide for robustness, the ability and necessity to demonstrate Value for Money and their delivery of a legally secure arrangement.

4. ISSUES INFLUENCING THE PROPOSALS

4.1 There are a range of factors which are included in the two appendices which have influenced the proposals which have been brought forward. In order to not restate these in this report they are covered in more detail in **Appendix B** (the report to Cabinet on 7th February in sections 4 and 5).

5. FINANCIAL CONSIDERATIONS

5.1 As has been highlighted in respect of these options previously and in the accompanying report on this agenda it is anticipated that following the proposed route recommended in this report will provide significant savings for the 2012/13 budget deficit. It is included at this stage as one of the Projects in the revised Business Transformation Project and has the potential to contribute significantly to the outstanding deficit identified. It is not proposed in this report to restate the scale, risk and difficulty in achieving and delivering plans to bridge this deficit.

6. CONCLUSION

6.1 There are no easy solutions to the problems which are facing the Council. The proposals in respect of ICT and Revenues and Benefits provide a number of opportunities, as covered in this and previous reports.

6.2 A range of options and consideration of potential alternatives have been outlined in this report but with regard to these services there are a number of issues which support a competitive procurement of these element of Council activity:

- Preliminary research indicates that significant savings for the Council can be achieved.
- There are potential benefits to Hartlepool in economic regeneration.
- There is significant private sector experience in the delivery of these services on behalf of the public sector.
- Proposed amendments to the national benefits system may result in significant changes to the scale and scope of the Revenues and Benefits services the Council currently provide.
- Statutory protections for current staff would be maximised.

- 6.3 Consideration of the timescales for the management and delivery of this project, should it be agreed has been assessed and is capable of delivery (and any potential savings realised) for the 2012/13 budget.
- 6.4 As a result of this it is proposed that a procurement exercise is commenced using the OGC Buying Solutions Framework for ICT and Revenues and Benefits services which is a framework of providers pre qualified to meet procurement and service requirements.

7. RECOMMENDATIONS

- 7.1 Cabinet are recommended to:

- Agree that a procurement exercise is commenced using the OGC Buying Solutions Framework for ICT and Revenues and Benefits services.

8. CONTACT OFFICER

Andrew Atkin, Assistant Chief Executive
Andrew.Atkin@hartlepool.gov.uk

6.2 APPENDIX D

Revenues and Benefits – Opportunities for working with neighbouring authorities

Cabinet Minute 212, 8 April 2011

“..... The Mayor commented that there was a tight timescale involved in considering the future provision of these services therefore the options for the provision of the Benefits Service needed to be investigated further, but quickly.

- Retention of current arrangements;*
- Creation of Shared Services model with another local authority;*
- Creation of shared service approach via a Regional Business Centre model with a private sector partner; and,*
- Creation of a Joint Venture Vehicle.*

“The Mayor considered that the option for a shared service model with another local authority for example could be addressed very quickly.

“Decision

That further investigation of the following options be undertaken and reported back to Cabinet at the earliest opportunity

- (iii) Other local authorities be approached quickly about what opportunities there are for working together.”*

Redcar and Cleveland

During the course of the above meeting, Councillor Payne reported to Cabinet his recollection of a conversation with Councillor Dunning, Leader of Redcar and Cleveland Council. Briefly, he stated that Redcar’s contract with an external company to run their revenues and benefits service was coming to an end, and that they would like Hartlepool to take it over and run it. It was agreed that I would arrange for the two Cabinets (and chief executives) to meet as soon as possible to further discuss this offer.

I made contact with Councillor Dunning’s office and provisionally arranged for our Cabinets to meet on Friday, 13 May. This was pencilled into our diaries. Subsequent contact revealed that Redcar consider such a meeting to be premature, for the following reasons:

1. With all out elections on 5 May, Councillor Dunning was not sure if he would still be a councillor and/or Leader;
2. If still Leader, he would not have finalised the composition of his Cabinet by 13 May;
3. Redcar’s external contract does not end until 2013;
4. His recollection, and that of his deputy leader, of the conversation with Councillor Payne, is that they were discussing shared services as a whole across the Tees Valley, and how they might operate in the future, rather than Redcar’s Revenues and Benefits Service.
5. Councillor Dunning is keen to avoid a perception by the other three Tees Valley authorities that we are trying to jump the gun in relation to Tees Valley wide shared services, if our two Cabinets meet, but he is willing for he and his deputy to meet with Councillor Payne and myself to discuss the general position.

I conclude that there is no opportunity for Hartlepool to take over the running of Redcar's Revenues and Benefits Service until 2013, the year in which new housing benefit claims will cease and subsequent claims will be taken on by Universal Credit, and that there is no opportunity for Cabinets to get together to discuss this specific issue, in the foreseeable future.

Darlington

We are very interested in exploring the scope for either a partnership approach or indeed a joint procurement exercise. We are sure that there is gain to be had from volume. However we may have a problem with timing as we cannot easily see a way to separate that out from the broader Council Collaboration study we are currently doing. Is it possible to defer your work and wrap it up into the broader study? We will also need to assess the implications of the creation of Universal Credit.

Middlesbrough

"Middlesbrough's Revenues and Benefits Service is managed under contract by Mouchel. The contract does not end until 2016, which takes us past the expected start date for Universal Credit (2013) and the non-acceptance of new housing benefit claims. Unfortunately we are precluded from entering into any partnerships for these services at the present time, due to the wording of our original OJEU Notice and the subsequent contract, but you might wish to consult with Mouchel as they may be interested in your services."

Stockton-on-Tees

We have spent recent years challenging these in house services (including a peer review) to ensure they are performing at a highly efficient and low cost level. Any next reconfiguration will be linked to the national credit introduction and the national computer system. Other higher cost areas are our priority given limited capacity.

Stuart Drummond
Mayor of Hartlepool

CABINET REPORT

23 May 2011



Report of: Adult and Community Services Scrutiny Forum

Subject: FINAL REPORT – ‘ADULT SAFEGUARDING’

SUMMARY

1. PURPOSE OF REPORT

- 1.1 To present the Final Report of the Adult and Community Services Scrutiny Forum following its investigation into ‘Adult Safeguarding’.

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 15 April 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 13.1 of the bound report, which is attached to back of the papers for the meeting.



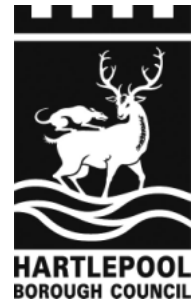
ADULT AND COMMUNITY SERVICES SCRUTINY FORUM

FINAL REPORT ADULT SAFEGUARDING

MAY 2011

CABINET

23 May 2011



Report of: Adult and Community Services Scrutiny Forum

Subject: FINAL REPORT – ADULT SAFEGUARDING

1. PURPOSE OF REPORT

- 1.1 To present the findings of the Adult and Community Services Scrutiny Forum following its investigation into Adult Safeguarding.

2. SETTING THE SCENE

- 2.1 At the meeting of this Forum on 5 July 2010, Members determined their work programme for the 2010/11 Municipal Year. The issue of 'Safeguarding of Adults' was selected as the Scrutiny topic for consideration during the current Municipal Year. Members suggested that this investigation should form the major in-depth Scrutiny Inquiry for the Forum's 2010/11 work programme.
- 2.2 In 2000, 'No Secrets: Guidance on developing and implementing multi agency protection of vulnerable adults' was introduced by the Department of Health.
- 2.3 No Secrets guidance described abuse as 'the violation of an individual's human and civil rights by any person or persons'. This right is underpinned by the duty, under the Human Rights Act (1998), on public agencies to intervene proportionately to protect the rights of citizen's, the guidance confirm that any intervention must not be excessive in comparison to the risk posed.
- 2.4 No Secrets guidance confirms that a multi-agency approach is required when investigating and intervening in order to safeguard and protect adults at risk of significant harm; with Social Services being the lead co-ordinating agency charged with the responsibility for ensuring, wherever possible, coherent and collaborative working.
- 2.5 The introduction of the No Secrets guidance also led to the creation of Adult Protection Committees and it emphasised the need for local procedures, co-

ordination, collection and monitoring of data; including the identification of categories of abuse.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 The overall aim of the Scrutiny investigation was to explore and evaluate the provision of adult safeguarding services in Hartlepool.

4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

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

(a) To gain an understanding of:-

- (i) Legislation and policy relating to the provision of adult safeguarding services in Hartlepool;
- (ii) The overall aim of the provision of adult safeguarding services in Hartlepool and what a positive outcome looks like.

(b) To examine how adult safeguarding services are currently provided in Hartlepool (including areas of partnership working) and explore their effectiveness;

(c) To gain an understanding of the challenges facing the provision of adult safeguarding services in Hartlepool, including demographic pressures and the increasing prevalence of dementia;

(d) To gain an understanding of the impact of current and future budget pressures on the way in which adult safeguarding services are provided in Hartlepool;

(e) To explore how the adult safeguarding services 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 ADULT AND COMMUNITY SERVICES SCRUTINY FORUM

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

Councillors Atkinson, Fleet, Griffin, Ingham, Lawton, A Marshall, McKenna, Preece and Shaw

Resident Representatives:
Christine Blakey and Evelyn Leck

6. METHODS OF INVESTIGATION

- 6.1 Members of the Adult and Community Services Scrutiny Forum met formally from 16 August 2010 to 28 March 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 reports and presentations supplemented by verbal evidence;
 - (b) Evidence from the Cabinet Member Portfolio Holder for Adult and Public Health Services;
 - (c) Presentations and verbal evidence from representatives of Salford and Middlesbrough Councils, NHS Salford and the Teeswide Safeguarding Vulnerable Adults Board;
 - (d) Member attendance at the Hartlepool Vulnerable Adult Protection Committee;
 - (e) Written evidence received from Cleveland Police North Tees Vulnerability Unit and the General Practitioner Commissioning Consortium Steering Group; and
 - (f) The views of local organisations and groups that use services.

FINDINGS

7 OVERALL AIM OF THE PROVISION OF SAFEGUARDING SERVICES, LEGISLATIVE AND POLICY REQUIREMENTS AND WHAT POSITIVE OUTCOMES LOOK LIKE

- 7.1 At the meeting of the Adult and Community Services Scrutiny Forum on 13 September 2010 Members received detailed evidence from the Head of Service in relation to Adult Safeguarding legislation and policy, the overall aim of the provision of safeguarding services and what positive outcomes look like.

Legislative and Policy Requirements

- 7.2 The Forum noted that safeguarding is subject to numerous and often contradictory pieces of legislation, the key pieces of which are detailed below:-
- NHS Community Care Act 1990
 - Human Rights Act 1998
 - The National Assistance Act 1948 s.29
 - Data Protection Act 1998
 - 'No Secrets' (Department of Health and Home Office 2000)
 - Fair Access To Care Services (Department of Health 2002)
 - Care Standards Act 2000
 - Protection of Vulnerable Adult Scheme (Department of Health 2004) known as the POVA list
 - Safeguarding Vulnerable Groups Act 2006 (replaced POVA)
 - Safeguarding Adults National Framework for Standards of Good Practice (Association of Directors of Social Services 2005)
 - Mental Capacity Act 2005 & Deprivation of Liberties Safeguards
- 7.3 Members learned that 'No Secrets: Guidance on developing and implementing multi-agency policies and procedures to protect vulnerable adults from abuse' was an important and significantly influential document in the evolution of safeguarding vulnerable adults practice, as it provided the first governmental guidance on developing and implementing policies and procedures to protect adults from abuse. No Secrets was unequivocal that: 'Abuse is a violation of an individual's human and civil rights by any other person/or persons.'
- 7.4 No Secrets was based on the premise that some groups of adults experience a higher prevalence of abuse and neglect than the general population and they are not easily able to access services to enable them to live safer lives. The groups of people targeted were those 'who may be eligible for community care services' and within that group 'who were unable to protect themselves from significant harm' and referred to them as 'vulnerable adults' (NHS Community Care Act 1990).
- 7.5 The Forum were advised that since the publication of 'No Secrets' there has been significant legal and policy changes relating to health and social care. Fair Access to Care Services (Department of Health 2002) stresses risks to independence and wellbeing as the key criteria for determining eligibility for care services and replaces the concept of a 'vulnerable adult' with an assessment of the risk posed by the abuse and neglect to the quality of life of the individual concerned.
- 7.6 Members were informed that 'No Secrets' guidance set in place the foundation for the Association of Directors of Adult Social Services practice recommendations for Safeguarding Adults. This document provided a national framework of standards of good practice and outcomes in adult protection work, aiming to provide guidance and support to the aspirations of

‘No Secrets’. The practice recommendations heightened the need for proportionate and measured responses to abuse and neglect of those who may need community services.

- 7.7 In addition to ‘No Secrets’ guidance the Forum was advised that the introduction of The Mental Capacity Act 2005 (implemented in 2007), aimed to ensure that the rights of disabled people are safeguarded, that those who are incapacitated are protected and to provide better protection to those people who provide care. The Mental Capacity Act now makes it a crime to ill-treat or wilfully neglect someone who lacks capacity. The duty to provide protection to those who do not have the mental capacity to access this for themselves has been made clear with the passing of the Mental Capacity Act 2005, and the associated ‘Deprivation of Liberty Safeguards’ (DOLS).

Positive Outcomes

- 7.8 At the meeting of the Adult and Community Services Scrutiny Forum on 13 September 2010 Members were keen to explore what a positive outcome looks like with regard to adult safeguarding.
- 7.9 Members formed working groups to examine a series of anonymised case studies and determined what a positive outcome would be in each case. Following the exercise the expected outcomes for the case studies were compared to the actual outcomes. Members commented on the differences between expected and actual outcomes and agreed that adult safeguarding was very complex in nature and had numerous pieces of contradictory legislation surrounding it.

Overall Aim of Safeguarding Services

- 7.10 At the meeting of the Adult and Community Services Scrutiny Forum on 28 February 2011 Members were advised by the Head of Service that the overall aim of safeguarding services is to protect the lives of the most vulnerable in our communities. Members agreed that, whilst the provision of safeguarding services is a challenge under current economic conditions, the local authority must balance its requirement to provide safeguarding services with efficiency savings, as the failure to do so may have very serious consequences.

8 PROVISION AND EFFECTIVENESS OF ADULT SAFEGUARDING SERVICES IN HARTLEPOOL (INCLUDING PARTNERSHIP WORKING)

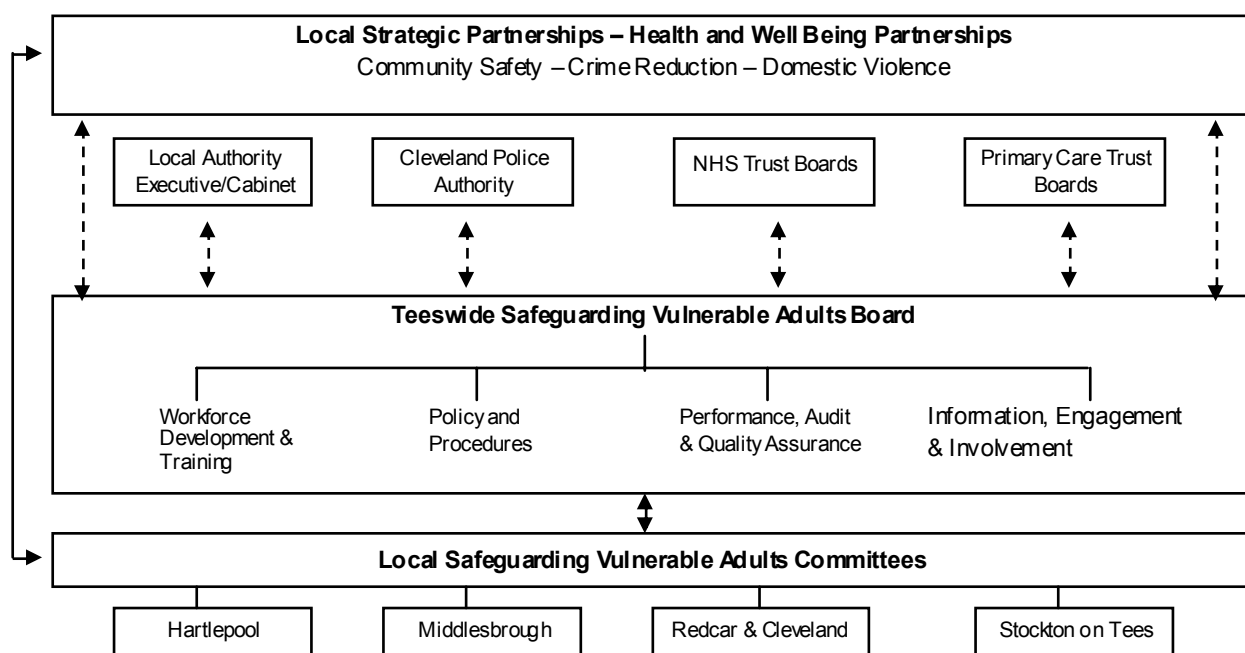
- 8.1 The Adult and Community Services Scrutiny Forum gathered evidence from a number of different sources in relation to the delivery and effectiveness of safeguarding services in Hartlepool. Information considered by Members is detailed as followed:-

Evidence from the Safeguarding Team

- 8.2 At the meeting of the Adult and Community Services Scrutiny Forum on 13 September 2010 the Head of Service provided Members with details of the framework of agencies responsible for the Safeguarding of Adults in Hartlepool, as detailed below in diagram 1:-

Diagram 1

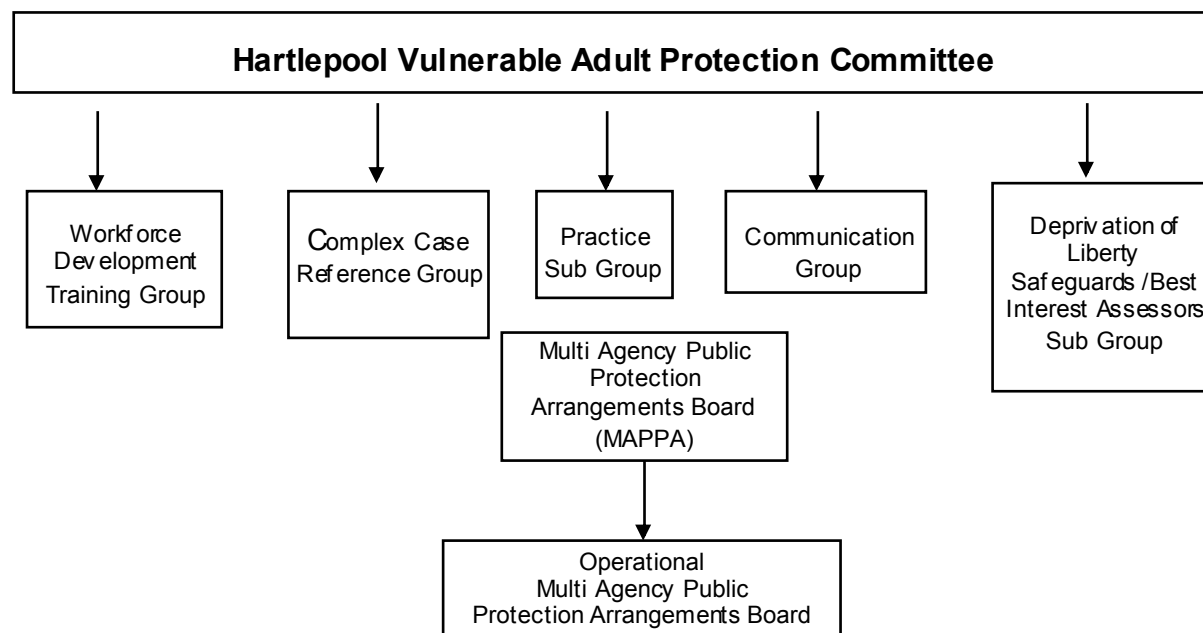
STRATEGIC VULNERABLE ADULT FRAMEWORK MANAGING RISK AND SAFEGUARDING ADULTS AT RISK OF HARM



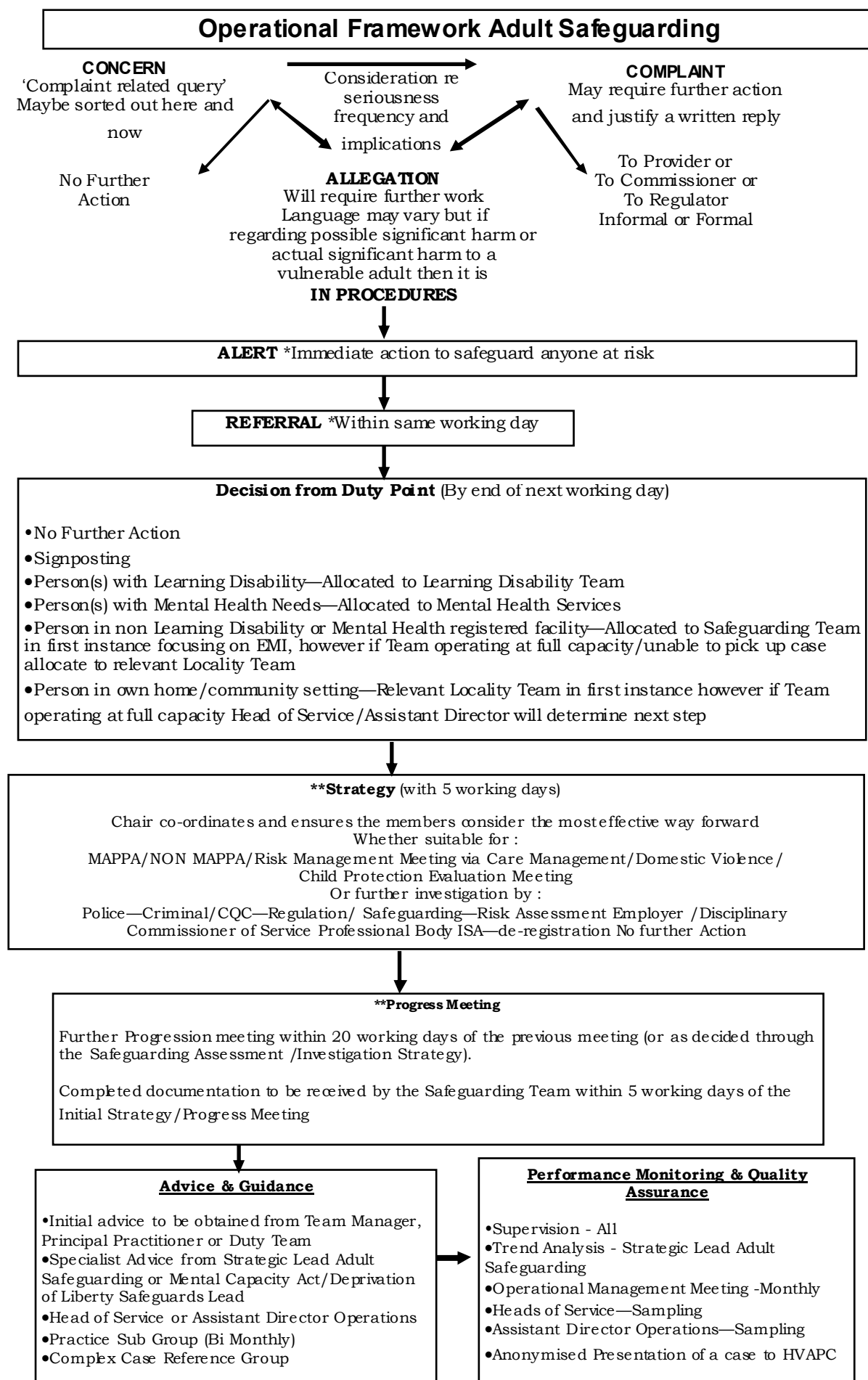
- 8.3 Members learned that in addition to being part of the Teeswide Adult Safeguarding Board each local authority in the Tees Valley also has its own Vulnerable Adult Protection Committee. Hartlepool's committee is chaired by officers from the Child and Adult Services Department and is made up of a range of professionals and stakeholders, who formally represent organisations in the statutory, independent and third sector. The structure of the Hartlepool Vulnerable Adult Protection Committee and its sub groups are highlighted overleaf in diagram 2.

Diagram 2

HARTLEPOOL STRATEGIC FRAMEWORK
Managing Risk and Safeguarding People at Risk from Significant Harm



- 8.4 The Forum was informed that Hartlepool was the only local authority in the area with a complex case reference group. This group has been meeting on a monthly basis for approximately 10 months and provides a forum for all interested parties to discuss and share their views on a particular case. The group provides advice and direction, especially with regard to the legal aspects of cases.
- 8.5 Members of the Forum were particularly interested in the membership of this group and were concerned that all appropriate agencies should be represented. The Head of Service advised the Forum that were it felt representation from a particular agency was required the case would be adjourned until a time when a representative from that agency was able to attend.
- 8.6 The most serious cases, where there is a risk of violence or a risk to the public, are taken to a Multi Agency Public Protection Arrangements Board (MAPPA) which works alongside the Police to ensure the victim and the public are protected.
- 8.7 Members were also informed that in addition to the sub groups outlined in diagram 2, that the Committee has a safeguarding action plan which identifies actions that should be taken to make improvements in safeguarding and protection of adults, this is also used to monitor performance and measure progress made. The operational framework in place with regard to adult safeguarding as shown overleaf.



- 8.8 Members of the Forum were also provided with the Teeswide Safeguarding Vulnerable Adults Board multi-agency procedures, which detail the specific steps involved in a safeguarding referral and the key roles and responsibilities of those involved in safeguarding.
- 8.9 Members were advised that the safeguarding process, as detailed in the Teeswide Safeguarding Adults Multi Agency Procedures, consist of the following stages:

Stage 1: Alert

Where a member of staff is informed or has concerns that abuse or neglect has occurred or is suspected. The member of staff is the 'alerter' and has a duty to share the information with the person in their organisation responsible for referring.

Stage 2: Referral

Referring is the responsibility of the person who receives the information from the 'alerter'. The 'referrer' will refer all reports of potential abuse or neglect of a vulnerable adult. A referral is made to the Adult Social Care Duty Team or, out of hours, to the Emergency Duty Team.

Stage 3: Safeguarding Procedures Referral

A decision is made as to whether the safeguarding procedures are appropriate to address the concerns of alternative responses are identified.

Stage 4: Strategy

A multi-agency plan is agreed to assess the risk, identify the safeguarding assessment and / or investigation (s) required and instigate a safeguarding plan.

Stage 5: Safeguarding Assessment/Investigation

The safeguarding assessment / investigation(s) are carried out by identified people.

Stage 6: Safeguarding Plan

The safeguarding plan stage includes analysis of concern through evaluation of safeguarding assessment / investigation(s), implementation of the safeguarding plan with the involvement of the vulnerable adult, their advocate and relatives / carers if appropriate and a review of the plan at agreed timescales.

Evidence from the Teeswide Safeguarding Vulnerable Adults Committee

- 8.10 At the meeting of the Adult and Community Services Scrutiny Forum on 28 February 2011 Members considered evidence from the Business Manager from the Teeswide Safeguarding Vulnerable Adults Board.

- 8.11 Members were informed that in 2008 Middlesbrough Council commissioned a report into its safeguarding services. This report made recommendations on actions required to make services fit for purpose, but it also examined strategic capacity and the partnership arrangements required to underpin those arrangements for the foreseeable future.
- 8.12 The report concluded in a key recommendation; that a sensible way to proceed was to combine forces with other councils and partners (notably Cleveland Police and Health Service Partners) on a Teeswide basis to deliver a common strategic agenda. The Teeswide Safeguarding Vulnerable Adults Board was formed on the back of those recommendations.
- 8.13 The first meeting of the Teeswide Safeguarding Vulnerable Adults Board was in May 2009, with the Business Manager coming into post in July 2010.
- 8.14 Members were informed that the Boards strategic agenda is as follows:-
- To develop shared ownership of the safeguarding vulnerable adults agenda across all relevant agencies Teeswide;
 - To implement national guidance for the safeguarding of vulnerable adults;
 - To develop shared responses to national policy initiatives and drivers in relation to the safeguarding of vulnerable adults;
 - To develop, promote, implement and monitor policy, procedures and practice guidance in relation to safeguarding vulnerable adults;
 - To develop a joint training strategy and ensure the joint commissioning of training and a joint approach to workforce development;
 - To ensure the dissemination and analysis of national information, to inform and commission research, to examine the implications of information and research and to make recommendations to improve practice;
 - To ensure learning from serious case reviews, serious untoward incidents (SUIs) and incidents that require reporting is shared and implemented across all relevant agencies;
 - To ensure clear, consistent and robust interface with relevant interagency procedures including Multi-Agency Public Protection Arrangements (MAPPA), Multi-Agency Risk Assessment Conference (MARAC) and Crime and Disorder Reduction Partnerships (CDRP);
 - To ensure monitoring and analysis of statistical data locally, regionally and nationally in order to improve safeguarding outcomes for vulnerable adults Teeswide.

- 8.15 The Forum was advised that the role of the Board is discharged through 4 working groups each chaired by partners of the Board as follows:-

Policy and Procedures Group

Chaired by a representative from the Primary Care Trust. The policies of the Teeswide Safeguarding Vulnerable Adults Board have recently been rewritten and are currently being circulated for signature. The group are currently working on rewriting the procedures of the Board.

Workforce Development Group

Chaired by the Strategic Safeguarding Lead from Middlesbrough Council. The group identifies and co-ordinates the training needs of the members of the Board and which creates efficiencies when compared to commissioning training individually.

Information Engagement and Involvement Group

Chaired by the Head of Service from Hartlepool Borough Council. This group is looking at engaging vulnerable adults for their input to improve services and to link with the current government thinking about the 'softer' outcomes e.g. about people noticing when things go wrong and putting them right, vulnerable adults feeling safe etc, linking to a wider preventative agenda.

Performance Audit and Quality Group

Chaired by the Boards Business Manager. This group examines previous cases for lessons learned. The group is also developing a suite of indicators to allow members of the Board to benchmark their own organisations, which will in turn allow agencies to develop action plans to ensure they are meeting the required levels. This will be carried out across the members of the Teeswide Safeguarding Vulnerable Adults Board.

- 8.16 Members noted that each head of the group provides a progress report to the Board on a quarterly basis detailing the work that has been completed.
- 8.17 The Forum was keen to explore the level of attendance at the Teeswide Safeguarding Vulnerable Adults Board and also whether representatives of organisations who did attend were of an appropriately senior level. Members were advised by the Business Manager that attendance is secured by all agencies signing up to the memo of understanding, which requires the following:-
- Attendance by a named representative who has such seniority that they can commit their organisation and resources to initiatives, the work of the Board etc without reference to others in their respective organisation;
 - A named deputy who has the same seniority within their organisation.
- 8.18 The Forum also learned that attendance is monitored against a target of 100% and where attendance falls to 80% within a rolling 12 month period a letter is sent to the head of the organisation concerned seeking assurance of future commitment to the Board, Members also learned that attendance

figures are published by member, deputy and organisation in the Teeswide Annual Report.

- 8.19 Members were advised that any presentations received at Board meetings are usually from health agencies, the heads of the sub groups and the Business Manager.
- 8.20 The Business Manager has identified that the contribution to board meetings by members is an area that requires further development. One idea being considered is asking each member to present a paper on a rolling basis at the meeting to demonstrate what they are doing to safeguard vulnerable adults. An example of this would be the mapping exercise the fire service is undertaking in Hartlepool. When the Fire Service enters the property of a vulnerable adult a note is made of where that person sleeps, should an incident occur at that address in the future the time taken to locate the person could be shortened. This process was shared at the Board and is now being considered by other Fire Authorities in the Tees Valley.
- 8.21 The priorities for the Teeswide Safeguarding Vulnerable Adults Board are discharged through the 4 subgroups identified at 8.15. The priorities for the forthcoming year are yet to be decided, the Board have however determined a number of initiatives they wish to undertake including the following:-
- Working with the Crown Prosecution Service and the Police to increase the chance of a successful conviction for crimes against vulnerable adults;
 - Development of strategic performance indicators for each service to benchmark themselves against a set of standards;
 - Develop an information sharing protocol with the Care quality Commission in relation to national care home providers, to share areas of concern across the region; and
 - A campaign on Real Radio publicising the abuse of vulnerable adults and providing information about what to do if you suspect a vulnerable adult is being abused.

Evidence from the Portfolio Holder for Adult and Public Health Services

- 8.22 Members of the Forum were delighted to receive evidence from the Portfolio Holder for Adult and Public Health Services at the meeting of the Adult and Community Services Scrutiny Forum on 13 September 2010, regarding his views on the Safeguarding of Adults.
- 8.23 The Portfolio Holder commented on the statutory duties of the local authority to provide adult social care services and the importance of how those services were provided. The Portfolio Holder was of the view that current services were delivered very well and highlighted that the extent and importance of the service was not recognised as a priority of the Council by the general community, as the service was not as visible as other services provided.

- 8.24 The Portfolio Holder was keen to stress that not every eventuality can be planned for, however the speed of the response is important and this cannot be faulted, in his opinion, in Hartlepool.
- 8.25 Reference was made to the positive outcomes resulting from changes in legislation, including the appointment of dignity in care champions, as this has encouraged individuals to report any instances of bad practice or abuse.

Independent Review of Safeguarding Services in Hartlepool

- 8.26 When the Adult and Community Services Scrutiny Forum met on 18 October 2010 Members considered the results of an independent inspection of safeguarding arrangements in Hartlepool that had taken place in March 2009.
- 8.27 The Forum was informed by the Strategic Lead in Safeguarding and Vulnerability, that the inspection had been commissioned to assess the operational arrangements for safeguarding adults in line with standards operated by the Care Standards Commission (now the Care Quality Commission); and to identify and recommend any service changes needed to meet future requirements. The findings of the report were summarised as follows:-
- Arrangements for adultsafeguarding were well established;
 - Practitioners and managers were clear and confident about their role;
 - Supervision and support was evident from files and discussions with practitioners;
 - Files show evidence of audit and supervision;
 - Interagency working was good and relationships were sound; and
 - There was a culture of support from line managers and being able to seek advice and support from other managers and colleagues.
- 8.28 The key recommendations identified are as follows:-
- Stronger links should be established with doctors and other professionals working in general practice;
 - Consideration should be given to the relationship between the Care Programme Approach and adultsafeguarding;
 - That integrated teams consider the role of all of their members to ensure they are fully participating in adultsafeguarding;
 - That guidance is developed on information sharing with service users and their carers and their involvement in adult safeguarding meetings;
 - That consideration is given to the role of the co-ordinator to ensure a balance between operational input and strategic duties for the local authority;
 - That the co-ordinator is asked to undertake or commission regular audits of compliance with timescales, procedures and outcomes and provide regular reports for senior managers; and

- That consideration is given to referrals which result in no further action, to explore thresholds and consistency.

Evidence from Cleveland Police North Tees Vulnerability Unit

- 8.29 At the meeting of the Adult and Community Services Scrutiny Forum on 28 February 2011 Members considered written evidence from Cleveland Police North Tees Vulnerability Unit.
- 8.30 The Forum learned that there are two Vulnerability Unit teams – one north of the Tees (Hartlepool and Stockton) and one south of the Tees (Middlesbrough and Redcar and Cleveland).
- 8.31 The North and South Tees Vulnerability Units were established in July 2009 to bring together the working practices of child abuse investigations, vulnerable adult abuse investigations and to investigate serious and complex cases of domestic violence. Each team is headed by a Detective Inspector and has four Detective sergeants (two specialise in child abuse work, two in vulnerable adult investigations and serious and complex domestic violence).
- 8.32 There are 20 detective constables with the North Tees team. Ten of these are child abuse investigators, nine are domestic violence investigators and one is the dedicated vulnerable adult investigator. There are also seven police staff involved in risk assessment, safety planning, preparation and dissemination of police information and research.
- 8.33 The Vulnerability Units investigate all allegations perpetrated against a vulnerable adult where the suspect has ‘custody, care or control of the vulnerable adult.’ This includes paid carers or family who have care of their relative. However, Hartlepool District Police are responsible for investigating incidents within the community e.g. where an elderly resident or a person with a disability is being harassed by groups of youths.
- 8.34 Members were informed that in relation to vulnerable adults the Safeguarding Team is the first point of contact for Cleveland Police to link with partner agencies. Referrals are made to the Police from the Adult Protection Coordinator at Hartlepool Borough Council. Referrals across Tees have grown in recent years and this has included Hartlepool.
- 8.35 Once a referral is accepted by the Vulnerability Unit the case is researched and the dedicated investigator will attend the multi agency strategy meeting. The police are committed to working in partnership under ‘No Secrets’ guidance.
- 8.36 On occasion, when immediate evidence needs to be secured the police will act independently and the police investigation will take precedence. However, partners are updated on the progress of the case (provided potential disclosure to suspects is not compromised). If necessary a brief telephone strategy meeting can be held.

- 8.37 The Forum noted that the primary role of the police is to investigate criminal allegations. The police will utilise their powers where necessary to arrest, detain, search or interview suspects. The police will take statements from victims and witnesses and ensure support for victims is given in accordance with the legal requirements of the 'Victim's Code of Practice' (VCOP). When required the services of Scenes of Crime Officers (SOCO) are deployed. The police will build case files to put to the Crown Prosecution Service (CPS). It is the CPS who make the charging decision.
- 8.38 In addition to criminal investigations police will also assist in the safeguarding process. This can include joint home visits with care / medical staff. This is particularly relevant if entering private properties and there is a potential for violence / hostility. Police can enable another professional to carry out their task without interference or intimidation from family members etc.
- 8.39 Abuse against vulnerable adults can take many forms including physical abuse, sexual abuse, financial abuse or wilful neglect. The Mental Capacity Act 2005 introduced the new offence of '*Wilful neglect of a person lacking capacity*' (section 44 MCA).
- 8.40 Members were advised that as this is relatively new legislation very little case law is available. The essence of section 44 is that if a person is *wilfully* neglected (that is with malice or recklessness rather than accidental) then a criminal offence is committed. This is a complex area of law as the police must prove not only that the act is wilful but also that the person lacked capacity. If the victim had some form of capacity then the offence is not made out.
- 8.41 Prosecutions are therefore rare. However a successful section 44 prosecution was conducted in Stockton last year resulting in a suspended prison sentence for the care worker.
- 8.42 The concept of capacity also becomes an issue when gathering medical evidence i.e. *who* is it that 'consents' for an examination of a vulnerable adult if they lack capacity. Police need to discuss fully with all partners (Mental Capacity Advocates / Deprivation of Liberty Safeguards leads or medical professionals) on the proportionality of carrying out what may be a very invasive procedure e.g. an allegation of rape where an extremely serious crime has occurred. An examination will be crucial to the investigation and conviction of an offender, yet the procedure may cause a great deal of distress to the victim.

Evidence from Salford Council and NHS Salford

- 8.43 The Forum was delighted to welcome representatives from Salford Council and NHS Salford to the meeting of the Adult and Community Services Scrutiny Forum on 13 December 2010, to provide evidence in relation to their recent Care Quality Commission inspection, in which they received an

excellent rating with regard to Adult Safeguarding and were assessed as having an excellent capacity to improve.

- 8.44 The Adult Safeguarding Co-ordinator for Salford Council highlighted a number of areas which had been identified by the Care Quality Commission as contributing to the excellent rating received, these included:-
- Good basic safeguarding systems and record keeping;
 - Staff who were keen and confident in their work;
 - A happy workforce;
 - That partnership work with NHS Salford was cutting edge;
 - Work with Greater Manchester Police was exemplary;
 - Work with Sustainable Regeneration was cutting edge; and
 - Quality of partnership working was excellent overall.
- 8.45 The Adult Safeguarding Co-ordinator advised Members that Salford Council were complimented on the fact that the safeguarding policies and procedures were easily readable and that systems were in place to guide staff through difficult and complex situations. The accurate recording of cases was also highlighted as being extremely important and Salford had recently been commended by a high court judge regarding the quality of case information.
- 8.46 As in Hartlepool, Salford operates an Adult Protection Committee which has been in existence for 5 years. The committee has an independent chair from Salford University and has a number of sub groups, the most significant of which are the Mental Capacity Act and Deprivation of Liberty Safeguards group and the Crime and Disorder Reduction Partnership. There is a clear structure of who is accountable to whom.
- 8.47 Members also found the details of partnership working extremely informative. The Adult Safeguarding Co-ordinator detailed the work carried out with the NHS, Greater Manchester Police and Sustainable Regeneration, all of which was described as cutting edge by the Care Quality Commission.
- 8.48 Members were informed that there was a long history of joint working in Salford where nurses, social workers and general practitioners all work together. There are integrated learning disability and mental health services and the older peoples and adults teams sit with district nurses in general practitioners surgeries.
- 8.49 The Forum was interested to learn that Salford Royal NHS Foundation Trust and Greater Manchester West Mental Health NHS Foundation Trust (Salford) had recognised that they, as NHS Trusts, faced elements of risk with regard to the safeguarding agenda and were now firmly on board with partnership working in this area.
- 8.50 Another key partner is Greater Manchester Police (Salford Division). Safeguarding training is given to the Police and there are a number of specific safeguarding officers who are allocated to cases and therefore

understand the agenda clearly. The presence of the police adds seriousness to the incident and makes people re-think their actions.

- 8.51 Members were very interested to learn about police welfare notices, these are issued to Salford Council when an incident has been attended by the Police but no crime committed. If officers are concerned safeguarding intervention may be needed a 'police welfare notice' is issued to the council safeguarding team to investigate. This also works in reverse, where it is common practice to share safeguarding alerts with the police for their views. Members also noted that coroners referred information through to the safeguarding unit, as do the Ambulance Service.
- 8.52 Another example of excellent partnership working was the work with Sustainable Regeneration which provided a platform for social registered landlords and other agency contacts to work together to deliver the citywide vulnerable adult strategy. Housing welfare notices can be issued to the safeguarding team in a similar to police welfare notices, where a landlord feels there may be a need for safeguarding intervention. These notices are a way of sharing information with agencies.

Evidence from Middlesbrough Council

- 8.53 The Adult and Community Services Scrutiny Forum were delighted to welcome the Strategic Lead in Safeguarding Adults from Middlesbrough Council to give evidence to the Forum regarding Middlesbrough's Care Quality Commission Inspection.
- 8.54 Members of the Forum were informed by the Strategic Lead in Safeguarding Adults areas identified as doing well to support outcomes were as follows:-
- Social care activity contributed to community safety and issues around harassment and hate crimes were addressed;
 - People were made safe once alerts received and complex cases were recognised;
 - Issues around mental capacity taken very seriously and good attempts made to deal with legal complexities;
 - Safeguarding issues addressed in contracting arrangements; and
 - Sound foundation and intermediate training given to council staff and providers.
- 8.55 The majority of the areas for improving outcomes relate to partnership working and the need to ensure that:-
- Case practice is of consistent good quality;
 - Integrated mental capacity act services are used appropriately in safeguarding cases;
 - All relevant staff are given advanced safeguarding training;
 - Staff across all sectors are appropriately aware of safeguarding issues and their management; and

- Middlesbrough Safeguarding Committee is supported by robust performance and management information.

8.56 Middlesbrough plan to address the concerns of the Care Quality Commission by introducing a number of measures including:-

- Using a care quality commission tool to review consistency of case practice;
- Enhance minute taking and recording of decisions and discussions and guidelines are available at every meeting;
- Ensure advanced training is delivered where required;
- Conduct an audit of safeguarding awareness;
- Consolidate data collection systems and issue activity reports to the Safeguarding Committee which include analysis of this data; and
- Development of partner agency agreement and roles and responsibilities clarified.

8.57 Members noted that Middlesbrough's priorities were to embed safeguarding across adult social care and the wider council, improve the outcomes of adults at risk and to develop the personalisation of safeguarding.

8.58 The Forum was advised that the implications of the budget cuts were not yet known in Middlesbrough, though the safeguarding unit was very small and so was likely to be protected.

Evidence from the General Practitioner Commissioning Consortium Steering Group

8.59 At the meeting of the Forum on 28 February 2011 Members considered written evidence from the General Practitioner Commissioning Steering Group.

8.60 The Forum noted that GPs through their professional appraisal will ensure that they have received training or updates in relation to specific areas of their development which includes children's safeguarding. As a matter of routine General Practitioners do not undertake training in relation to adult safeguarding, but are aware of issues associated with vulnerable adults and are receptive to ensuring that their knowledge and understanding of adult safeguarding is current.

Member Attendance at the Adult Protection Committee

8.61 Representatives of the Adult and Community Services Scrutiny Forum were delighted to be invited to the meeting of the Hartlepool Vulnerable Adults Protection Committee on 15 February 2011.

8.62 Members were advised that the role of members of the Hartlepool Vulnerable Adults Protection Committee was to work together as inter-agency partnerships to safeguard and promote the welfare of vulnerable

adults, the principles of safeguarding and adult protection work, respect for a person's individuality, dignity, human rights and the right to live their life free from violence and abuse and that this role is discharge through consultation and communication about safeguarding and adult protection issues with local provider organisations, user led groups, carers groups and voluntary organisations.

- 8.63 Members of the Hartlepool Vulnerable Adults Protection Committee also raise awareness within the wider community of the need to safeguard vulnerable adults and promote their welfare and to explain how the wider community can contribute to these objectives and support organisations in their informing and training of employees to carry out their responsibilities in accordance with the Teeswide multi-agency Policy, Procedures and Practice Guidance.
- 8.64 The Hartlepool Vulnerable Adults Protection Committee also collates information which can be used to inform and change multi-agency practice.
- 8.65 The representatives of the Adult and Community Services Scrutiny Forum learned that the Safeguarding Adults / Adult Protection Co-ordinators and all statutory partner agencies are represented on the Hartlepool Vulnerable Adults Protection Committee, these include:-
- Local Authority Department of Adult Social Care;
 - Primary Care Trusts;
 - Cleveland Fire Service;
 - NHS Foundation Trusts; and
 - Cleveland Police.
- 8.66 Additional members include representation from local provider organisations, user led groups, carers groups and voluntary organisations, to ensure a multi agency approach to Safeguarding.
- 8.67 Attendance is recorded at Hartlepool Vulnerable Adult Protection Committee meetings, and highlighted annually in the annual report.
- 8.68 Members also acknowledged that the Committee had recently attempted to strengthen the membership and attendance of the Hartlepool Vulnerable Adults Protection Committee by introducing a Memorandum of Understanding, the purpose of which is to provide a framework to define roles, responsibilities, accountability and authority for all partner agencies.
- 8.69 Members of the Forum were interested to hear the view of the Committee on the challenges facing the provision of safeguarding services going forward.
- 8.70 The Committee agreed that it was a worrying time for everyone as front line services will be affected by budget cuts and there is the potential that more vulnerable citizens would not be identified as requiring services. They felt that there would be an increased need for front line services, not a reduction, due to the ageing population. The Committee also recognised that a greater

number of older carers would be inevitable, with more specialist services required for an increase in the prevalence of dementia.

- 8.71 The Committee also informed Members that at present all the safeguarding foundation awareness training that is commissioned and coordinated on behalf of the committee is funded from area based grant, which will reduce on a yearly basis. Going forward a recharge to users may need to apply for this training. Committee members felt that there was a need to improve the Committee's understanding of what the member organisations are delivering to staff with regards to foundation awareness training.
- 8.72 Members were advised that advanced safeguarding training has a social work focus and is also funded by the Child and Adult Services Department. There are also other courses that have close links to safeguarding including dementia, managing behaviours etc. The Committee needs to consider areas and ensure they are covered in the training programmes in the future.
- 8.73 Members of the Adult and Community Services Scrutiny Forum requested information on how much subsidy the local authority was providing to other agencies for safeguarding training.
- 8.74 The representatives of the Adult and Community Services Scrutiny Forum who attended the meeting of the Hartlepool Vulnerable Adult Protection Committee discussed the membership of the Committee at the meeting of the Forum on 28 February 2011 and noted that whilst the Portfolio Holder for Adult and Public Health Services attended the meeting, there was no representation from backbench members.
- 8.75 Members also felt that it was appropriate for the Adult and Community Services Scrutiny Forum to receive regular updates from the Child and Adult Services Department in relation to the provision of adult services.

9 THE CHALLENGES FACING THE PROVISION OF ADULTS SAFEGUARDING SERVICES IN HARTLEPOOL

- 9.1 The Adult and Community Services Scrutiny Forum gathered evidence from a number of sources to determine the challenges facing the provision of adult safeguarding services, these are detailed overleaf:-

Evidence from the Safeguarding Team

- 9.3 At the meeting of the Adult and Community Services Scrutiny Forum on 18 October 2010 the Forum discussed the challenges facing the provision of Adult Safeguarding Services. Members determined that the greatest challenges came from demographic pressures and the increased numbers of people accessing services, Members also raised concerns regarding people only accessing services once their needs were complex.

- 9.4 Members heard evidence from the Head of Service detailing the challenges identified by the Child and Adult Services Department. It was stressed that the challenges facing the provision of safeguarding services cannot be considered in isolation, as the working environment within which it operates is demanding due to the combined pressures of demography, changes in legislation and the fiscal deficit. Challenges identified included the following:-
- An ageing population, more people with dementia, more people with complex needs;
 - An increase in the number of people exhibiting challenging behaviours as well as people with profound disabilities living longer and requiring more care and intensive support;
 - Increased awareness of adult abuse due to the strengthening of safeguarding procedures for vulnerable adults. The Mental Capacity Act 2005 and the Deprivation of Liberty Standards, whilst welcomed, all impact on the overall workload of social workers and social care officers;
 - The personalisation agenda, self directed support, balancing people's right to choose with the right to protection and the department's statutory duty of care and responsibility for the effective and efficient use of public funds, has greatly increased the complexity of social care;
 - An 18% reduction in the number of social care staff over the last 3 years in addition to some social worker posts reverting to social care officer post and the use of team managers to carry case loads;
 - A 24% increase in the number of people reviewed in the last 3 years;
 - A 10% decline in carers' assessments and reviews over the last 3 years.
- 9.5 The Forum were advised that the Safeguarding Team has a key role in managing and supporting effective safeguarding practices across both the local authority and private/independent sector adult social care services in Hartlepool. In the time span 2007–2010 safeguarding referrals increased by 34%. This increase reflects the considerable resources put into raising awareness across agencies, services and the public in respect of Safeguarding Adults. There has been a 7.4% decline in referrals between April – July 2010 and Members were advised that this may be a result of the safeguarding processes now being 'bedded in' and better understood across the health and social care economy.
- 9.6 Members were informed that Deprivation of Liberty Safeguards (DOLS) referrals increased from 2 in April 2009 (when the new process went live) to 41 in December 2009. The Deprivation of Liberty Safeguards process is a requirement that anyone who may not have the capacity to make a decision, in terms of either accommodation or medical treatment, must be assessed to determine whether they have capacity or not. Where incapacity is shown, then decisions may be taken for them in regards to medication or where they should live. The process is onerous and laid out within the parameters of the Mental Capacity Act 2005.
- 9.7 The Forum learned that the increase in Deprivation of Liberty Safeguards referrals between April - December 2009 reflects the focused resources put into raising awareness of Deprivation of Liberty Safeguards among hospital

and care/nursing home staff. Between January 2010 and July 2010, the number of Deprivation of Liberty Safeguards referrals coming into the Safeguarding Team had reduced by 12%. These numbers may continue to decrease as care homes become more experienced in preventing the need for a Deprivation of Liberty Safeguards referral. However, the predicted rise in the number of people who have dementia may result in Deprivation of Liberty Safeguards referrals remaining at a high level or even increasing.

- 9.8 The Deprivation of Liberty Safeguards framework was implemented by training existing Social Workers to take on the role of Best Interest Assessor (BIA), rather than recruiting any additional staff to meet the additional workload. Initially this negatively impacted on the capacity of Social Workers, as it took time to train the professional staff and therefore the number of appropriately trained staff was limited. However, Members were advised that the Safeguarding Team were now mid-way through a programme of training and were encouraged to note that the available number of Local Authority staff qualified to undertake this time-consuming and complex role has increased.
- 9.9 At the meeting of the Adult and Community Services Forum on 28 February 2011 the Head of Service presented Members with the table overleaf, which highlights the increase in activity in the department between April 2007 and March 2010. Members were advised that the challenges shown overleaf also affect service provision from all partner agencies.

Activity April 2007 – March 2010

Hospital Discharges	Referrals → 20% increase
Locality Based Social Work Teams	Caseloads → 34 % (average) increase
Occupational Therapy	Referrals → 15% increase
Mental Health Service	Referrals → 56% increase
Learning Disability Services	Referrals → 11% increase
Direct Care and Support Service	Referrals → 24% increase
Statutory Reviews	Reviews → 24% increase
Deprivation of Liberty Safeguards	Introduced April 2009 – 163 Assessments

Evidence from the Cleveland Police North Tees Vulnerability Unit

- 9.10 At their meeting on 28 February 2011 members of the Adult and Community Services Scrutiny Forum considered written evidence from Cleveland Police North Tees Vulnerability Unit.
- 9.11 Members noted that with an increasingly elderly population all services are stretched and Policing is no different. The investigation of abuse against vulnerable adults is one of many policing requirements. Allocation of resources must compete with other demands (e.g. Neighbourhood Policing priorities, Safer Hartlepool Partnership priorities, terrorism, drugs etc).
- 9.12 The Forum noted (with concern) that there is only one dedicated vulnerable adult investigator for the whole of the North Tees area (Hartlepool and Stockton) and that it is essential the detective's time must be concentrated on the most appropriate referrals.
- 9.13 Members were advised that in Hartlepool police received 4 referrals in December 2010 and 6 in January 2011. From these there are currently two 'live' investigations. (One for physical abuse, the other financial abuse). However during these same two months police received a total of 33 referrals from Stockton.
- 9.14 The Head of Service informed Members that to have one dedicated vulnerable adult detective for the North Tees was challenging, but on an operation basis the relationship between the police and the safeguarding team was excellent.
- 9.15 Members also noted that if a serious allegation is referred to police (e.g. death by wilful neglect in Stockton in January 2011 or a multiple victim rape allegation in Hartlepool in 2010) then additional officers are allocated and the Detective Inspector is appointed as senior investigating officer.

Evidence from the Portfolio Holder for Adult and Public Health Services

- 9.16 At the meeting of the Adult and Community Services Scrutiny Forum on 13 September 2010 Members welcomed the views of the portfolio holder for Adult and Public Health Services.
- 9.17 The Portfolio Holder outlined what he felt to be the challenges facing the future provision of services, these included current and future budgetary pressures and the content of the recent Health White Paper. The Portfolio Holder raised concerns that the White Paper proposals may be to the detriment of services, he felt that there were benefits of the Council continuing to deliver the service and stressed the importance of retaining the current Health Overview and Scrutiny powers within the Council.

- 9.18 When commenting on the increasing number of safeguarding referrals being made, the Portfolio Holder believed that this could either be due to an increase in instances occurring or an increased awareness of how and when to report concerns. The Portfolio Holder believed it was the latter and that due to the work of the Child and Adult Services Department that people were less afraid to come forward.

10 THE IMPACT OF CURRENT AND FUTURE BUDGET PRESSURES ON THE WAY IN WHICH ADULT SAFEGUARDING SERVICES ARE PROVIDED IN HARTLEPOOL

- 10.1 Members of the Adult and Community Services Scrutiny Forum gathered evidence in relation to the impact of current and future budget pressures on the provision of safeguarding services in Hartlepool. Evidence gathered is detailed as follows:-

Evidence from the Safeguarding Team

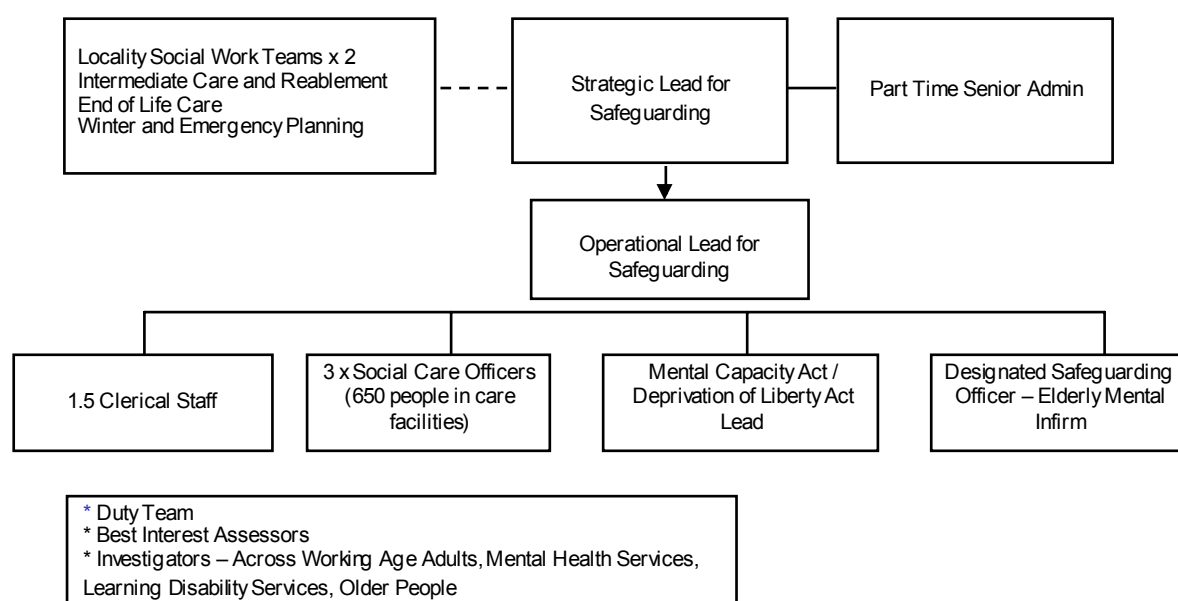
- 10.2 At the meeting of the Adult and Community Services Scrutiny Forum on 13 December 2010 Members were informed by the Head of Service of the areas which may impact on the provision of services in the future, these included:-
- The increase in activity (+30% over the last 3 years) leading to an increased risk;
 - Budget cuts potentially leading to a reduction in staffing;
 - Review of roles and responsibilities of the Police Service potentially leading to a reduced capacity in community policing and potential delays in commencing investigations.
- 10.3 At the meeting of the Forum on 28 February 2011 the Head of Service presented Members with a comparison of Salford, Middlesbrough and Hartlepool safeguarding structures as follows:-

Safeguarding Structures

Salford Council <ul style="list-style-type: none"> • Safeguarding Coordinator • Senior Practitioner Social Worker • Admin Officer • 3 Minute Takers 	Middlesbrough Council <ul style="list-style-type: none"> • Strategic Lead Safeguarding Adults (30 hours) • Adult Protection Coordinator (34 hours) • Adult Protection Support Officer (1.5 posts) 	Hartlepool Council SEE DIAGRAM OVERLEAF
NHS Salford PCT <ul style="list-style-type: none"> • Lead Nurse Adult Safeguarding 	NHS Tees Safeguarding Lead	

Salford Royal Foundation NHS Trust <ul style="list-style-type: none"> Assistant Director of Nursing (Board Member) Modern Matron (Safeguarding Children and Adults) 	James Cook NHS Foundation Trust <ul style="list-style-type: none"> Safeguarding Lead 	North Tees and Hartlepool NHS Foundation Trust <ul style="list-style-type: none"> Safeguarding Lead
Greater Manchester Police <ul style="list-style-type: none"> Detective Inspector Detective Sgt Adult Safeguarding 3 Detective Constables and 6 PC's (who lead all investigations) 	Cleveland Police <ul style="list-style-type: none"> Headed by Detective Inspector 4 Detective Sergeants (2 child, 2 Adult, and Domestic Violence) 20 Detective Constables (10 child, 9 Domestic Violence and 1 dedicated vulnerable adult) 	Cleveland Police <ul style="list-style-type: none"> Headed by Detective Inspector 4 Detective Sergeants (2 child, 2 Adult and Domestic Violence) 20 Detective Constables (10 child, 9 Domestic Violence and 1 dedicated vulnerable adult)
Housing Strategy Principal Manager Safeguarding (Children and Adults)	Middlesbrough Adult Protection Committee has representatives from the Safer Middlesbrough Partnership and the local housing provider	Hartlepool Adult Protection Committee has representation from statutory, independent and voluntary sector.

Adult Social Care Services – Operational Safeguarding Structure



- 10.4 The Forum noted that there is a full time Operational Lead role dedicated to adult safeguarding, supported by a Designated Safeguarding Officer and a Mental Capacity Act / Deprivation of Liberty Safeguards Lead. There are also three Social Care Officers within the Safeguarding and Vulnerability

Team. In addition, some officers in Hartlepool undertake safeguarding work as a part of their role but are not dedicated solely to safeguarding. The Head of Service advised Members that this meant that these officers would not have the same in depth knowledge of case law and were reliant on the Deprivation of Liberty Safeguard Lead Officer and others within the Safeguarding and Vulnerability Team for advice in this area. Knowledge of previous case law is very important in safeguarding as lessons learned from previous cases often impact on action when considering current cases.

- 10.5 The Forum learned that the way the 3 Social Care Officers carried out assessments of peoples care needs had also been revised. Each officer is now allocated 10 care homes to enable them to gain a more detailed knowledge of the service users and also to increase their time and capacity at each home.
- 10.6 The Forum was advised that this model was one other authorities are adopting, such as Durham County Council. However, the Forum noted that this model could only operate properly when given enough resource.
- 10.7 Head of Service outlined the challenges of future service provision as detailed at 9.9 and also provided the Forum with the following details regarding budget cuts:-
- Local authority social care staff declined from 404 in 2007/2008 to 342 in 2009/2010;
 - Managerial spans of control have broadened;
 - Safeguarding and Assessment and Care Management needing to find savings of approximately £200,000 in 2011/12.
- 10.8 Members of the Forum raised concerns that with increasing demographic and budgetary pressures, strategic leads will be over stretched, placing the authority and the vulnerable adults it is required to protect, at risk.
- 10.9 The Head of Service advised Members that the budget situation was only manageable if resourced properly in conjunction with safeguarding partners and all members of the Adult Protection Committee assume the appropriate level of responsibility for safeguarding and organisations do not carry out cuts in isolation, without consideration of the effect on the other members of the committee.

Evidence from the Cleveland Police North Tees Vulnerability Unit

- 10.10 At the meeting of the Adult and Community Services Scrutiny Forum on 28 February 2011 Members considered written evidence from Cleveland Police North Tees Vulnerability Unit.
- 10.11 Members noted that the provision of a 'gate keeping' service and single point of contact is an absolute necessity for the police. It is imperative police can quickly access all services and so need the point of contact to advise and

refer. Without a quality gate keeping service (which exists at present) the concern for the police is that they would receive inappropriate referrals from agencies which, with so little resource in this area would divert them from their primary function.

- 10.12 The Head of Service advised the Forum that the Police were also facing cuts to their budgets and are under as much financial pressure as local authorities. Members noted that cuts to the budgets of partner agencies may have a negative effect on the ability of other partners to provide safeguarding services effectively if carried out in isolation, the Head of Service advised members that all agencies needed to have a conversation around proposed budget cuts and the impact these proposals would have on each others services and that this needed to take place before the cuts took place not after.
- 10.13 Members agreed that a balance needed to be reached between efficiency savings and maintaining a service which is effective at safeguarding vulnerable adults.

11 HOW ADULT SAFEGUARDING SERVICES COULD BE PROVIDED IN THE FUTURE

- 11.1 Members of the Adult and Community Services Scrutiny Forum were keen to explore options for the provision of safeguarding services in the future given demographic and budgetary challenges facing the service. The Forum considered evidence as follows:-

Evidence from Salford Council and NHS Salford

- 11.2 The Adult and Community Services Scrutiny Forum welcomed representatives from Salford Council and NHS Salford to the meeting of the Forum on 13 December 2010.
- 11.3 The Forum noted that safeguarding referrals had increased dramatically in the Salford area over the last 5 years, but as in Hartlepool, they were informed that this was due to the safeguarding awareness training undertaken with all agencies but in particular the Health Service. The Lead Nurse in Adult Safeguarding from NHS Salford identified this training as key to the partnership working within the area of safeguarding, it is now mandatory in PCT staff in NHS Salford to receive safeguarding training.
- 11.4 It is noted that general practitioners have access to safeguarding training but are not required to take it, to encourage take up a general practitioner representative elected from the medical directorate of the Primary Care Trust sits on the Salford Adult Safeguarding Board.
- 11.5 Another key point for Salford was the ability to move to an outcome at any stage of the safeguarding process, rather than having to enter and exit at specific defined points. This enables those involved in safeguarding to move

a case to an outcome at the best possible point and to not remain in the process unnecessarily.

- 11.6 To progress the safeguarding agenda the Salford Adult Safeguarding Board are keen to disseminate knowledge and understanding into the community so that safeguarding becomes everyone's business and embedded in the community. A priority is to keep the profile of adult safeguarding as high as possible and to maintain a consistent message from frontline services. The board also expects those who commission services to be fully informed on adult safeguarding principles and that these are used to commission safe services. The Board will seek evidence on how contracting services for vulnerable adults has improved adult safeguarding in Salford and will seek evidence to demonstrate this.
- 11.7 Members were informed that in Salford the safeguarding team had been protected from budget cuts, though there were concerns that cuts in social workers and staff in other partner agencies could impact on the safeguarding agenda and the excellent partner relationships that are now in place.

Evidence from the General Practitioner Commissioning Consortium Steering Group

- 11.8 At the meeting of the Forum on 28 February 2011 members considered written evidence from the General Practitioner Commissioning Consortium with regard to GPs sitting on the Adult Protection Committee in the future.
- 11.9 Members noted that the emerging GP consortia in Hartlepool are actively working with NHS Hartlepool to ensure that the transition to the proposed new General Practitioner Commissioning Consortium is seamless and all statutory duties and responsibilities are understood in order to ensure compliance.
- 11.10 Currently NHS Hartlepool provide representation on the Committee and it is envisaged that they will do so over the next 12 – 18 months until such time as the General Practitioner Commissioning Consortium is in a position to confirm the approach it will take in respect of its full role and responsibilities which are still being clarified.
- 11.11 The General Practitioner Commissioning Consortium are aware of the importance of the safeguarding agenda and want to ensure that they are able to respond proportionately at both a strategic and operational level; The General Practitioner Commissioning Consortium are confident that NHS Hartlepool are able to provide this assurance at this time.

Evidence from the Safeguarding Team

- 11.12 The Adult and Community Services Scrutiny Forum received evidence from the Child and Adult Services Department in relation to where safeguarding in

Hartlepool sits with regard to the Care Quality Commission reports of Salford and Middlesbrough Councils at the meeting of the Forum on 13 December 2010.

- 11.13 The Head of Service informed the Forum that the Safeguarding Team had a number of strengths that aligned to areas for which Salford and Middlesbrough Councils had been praised. These include:-
- Involvement in the Teeswide Adult Safeguarding Board;
 - An embedded operational framework providing cross function clarity;
 - Independent review highlighted thorough analysis of casework and accurate and consistent recording of information;
 - Proactive deprivation of liberty safeguards training; and
 - Paperwork praised by the Court of Protection.
- 11.14 Areas for improvement identified by the Adult Safeguarding Team include:-
- Links to community partnerships need to be improved to promote community prevention;
 - Service users need to be more actively involved and informed about safeguarding procedures; and
 - Maintain current attendance levels at the Hartlepool Vulnerable Adults Protection Committee, as these has previously been in decline.
- 11.15 The Forum was informed that there were a number of ways the Safeguarding Team plans to develop going forward, these are:-
- Engaging with other Local Authorities to learn from their experiences;
 - Reflecting on lessons learned by undertaking a serious case review with all partner agencies;
 - Introduction of a Memorandum of Understanding for the Hartlepool Vulnerable Adult Protection Committee members to clarify roles and responsibilities; confirm accountabilities and ensure safeguarding is 'everybody's business'.
- 11.16 In addition the Head of Service informed the Forum that a review of adult social care law may lead to a less fragmented legal system in this area.
- 11.17 Members of the Forum were keen to hear more about the level of attendance and engagement of partner agencies in the Adult Protection Committee. They were informed that all bodies were committed operationally but strategically all agencies were making cuts, due to this and original committee members moving on the seniority of the attendees from the partner agencies has reduced over time. The Forum was informed that 90% of safeguarding investigations were done by HBC staff. Salford confirmed that whilst the majority of their investigations were also conducted by Council staff, 6 new minute takers were being trained by the Mental Health Trust.

- 11.18 Members also questioned the take up of mental capacity awareness training and were advised that this was offered to all general practitioners but it is a challenge to gain an acceptance that general practitioners have a responsibility in this area, many do not see the relevance as it is felt that Social Services will deal with these issues, though the Forum were advised that general practitioners have a responsibility under Section 44 of the Mental Capacity Act.
- 11.19 The Forum was very interested to recommence visits to care homes by Elected Members, as these had taken place some time ago when the care homes were operated by the Council and Members felt that this was of great benefit to residents and the Council. Members were advised of the complexity and cost of arranging these visits by the Commissioned Services Manager as the homes were now private businesses and a number of agencies such as the Care Quality Commission, the Council Safeguarding Team, the Primary Care Trust, the Department of Health and Hartlepool LINK, all carry out visits to care homes.

Evidence from Local Groups and Service Users

- 11.20 The Forum was very keen to hear the views of local groups and service users. An invitation was extended to all local groups to attend the meeting of the Forum on 28 February 2011 to express their views or to submit written evidence. Representatives of local groups and service users expressed the following views:-
- 11.21 The majority of respondents were confident that they knew about safeguarding procedures and received regular updates. One respondent commented that whilst they themselves understood the procedures it may be the case that members of their group were not aware of or do not have any understanding of the process.
- 11.22 The majority of respondents understood who to call in the event that a referral to the Safeguarding Team needed to be made and were aware of the number, it was also mentioned that the duty team were contactable and accessible. One respondent was not aware of who to contact.
- 11.23 Where respondents had been involved with safeguarding, issues had been dealt with to the satisfaction of the respondent and guidance received was useful and of a high standard.
- 11.24 Suggestions for improvement in safeguarding services include:-
- More agencies that can be represented on the Hartlepool Vulnerable Adults Protection Committee;
 - Good clear up to date information and guidance needs to be made available to anyone who is in a position where they work or are caring for vulnerable people;

- Opportunities for the police to be in attendance in an advisory capacity where the level or issue of abuse does not amount to a criminal act;
- Awareness needs to be maintained of safeguarding issues – would like to explore whether there is any potential to share any lessons learned via approved forums.

11.25 Other views and comments received include:-

- Safeguarding teams in Hartlepool and Teesside work well together and that these vital services must be allowed to continue and evolve;
- Hartlepool Borough Council delivering a talk to the deaf community to ensure they are aware of safeguarding and the process they need to follow if they believe a vulnerable adult is in need of safeguarding intervention, this would also enable Hartlepool Borough Council to ensure the processes are user friendly for deaf people.

12 CONCLUSIONS

12.1 The Adult and Community Services Scrutiny Forum concluded:-

- (a) That adult safeguarding is very complex in nature and has numerous pieces of contradictory legislation surrounding it;
- (b) That safeguarding services in Hartlepool are delivered well but not every eventuality can be planned for;
- (c) That there is a need to balance efficiency savings with a need to protect the vulnerable adults in our community;
- (d) That safeguarding teams in Hartlepool and Teesside work well together;
- (e) That effective partnership working is key to tackling the challenges of the safeguarding agenda;
- (f) That cuts to the budgets of partner agencies may impact on the delivery of safeguarding services by Hartlepool Borough Council;
- (g) That adult safeguarding services are not seen as a priority by the general public as they are not as visible as other services provided by the Council;
- (h) That General Practitioners do not undertake training in relation to adult safeguarding as a matter of routine, but are aware of issues associated with vulnerable adults;
- (i) That the provision of a 'gate keeping' service and single point of contact was an absolute necessity for the police to enable them to manage their scarce resources and ensure only appropriate safeguarding referrals are received;

- (j) That the previous model of Councillor visits to care homes worked well and should be resumed;
- (k) That the Adult and Community Services Scrutiny Forum were supportive of the continuing efforts to publicise Adult Safeguarding and make safeguarding 'everybody's business'.

13 RECOMMENDATIONS

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

- (a) That a dialogue regarding budget and service cuts is maintained between members of the Hartlepool Vulnerable Adults Protection Committee to ensure that:-
 - (i) cuts to services are not taken in isolation, without consideration for the impact on partner agencies;
 - (ii) scarce resources are managed as effectively and efficiently as possible between agencies.
- (b) That the Primary Care Trust (or its equivalent replacement body) is encouraged to put forward a GP representative to sit on the Hartlepool Vulnerable Adults Protection Committee;
- (c) That the potential to recommence visits to care homes by Elected Members of the Adult and Community Services Scrutiny Forum is included in the contract negotiations to be undertaken with providers;
- (d) That the feasibility of including an Elected Member from the Adult and Community Services Scrutiny Forum on to the membership of the Hartlepool Adult Protection Committee is explored;
- (e) That the Adult and Community Services Scrutiny Forum be kept up to date on the provision of Adult Services in the town through the receipt of relevant aspects of the regular updates received by the Portfolio Holder for Adult and Public Health Services;
- (f) The use of welfare notices is investigated with partner agencies;
- (g) That safeguarding workshops are delivered to groups within Hartlepool (with particular reference to the deaf community) and a review is undertaken of the accessibility of safeguarding services.

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 Ged Hall – Portfolio Holder for Adult and Public Health Services
Jill Harrison – Assistant Director, Adult Social Care
Phil Homsby – Head of Service, Adult Social Care
John Lovatt – Head of Service, Adult Social Care
Trevor Smith – Performance and Information Manager (Adults)
Ellen Spence – Team Manager, Learning Disabilities
Pam Simpson – Operational Lead, Adult Safeguarding and Vulnerability

External Representatives:

Keith Bonner – Lead Nurse Adult Safeguarding, NHS Salford
Philip Dand – Safeguarding Co-ordinating, Salford Council
Bridget Farrand – Strategic Lead Safeguarding Adults, Middlesbrough Council
Ruby Marshall – Hartlepool LINK
Zoe Sherry – Hartlepool LINK
Mick Walker – Business Manager, Teeswide Safeguarding Vulnerable Adults Board
Margaret Wren – Hartlepool LINK

COUNCILLOR JANE SHAW CHAIR OF THE ADULT AND COMMUNITY SERVICES SCRUTINY FORUM

May 2011

Contact Officer: Elaine Hind – Scrutiny Support Officer
Chief Executive's Department – Corporate Strategy
Hartlepool Borough Council
Tel:- 01429 523647
Email:- elaine.hind@hartlepool.gov.uk

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 Adult Safeguarding – Scoping Report' presented to the Adult and Community Services Scrutiny Forum on 16 August 2010.
- (ii) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Adult Safeguarding – Setting the Scene Presentation Covering Report' presented to the Adult and Community Service Scrutiny Forum 13 September 2010.
- (iii) Report of the Head of Services (Adults) entitled 'Safeguarding Adults' presented to the Adult and Community Services Scrutiny Forum on 13 September 2010.
- (iv) Presentation by the Head of Service entitled 'Safeguarding Adults' delivered to the Adult and Community Services Scrutiny Forum of 13 September 2010.
- (v) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Safeguarding of Adults – Evidence from the Authority's Portfolio Holder for Adult and Public Health Services – Covering Report' presented to the Adult and Community Services Scrutiny Forum of 13 September 2010.
- (v) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Adult Safeguarding – Evidence from the Council's Child and Adult Service Department – Covering Report' presented to the Adult and Community Services Scrutiny Forum of 18 October 2010.
- (vi) Presentation by the Head of Service entitled 'Detailed Overview of Safeguarding Services' delivered to the Adult and Community Services Scrutiny Forum of 18 October 2010.
- (vii) Report of the Head of Service entitled 'Adult Social Care Performance Analysis' presented to the Adult and Community Services Scrutiny Forum of 18 October 2010.
- (viii) Presentation by the Performance and Information Manager entitled 'Service Provision Challenges' delivered to the Adult and Community Services Scrutiny Forum of 18 October 2010.
- (ix) Presentation by the Strategic Lead in Safeguarding and Vulnerability entitled 'Independent Evaluation of Safeguarding Services' presented to the Adult and Community Services Scrutiny Forum of 18 October 2010.
- (viii) Report of the Scrutiny Support Officer entitled 'Evidence from other Local Authorities and Hartlepool Child and Adult Services Department – Covering Report' presented to the Adult and Community Services Scrutiny Forum on 13 December 2010.
- (ix) Presentation by Salford Council Adult Safeguarding Co-ordinator and Lead Nurse Adult Safeguarding entitled 'Safeguarding Vulnerable Adults in Salford' delivered to the Adult and Community Services Scrutiny Forum of 13 December 2010.
- (x) Presentation by Middlesbrough Council Strategic Lead Safeguarding Adults entitled 'Safeguarding Adults' delivered to the Adult and Community Services Scrutiny Forum of 13 December 2010.

- (xi) Presentation by the Head of Service entitled 'Strengths, Weaknesses, Opportunities and Threats' delivered to the Adult and Community Services Scrutiny Forum of 13 December 2010.
- (xii) Report of the Scrutiny Support Officer entitled 'Safeguarding of Vulnerable Adults – Evidence from the Child and Adult Services Department – Covering Report' presented to the Adult and Community Services Scrutiny Forum of 28 February 2011.
- (xiii) Presentation by the Head of Service entitled 'Adult Safeguarding' delivered to the Adult and Community Services Scrutiny Forum of 28 February 2011.
- (xiv) Report of the Scrutiny Support Officer entitled 'Safeguarding of Vulnerable Adults – Evidence from the Teeswide Safeguarding Vulnerable Adults Board – Covering Report' presented to the Adult and Community Services Scrutiny Forum of 28 February 2011.
- (xv) Report of the Scrutiny Support Officer entitled 'Safeguarding of Vulnerable Adults – Feedback from Members Visit to the Adult Protection Committee – Covering Report' presented to the Adult and Community Services Scrutiny Forum of 28 February 2011.
- (xvi) Report of the Scrutiny Support Officer entitled 'Safeguarding of Vulnerable Adults – Written Evidence from the Hartlepool General Practitioner Commissioning Consortium Steering Group and the Cleveland Police Vulnerability Unit' presented to the Adult and Community Services Scrutiny Forum of 28 February 2011.
- (xvii) Report of the Scrutiny Support Officer entitled 'Safeguarding of Vulnerable Adults – Responses to the Adult Safeguarding Questionnaire' presented to the Adult and Community Services Scrutiny Forum of 28 February 2011.
- (xviii) Report of the Commissioned Services Manager entitled 'Elected Member Visits to Care Homes for Adults' presented to the Adult and Community Services Scrutiny Forum of 28 February 2011.
- (xix) Teeswide Safeguarding Adult Multi-Agency Procedure Version 3 5 November 2008.
- (xx) Minutes of the Adult and Community Services Scrutiny Forum of 16 August 2010, 13 September 2010, 18 October 2010, 8 November 2010, 13 December 2010, 17 January 2011, 28 February 2011 and 28 March 2011.

CABINET REPORT

23 May 2011



Report of: Director of Child and Adult Services

Subject: ACTION PLAN – ADULT SAFEGUARDING

SUMMARY

1. PURPOSE OF REPORT

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Adult and Community Services Scrutiny Forum's investigation into 'Adult Safeguarding'.

2. SUMMARY OF CONTENTS

- 2.1 The report provides brief background information into the 'Adult Safeguarding' 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 Adult and Community 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 Adult and Community Services Scrutiny Forum during the new Municipal Year (subject to availability of the appropriate Portfolio Holder).

6. DECISION REQUIRED

- 6.1 That Members of the Cabinet approve the Action Plan (**Appendix A refers**) in response to the recommendations of the Adult and Community Services Scrutiny Forum's investigation into 'Adult Safeguarding'.

Report of: Director of Child and Adult Services

Subject: Action Plan – Adult Safeguarding

1. PURPOSE OF REPORT

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Adult and Community Services Scrutiny Forum's investigation into 'Adult Safeguarding'.

2. BACKGROUND INFORMATION

- 2.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Adult and Community Services Scrutiny Forum's investigation into Adult Safeguarding, 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 investigation was to explore and evaluate the provision of adult safeguarding services in Hartlepool.

3. ACTION PLAN

- 3.1 As a result of the Adult and Community Services Scrutiny Forum's investigation into Adult Safeguarding, the following recommendations have been made:-
- (a) That a dialogue regarding budget and service cuts is maintained between members of the Hartlepool Vulnerable Adults Protection Committee to ensure that:-
 - (i) cuts to services are not taken in isolation, without consideration for the impact on partner agencies;
 - (ii) scarce resources are managed as effectively and efficiently as possible between agencies.
 - (b) That the Primary Care Trust (or its equivalent replacement body) is encouraged to put forward a GP representative to sit on the Hartlepool Vulnerable Adults Protection Committee;

- (c) That the potential to recommence visits to care homes by Elected Members of the Adult and Community Services Scrutiny Forum is included in the contract negotiations to be undertaken with providers;
 - (d) That the feasibility of including an Elected Member from the Adult and Community Services Scrutiny Forum on to the membership of the Hartlepool Adult Protection Committee is explored;
 - (e) That the Adult and Community Services Scrutiny Forum be kept up to date on the provision of Adult Services in the town through the receipt of relevant aspects of the regular updates received by the Portfolio Holder for Adult and Public Health Services;
 - (f) The use of welfare notices is investigated with partner agencies;
 - (g) That safeguarding workshops are delivered to groups within Hartlepool (with particular reference to the deaf community) and a review is undertaken of the accessibility of safeguarding services.
- 3.2 An Action-Plan in response to these recommendations has now been produced in consultation with the appropriate Portfolio Holder and is attached at **Appendix A** which is to be submitted to the Adult and Community Services Scrutiny Forum in the new Municipal Year (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 Adult and Community Services Scrutiny Forum's investigation into 'Adult Safeguarding'.

OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Adult and Community Services Scrutiny Forum

8.2 Appendix A

NAME OF SCRUTINY ENQUIRY: Adult Safeguarding

DECISION MAKING DATE OF FINAL REPORT: May 2011

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(a) That a dialogue regarding budget and service cuts is maintained between members of the Hartlepool Safeguarding Vulnerable Adults Board (HSVAB) to ensure that:- (i) cuts to services are not taken in isolation, without consideration for the impact on partner agencies; (ii) scarce resources are managed as effectively and efficiently as possible between agencies.	The HSVAB will continue to meet regularly and members will be encouraged to share information about changes within their own organisations that may impact on other partners. Any cuts or changes to Teeswide services would be discussed at the Tees Safeguarding Vulnerable Adults Board (TSVAB). Teeswide and local sub groups will continue to ensure that there is a shared approach to the use of resources for training, workforce development, public engagement etc.	None	John Lovatt	31 March 2012
(b) That the Primary Care Trust (or its equivalent replacement body) is encouraged to put forward a GP representative to sit on the HSVAB.	The PCT is currently represented on the HSVAB and representation from GPs will be considered as part of a review of membership following the Peer Review.	None	John Lovatt	Sept 2011

OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Adult and Community Services Scrutiny Forum

8.2 Appendix A

NAME OF SCRUTINY ENQUIRY: Adult Safeguarding

DECISION MAKING DATE OF FINAL REPORT: May 2011

	RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(c)	That the potential to recommence visits to care homes by Elected Members of the Adult and Community Services Scrutiny Forum is included in the contract negotiations to be undertaken with providers.	The ability for Elected Members to visit care homes will be included within the revised care home contract.	None	Phil Hbrnsby	Dec 2011
(d)	That the feasibility of including an Elected Member from the Adult and Community Services Scrutiny Forum on to the membership of the HSVAB is explored.	There is currently an Elected Member representative on the HSVAB (Portfolio Holder for Adult & Public Health Services). Any changes to the membership will be considered as part of a review of membership following the Peer Review.	None	John Lovatt	Sept 2011
(e)	That the Adult and Community Services Scrutiny Forum be kept up to date on the provision of Adult Services in the town through the receipt of relevant aspects of the regular updates	Quarterly performance reports and adult safeguarding reports are made to the Portfolio Holder for Adult & Public Health Services and can be shared with the Adult & Community Services Scrutiny Forum	None	John Lovatt	Sept 2011

OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Adult and Community Services Scrutiny Forum

8.2 Appendix A

NAME OF SCRUTINY ENQUIRY: Adult Safeguarding

DECISION MAKING DATE OF FINAL REPORT: May 2011

	RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
	received by the Portfolio Holder for Adult and Public Health Services.				
(f)	The use of welfare notices is investigated with partner agencies.	As part of the reablement services being commissioned in 2011/12, welfare notices will be introduced.	Cost to be met in 2011/12 and 2012/13 from non recurrent reablement funding.	Phil Hornsby	Dec 2011
(g)	That safeguarding workshops are delivered to groups within Hartlepool (with particular reference to the deaf community) and a review is undertaken of the accessibility of safeguarding services.	There is a comprehensive programme of training and development opportunities in place in relation to Adult Safeguarding. This will be reviewed following the Peer Review and additional workshops will be considered if gaps are identified (including for the deaf community).	Cost to be determined. No funding identified to increase existing programme.	John Lovatt	Sept 2011

CABINET REPORT

23 May 2011



Report of: Neighbourhood Services Scrutiny Forum

Subject: FINAL REPORT – FORESHORE MANAGEMENT

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 'Foreshore Management'.

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 15 April 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 of the bound report, which is attached to the back of the papers for this meeting.



NEIGHBOURHOOD SERVICES SCRUTINY FORUM

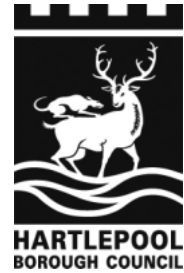
FINAL REPORT

FORESHORE MANAGEMENT

MAY 2011

CABINET

23 May 2011



Report of: Neighbourhood Services Scrutiny Forum

Subject: FINAL REPORT INTO FORESHORE MANAGEMENT

1. PURPOSE OF REPORT

- 1.1 To present the draft findings of the Neighbourhood Services Scrutiny Forum following its investigation into 'Foreshire Management'.

2. BACKGROUND INFORMATION

- 2.1 The Local Authority maintains the beach and foreshore through Foreshire Management services. The Coast Protection Act 1949, established the regulatory framework for England's coastline and the Coast Protection Authorities all around the coast. The Council is the designated Coast Protection Authority which "shall have such powers and perform such duties in connection with the protection of land" to ensure the adequate 'coast protection' of the Borough.
- 2.2 Hartlepool has 12 miles of coast which includes award-winning beaches, internationally protected wildlife sites, extensive sand dunes and coastal walks and a port. This means that a variety of economic, recreational and environmental interests and activities are located along the narrow coastal strip, often competing for space and resources. For example, Seaton beach attracts swimmers, dog walkers, jet skiers, horse riders and off road vehicles. If these activities take place without any management, conflicts can result, which may not only make the shoreline a less pleasant place to be, but also a more dangerous place. Some of these users will be deterred from coming again.
- 2.3 It is in the town's interests to manage the different activities and interests that take place at the water's edge. Effective management can create a coastline which is good for the town's residents, good for tourism, good for the environment and good for the local economy.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 To evaluate the provision of Foreshore Management services 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 19 January 2011:-

- (a) To gain an understanding of the agreed overall 'aim' for the provision of Foreshore Management services along with the legislative and policy requirements;
- (b) To evaluate how foreshore management services are provided / co-ordinated in Hartlepool including partnership arrangements with other agencies / organisations;
- (c) To explore the balance between conservation and tourism in relation to how the foreshore is managed while continuing to stimulate economic growth;
- (d) To gain an understanding of the impact of current and future budget pressures on the way in which foreshore management is provided in Hartlepool;
- (e) To explore how foreshore management could be provided in the future, giving due regard to:-
 - (i) Improving the effectiveness and efficiency of the way in which the services are currently provided by the Council / partner organisations taking into account the legislative requirements relating to water quality; 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 19 January 2011 to 11 April 2011 to discuss and receive evidence directly relating to their investigation into 'Foreshore Management'. A detailed record of these meetings is available from the Council's Democratic Services or via the Hartlepool Borough Council website.
- 6.2 A brief summary of the methods of investigation are outlined below:-
- (a) Presentations, written and verbal evidence from the Council's Regeneration and Neighbourhoods Department;
 - (b) Presentation, written and verbal evidence from Northumbrian Water;
 - (c) Written evidence from the Environment Agency;
 - (d) Verbal evidence from local residents.

FINDINGS

7. THE OVERALL AIM FOR THE PROVISION OF FORESHORE MANAGEMENT SERVICES ALONG WITH THE LEGISLATIVE AND POLICY REQUIREMENTS

- 7.1 Members of the Forum were keen to gain an understanding of the overall aim of foreshore management services along with the legislative and policy requirements and therefore invited evidence from the Council's Regeneration and Neighbourhoods Department.

Evidence from the Regeneration and Neighbourhoods Department

- 7.2 The Forum welcomed evidence from the Assistant Director for Neighbourhood Services outlining the foreshore management services undertaken by the Council and the associated legislative and policy requirements.

Leisure Activities

- 7.3 The Assistant Director informed Members that Hartlepool, as a Coastal Authority has a duty to maintain the beach and foreshore. The foreshore has unique features which provide for great diversity opportunities for recreation and tourism. Along Hartlepool's coastline, features include award winning beaches, internationally protected wildlife sites, extensive sand dunes, coastal walks, a Marina, a Port, residential homes and commercial and industrial businesses. A large number of activities take place along the foreshore ranging from the traditional recreational pastimes, such as

paddling, sight seeing and beach games to the more modern activities such as kite surfing and jet skiing. Many of these activities particularly the more active ones require some form of management to reduce potential conflict between different user groups, individuals and the natural environment.

Public Events

- 7.4 Public events are also held along the coastline which are organised by the Council's Countryside Team and partnership organisations including Natural England and Teesmouth Field Centre to promote the natural assets to a wide variety of visitors. Some of the coastal events include seal watching at Hartlepool Power Station; seal walks to Greatham Creek; and rockpooling at the Headland. The only Local Authority organised event held at the foreshore is the annual fireworks display. Members were informed that other specific events include the annual kite festival on May Bank Holiday weekend and the Northeast Beach Lifeguard competition. Yearly fundraising events are also held including the Boxing Day dip which involves management from both the Council and the Police.

Lifeguard Service

- 7.5 The lifeguard service forms part of foreshore management and operates from May to September every year, providing 8 lifeguards (4 at Seaton and 4 at the Headland). The lifeguards provide litter picking and paddling pool duties at quiet times in addition to the more traditional lifeguard role. Each year 10 primary schools take part in rookie lifeguard training, practising lifeguard skills and listening to beach safety talks. Beach safety campaigns are undertaken and water safety talks are carried out as and when requested.
- 7.6 Back in 2000 the Council decided that they would no longer provide a beach lifeguard service but in August 2003 a fatality at Seaton Carew prompted a review of the situation. The Royal Life Saving Society (RLSS) were commissioned to undertake a beach safety assessment which included researching the requirements for reinstating a modern beach lifeguard service. As a consequence of the findings of this report the decision was taken to reinstate the beach lifeguard service for the 2004 season.
- 7.7 Members questioned whether the areas of Fish Sands and North Sands were patrolled by lifeguards. Members were informed that the Fish and Block Sands were patrolled, however the North Sands were not classed as an amenity beach and therefore not patrolled.
- 7.8 The Forum questioned whether warning signage could be put up on the North Sands to highlight the dangers of the foreshore. The Council's legal obligations would need to be checked before such action was taken as erecting such signage could be seen as the Council taking responsibility for public safety and could be liable in the event of an incident.

Paddling Pools

- 7.9 There are two paddling pools in Hartlepool, one at Seaton Carew and one at the Headland, both of which are open to the public during the times that the lifeguard service operates. During 2007 in an effort to find efficiency savings it was decided that the Beach Safety and Playground Inspection teams, who were at the time within the Adults and Community Services Department, would take over the cleaning of the paddling pools.
- 7.10 Members were informed that before this takeover, the Seaton paddling pool was emptied, cleaned and refilled Monday, Wednesday and Friday. However, it was felt that this was insufficient due to water quality concerns. After the reassignment of duties the cleaning regime was increased to every day, except in adverse weather when the pool is left empty until the weather improves.
- 7.11 The Headland paddling pool has a pool plant and was designed not to require emptying every day. It was initially thought that the pool water would stay in the pool for most of the season, relying on the pool chemical dosing and filtration system to ensure the water quality was suitable for use. It has become apparent that the pumping / filtration system, although suitable for indoor swimming pools situations, has to cope with much more challenging outdoor conditions. Experience has shown that it is necessary during the season to empty, clean and refill this pool on a weekly basis to ensure water quality can be maintained by the pumping / filtration system.
- 7.12 Members heard that an additional problem exists with the seawall / defences upon which the Headland paddling pool sits. The seawall is of variable makeup and considerable unseen movement of seawall materials can take place. Unfortunately, such movement has caused the pool surface to blister and crack. As a consequence of this the pool requires emptying regularly for surface checks and repairs to make it watertight. Members did question why the movement of the seawall was not taken into consideration when the pool was built, as this problem could have been prevented.
- 7.13 The Headland paddling pool base problems are believed to be a result of various materials used as a sub base to the sea wall. In the early years of this problem the contractor who originally applied the surfacing was asked to carry out the repairs, however, this was very costly and the pool was closed for weeks whilst waiting for the contractors to complete the work, which was a disappointment to the public. In order to minimise closure periods the Council now carry out these types of repairs. The surfacing used is not the original colour of the pool floor but the repairs are completed in one day.
- 7.14 At the meeting of the Forum on 23 March 2011, following Member questions regarding the original design and build of the Headland paddling pool, the Forum was advised by the Assistant Director of Neighbourhood Services that the Block Sands Paddling Pool refurbishment completed in July 2004, was originally funded by Single Regeneration Board (SRB) monies and was designed and delivered by White, Young Green consultants. The total cost

of the scheme, including hard works, railings, pool, fountains, pump room, and play area and CCTV was £480,880. Lumsden and Carroll were contracted to carry out the works.

- 7.15 The Forum noted that due to problems with access restrictions for PD Ports in the original design, HBC Building Consultancy and Engineering Consultancy were asked to undertake remedial works to allow for full maintenance access. The remedial contract was let for £24,645 with an additional amount for landscape architecture, civil engineer and structural engineer fees.
- 7.16 Members expressed extreme dissatisfaction with the situation the Council found itself in with regard to the ongoing maintenance required at the Headland paddling pool due to faults with the original design, but recognised that all avenues of recourse had been previously explored and there was no value in pursuing the issue further with the original consultants and contractors.
- 7.17 The Forum reflected that lessons had been learned from the experience of the Headland paddling pool and were supportive of the controls now in place to protect the authority during procurement processes.



Photograph 1: Rookie Lifeguards

Photograph 2: Seaton Paddling Pool



Dog Control Orders

- 7.18 At the meeting of the Neighbourhood Services Scrutiny Forum on 23 February 2011 Members learned that Dog Control Orders are another element of foreshore management services and were introduced in December 2008 as part of the 2005 Clean Neighbourhood Act. In the last year, there has been 25 fixed penalty notices issued in relation to the exclusion of dogs from the foreshores with 76 notices issued in relation to dog fouling.

Wildlife and Conservation

- 7.19 The Countryside Rights of Way (CROW) Act 2000 was brought to the attention of the Forum. This Act obliges Local Authorities to conserve and enhance special interest features of Sites of Special Scientific Interest (SSSI). The Council manages Seaton Common and Dunes and Hart Warren Dunes under Section 28 of the Wildlife and Countryside Act. This therefore means that the Council has a legally obligation to consult with Natural England before undertaking any management operations on the site which are not included in the Site Management Statement. The Crimdon to Headland coastline and much of Seaton Carew and Teesmouth coastline is classed as a RAMSAR¹ site with many areas falling within the boundaries of the Teesmouth and Cleveland Coast Special Protection Area. Coastal conservation and site maintenance activities fall under the management of the Council's Parks and Countryside Wardens, helped by the Parks and Countryside volunteers. Staff and volunteers carry out regular site checks, litter pick and manage vegetation. Members heard that these activities increase during the summer months due to increases in litter and anti-social behaviour which causes increased damage to the dune habitat. The problems originate locally and are not the result of tourism activities. The problem has been on-going for many years and the Council continue to liaise with the police in an endeavour to control it.



*Photograph 3:
volunteers improving
the foreshore*

¹ The Convention on Wetlands of International Importance, called the Ramsar Convention, is an intergovernmental treaty that provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources.

Beach Cleaning

- 7.20 The Forum was informed that the Council cleans beaches which are classed as amenity beaches. At Seaton Carew the beach tractor cleans the beach amenity area Monday, Wednesday and Friday and clears the shifting sand from the slipways and car parks. Cleansing operatives regularly patrol the Seaton promenade with hand carts to ensure non-beach areas are kept litter free. Members noted that 126 Fixed Penalty Notices in relation to dropping litter on the foreshore had been issued in comparison to 586 town wide.
- 7.21 The smaller beaches of the Headland, Fish Sands and Block Sands, are subject to tidal conditions and tractor cleaning is not feasible. During the months of April to September there is a cleaning operative who carries out litter picking duties as well as cleaning the promenades and other adjacent areas. Also, the lifeguards when operational and at quiet times will also litter pick the beaches and the paddling pool.
- 7.22 During the summer season occasional complaints are received from members of the public regarding seaweed on the beach at Block Sands. However, this beach is designated as a Special Protected Area and seaweed removal is not permitted.
- 7.23 The Forum discussed whether it would be possible to co-ordinate cleaning rotas with forthcoming public events as concern was expressed by Members that these were not co-ordinated. One example referred to was when the carnival was on at the Headland, the organisers had to clean the Fish Sands themselves.
- 7.24 Members raised concerns about the condition of the North beach and the lack of beach cleaning in this area. Concerns were raised by residents in relation to how the beaches are monitored to identify, for example, excess litter; vehicles on the beach; sand erosion.

North Sands Beach Access and Coastal Erosion

- 7.25 At the meeting of the Neighbourhood Services Scrutiny Forum on 23 March 2011 Members received further evidence from the Regeneration and Neighbourhoods department.
- 7.26 The Forum was advised by the Assistant Director of Neighbourhood Services that for over five years there have been high levels of anti social behaviour (ASB) and criminal activity on the old Steetly/ Britmag site, North West of the Headland. These activities have included high levels of flytipping and damage to the existing public footpath amounting to over £12,000 of repair costs plus officer time. Damage to the existing vehicle barrier at Brus Tunnel has amounted to repair costs in the region of £10,000 and theft of the site owner's property and also the perimeter fence line and old railway tracks.

- 7.27 Members heard that more recently there has been damage to the dunes and beach area behind the site, North Sands, caused by illegal off-road vehicles including 4x4's driving up and down the dune slopes causing irreparable damage to the micro-ecosystems that have established over many years. There have also been a number of incidents whereby illegal vehicle traffic has used the public footpath. This has resulted in conflict with the legal users as well as Council officers.
- 7.28 Members recognised that the Local Authority does not have the powers to stop vehicles or prosecute drivers for what is actually a motoring offence, specifically the Highways Act 1980, 'driving a vehicle more than 15 metres from a highway'; this is enforced by the Police. Council officers are unaware of anyone being stopped or spoken to regarding 'off road' offences and the Forum supported liaising with the Police on this issue.
- 7.29 The Forum also noted that North Sands does not have any restrictions in the way of Dog Control Orders and has always been promoted as an area where dogs can run freely. As such, enforcement patrols have been very limited and are only carried out as a reactive/ responsive service to any issues regarding dogs.
- 7.30 There has been a request from Natural England (NE) to place a seasonal 'On Leads' Order on the section of North Sands adjacent the old Steetley site. This was requested in order to protect the SSSI, as NE claim 'dogs off leads' were the main cause of disruption to the protected birds. The proposed Order will be considered as part of the overall town-wide review into Dog Control Orders. Initial consultations with residents on the Headland have revealed there is no support for any such restriction being introduced.
- 7.31 The Forum was advised that due to current legislation dog control orders cannot be considered in isolation and there is currently a one year consultation ongoing to consult on all dog control orders within the town.
- 7.32 The Shore Management Plan (2007) suggests, at the southern end of Hart Warren the coast has been taken slightly further forward by reclamation south of Spion Kop Cemetery, where it has been reinforced by gabions, and into the northern section of the Headland; by a wall and revetment. The coast is further held forward by the affect of the pipes in front of the Britmag works.
- 7.33 Members learned that without defence this whole area would erode further back more sharply than the coast to the north. The forward position of the coast to either side gives some protection to the area of the Cemetery and so under this unconstrained situation this would also suffer erosion. The main Headland defences are understood to be constructed in front of the old cliffs. There is significant pressure on this area to erode and it has been the presence of the harder cliff material which has resisted this. It is unlikely that even in the unconstrained scenario that erosion over the next 100 years would break through the ridge of land to the lower lying flood plain behind.

- 7.34 The area along this coast is a SPA, SSSI and NNR, Natural England have requested no intervention to any erosion. A further study is currently being carried which will help form the overall strategy for this area. **Appendix A** identifies provides ownership details of the North Sands Beach.
- 7.35 Members raised concerns regarding the erosion around the Spion Cop area but recognised coastal erosion was considered as part of a previous scrutiny investigation, which recommended that all avenues of funding available to deliver more coastal protection work were pursued and that extensive consultation was carried out with residents during future coastal studies.
- 7.36 The Forum heard that regarding access to the beach from the Brus Tunnel, there is a potential opportunity to create a more secure environment and discussions have commenced with Network Rail to reduce access through the Brus Tunnel to that of pedestrian use only and enable NR to access their property in a safer and more convenient manner. The attached map (**Appendix B**) identifies the old access route to the old junction box, the existing routes used by the Network Rail (NR) Staff and contractors and the proposed route that would be created from Old Cemetery Road directly into the Network Rail (NR) property. NR thus would have exclusive control of the new access point which would also address the issue regarding non suitable vehicle access to the beach.
- 7.37 The public footpath and its users would not be in conflict with illegal users or NR staff/contractors and would be safe to use. This would make the site a safer place to walk through. The proposals would also provide the Council with the opportunity to improve and enhance the entrance's and surrounds of the Brus Tunnel/Horseshoe Tunnel, and enable to Council to promote the history of the tunnel and the railway. The Forum was also made aware that funds have been identified to support a permanent solution to the closure of the tunnel to vehicles.
- 7.38 The Forum noted (with concern) the serious damage 4x4 vehicles were causing in the North Sands area and supported permanent the closure of the Brus Tunnel to vehicles, but stipulated that this would need to be carried out following consultation with local residents, Network Rail and other agencies with an interest in the tunnel, consideration would also need to be given to the potential for the closure of the tunnel to displace the problems to the Horseshoe Tunnel.
- 7.39 The Forum also recognised that there were serious local concerns regarding the former Steetly/Britmag site, but that due to the current economic climate it was unlikely that the development of the site would be attractive to businesses in the near future.

8. HOW FORESHORE MANAGEMENT SERVICES ARE PROVIDED / CO-ORDINATED IN HARTLEPOOL INCLUDING PARTNERSHIP ARRANGEMENTS WITH OTHER AGENCIES / ORGANISATIONS TAKING INTO ACCOUNT THE LEGISLATIVE REQUIREMENTS RELATING TO WATER QUALITY

- 8.1 Members of the Forum were pleased to receive evidence from the Regeneration and Neighbourhoods Department, the Environment Agency and Northumbrian Water in relation to the co-ordination of foreshore management services taking into account the legislative requirements relating to water quality.

Evidence from the Regeneration and Neighbourhoods Department in relation to Water Quality

- 8.2 It was highlighted to the Forum that a new Bathing Water Directive (2006/7/EC) comes into affect in May 2011. This new directive requires signage to be displayed about the water quality for public information. It is identified as a “new burden” on local authorities that are bathing water controllers, and as such signage funding will be provided. The three bathing waters which require signage are Seaton Carew North, Seaton Carew Central and Seaton Carew North Gare.
- 8.3 The revised Directive brings with it more stringent water quality standards. The Pass or Fail annual assessment will be replaced by a four year classification system with four classes – excellent, good, sufficient and poor.

Evidence from the Environment Agency

- 8.4 Members were pleased to receive written evidence from the Principal Water Quality Planner at the Environment Agency. The Environment Agency has general duties related to the control of water pollution and specific duties relating to bathing waters as the competent authority for implementation of the EC Bathing Waters Directive in England and Wales.

Water Pollution

- 8.5 The Environment Agency are responsible for monitoring water quality, planning how to bring about identified improvements and regulating discharges, through environmental permits to achieve these. The Environment Agency then checks that permits are being complied with and respond to environmental incidents. Incidents are recorded on a database and the four maps attached as **Appendix C, D, E and F** show the locations of all incidents reported in Hartlepool since 2001 (there are overlaps between the maps). Many of the incidents are not related to water but the ones that are have been labelled.

- 8.6 In terms of partnership working, the Environment Agency liaise closely with the Environmental Health Department within the Council regarding any incident which has the potential to affect public health. The Council also receive the results from routine bathing water sampling as soon as they become available.
- 8.7 The Environment Agency categorise incidents according to their environmental impact and respond accordingly. The environmental impact is rated from Category 1 to 4 - Category 1 represents a persistent, extensive, major impact on the environment; and Category 4 represents no impact. Category 4 incidents are not routinely attended. For more serious incidents, the scale and nature of the response depends upon the severity of the impact and the response of other parties.
- 8.8 In order to manage an incident the Environment Agency aim to stop the pollution, minimise its impact and prevent recurrence. Evidence also needs to be gathered to support regulatory or formal enforcement actions. The Environment Agency has a number of means of achieving these aims, from informal advice and guidance, through formal anti-pollution works notices or enforcement notices to civil sanctions and ultimately, prosecution. The actions used will depend upon the nature and severity of the incident. The Environment Agency can also require remediation of the effects of the incident and/or recover costs from the responsible party.

Bathing Waters

- 8.9 The European Directive (76/160/EEC) concerning Quality of Bathing Water applies in waters where "bathing is not prohibited and is traditionally practised by a large number of bathers". Such waters are designated by the Department for Environment, Food and Rural Affairs (DEFRA) and include three in the Hartlepool area: Seaton Carew North, Seaton Carew Centre and Seaton Carew North Gare. These were designated in 1987 and first monitored in 1988. The Directive specifies water quality standards and sampling requirements. There are Imperative standards, which must be met, and Guideline standards, of which it says "Member States ... shall endeavour to observe them as guidelines". The Imperative standards are enshrined in UK law in The Bathing Waters (Classification) Regulations 1991, which also stipulates that the bathing season during which they apply runs from 1 May to 30 September. Compliance with these Imperative and Guideline standards from 1988 to date is summarised in the table overleaf:-

Table 1: Compliance with the Imperative and Guideline standards:-

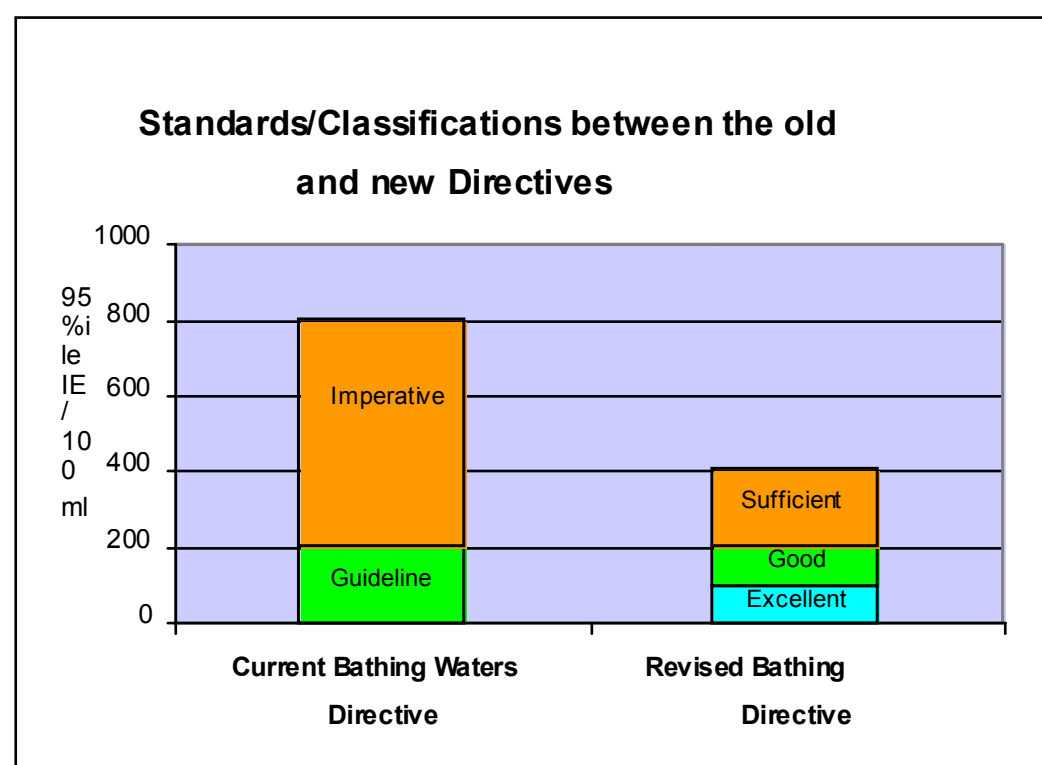
Year	North	Centre	North Gare
1988	Fail	Fail	Fail
1989	Fail	Fail	Fail
1990	Fail	Fail	Basic Pass
1991	Fail	Fail	Fail
1992	Fail	Fail	Fail
1993	Basic Pass	Fail	Basic Pass
1994	Basic Pass	Basic Pass	Basic Pass
1995	Basic Pass	Guideline	Guideline
1996	Basic Pass	Basic Pass	Basic Pass
1997	Basic Pass	Basic Pass	Guideline
1998	Basic Pass	Basic Pass	Basic Pass
1999	Basic Pass	Basic Pass	Basic Pass
2000	Basic Pass	Guideline	Guideline
2001	Guideline	Guideline	Guideline
2002	Guideline	Basic Pass	Guideline
2003	Basic Pass	Basic Pass	Guideline
2004	Basic Pass	Guideline	Guideline
2005	Basic Pass	Basic Pass	Guideline
2006	Guideline	Guideline	Guideline
2007	Guideline	Guideline	Guideline
2008	Guideline	Basic Pass	Guideline
2009	Basic Pass	Guideline	Guideline
2010	Basic Pass	Basic Pass	Guideline

- 8.10 As you can see from the table above, initially, all three beaches failed to meet the Imperative standards. This was because sewage from Hartlepool and surrounding areas was discharged without effective treatment via short sea outfalls. In the early 1990s, Northumbrian Water constructed a scheme to address this which involved interception of the existing outfalls and discharge via a long sea outfall, 3.6 km out from the high water mark at Seaton Carew. This location was chosen following a modelling exercise so that the discharge would ensure compliance of the Seaton Carew beaches with the bathing water standards. The table above shows that it has met this aim.
- 8.11 In 2000, a new sewage treatment works was built at Seaton Carew, to meet the requirements of the EC Urban Waste Water Treatment Directive. A similar works was built at Bran Sands to treat sewage from the main Teesside conurbation. Although it was not their primary purpose, these have brought about a further improvement in bathing water quality.

Revised Bathing Water Directive

- 8.12 In 2006, the EC introduced a new Bathing Waters Directive (2006/7/EEC) and the Environment Agency is working towards implementing this. It introduces a new classification system with “Sufficient”, “Good” and “Excellent” classes replacing the old Imperative and Guideline passes. Compliance will be assessed over a rolling four-year period instead of single years. The first formal reporting will be after the 2015 bathing season, so monitoring under the new regime begins in 2012. The new “Sufficient” class is approximately twice as rigorous a standard as the old Imperative pass. “Good” equates approximately to the old Guideline standard and “Excellent” is approximately twice as rigorous as this. The graph below compares the old and new standards:-

Graph 1: Standards / Classifications between old and new Directives



- 8.13 Compliance with the Directive requires that bathing waters meet the sufficient standard and this is, initially, the UK government’s primary aim. The Environment Agency will also aim to ensure that bathing water quality does not deteriorate. Consideration is being given to aim for higher standards in the future but there are no details yet on how, when or where this will be done.
- 8.14 The Environment Agency has been using results from their current monitoring to predict compliance with the new Directive. The following table shows how quality at the three Seaton Carew beaches translates to classification under the new Directive over the last seven years.

Table 2: Classification under the new Directive:-

Year	North	Centre	North Gare
2004	Good	Sufficient	Excellent
2005	Good	Sufficient	Excellent
2006	Good	Good	Excellent
2007	Good	Excellent	Excellent
2008	Good	Good	Excellent
2009	Good	Excellent	Excellent
2010	Sufficient	Good	Excellent

- 8.15 The new Directive also seeks to allow the public to make informed choices about whether, where and when to bathe and requires the provision of information. The Council as beach controllers are required to provide signs at designated beaches by 2012. DEFRA are leading on this and have provided guidance on signage. The Environment Agency believes that local authorities will be funded to provide one sign per beach.
- 8.16 There is a certain amount of crossover between the information that is required on the signs and that included in Bathing Water Profiles. These are another means of providing information to the public and are the responsibility of the Environment Agency. They provide an overview of designated beaches and sources of pollution that may affect bathing water quality. They are currently being created by the Agency's national staff using information provided locally. Local authorities and other beach operators will have sight of them (via the internet) from 10 March 2011, before they are published on the Environment Agency's website in April 2011. The Environment Agency welcome comments on them which will be taken into account in revising them before the 2012 bathing season.

Evidence from Northumbrian Water

- 8.17 The representative from Northumbrian Water highlighted to Members the importance of water treatment and how the system has developed and improved over a number of years. The Seaton Carew Headworks serves 100,000 people and consists of a pumping station and preliminary treatment works which screens and removes grit from waste water before it is transferred to Seaton Carew Sewage treatment works for secondary treatment. After treatment, the water is then pumped back to the Headworks and returned to the environment.
- 8.18 Members raised concerns about the brown foaming that appears on the beach and water near to the works. The representative informed Members that the foaming is due to algae growth in warm weather and is not linked with sewerage. Northumbrian Water does maintain the algae at a cost of £70k a time. However, Members queried whether the foam was dangerous to people's health and at what levels. A response to these concerns was not available in time for completion of the investigation and it was agreed that the information requested would be circulated to Members for information.

- 8.19 Members questioned how often bathing waters were checked by Northumbrian Water and were informed that bathing water was not checked regularly by the company. However, would be checked if a problem of sewerage was reported.
- 8.20 The representative highlighted the legislative changes to water quality, (outlined in 8.12 of this report) and the impact of the new Directive.
- 8.21 In relation to the Blue Flag Beach Award, Members questioned why the beaches did not always achieve this award. Members were informed that the Environment Agency tests the water for the Blue Flag on a set number of dates throughout the year. Criteria is applied dependant upon the weather conditions.

9. THE BALANCE BETWEEN CONSERVATION AND TOURISM IN RELATION TO HOW THE FORESHORE IS MANAGED WHILE CONTINUING TO STIMULATE ECONOMIC GROWTH

- 9.1 As part of the evidence gathering process for the undertaking of this investigation, Members invited evidence from the Regeneration and Neighbourhoods Department to gain an understanding of how a balance between conservation and tourism is achieved in relation to how the foreshore is managed while continuing to stimulate economic growth.

Evidence from the Regeneration and Neighbourhoods Department

- 9.2 Members were informed that the effective management of the coastline aids to address the balance between conservation and tourism in relation to how the foreshore is managed, while continuing to stimulate economic growth. Members welcomed a presentation from the Urban and Policy Development Manager.
- 9.3 The heritage of Hartlepool attracts many visitors. A third of all international tourists cite heritage as the main reason why they visit the UK. The historic environment is also a major attraction to an area. Investment in the historic environment attracts businesses and also brings more visitors to an area.
- 9.4 Members were presented with a range of facts and figures in relation to tourism in the Tees Valley, outlined as follows:-
 - (a) In 2009, 2.1m tourists visited the Tees Valley, attracting more than 13m day visitors;
 - (b) The visitor and business conference sectors account for 5.8% of total gross value added (GVA) in the Tees Valley in 2007;
 - (c) Between January 2008 and June 2010 over 1000 new business banking accounts were opened up for hotels, restaurants and recreation in the Tees Valley;

- (d) 20,900 people in the Tees Valley work in sectors related to the visitor economy; and
 - (e) In 2009, the visitor economy contributed £420m directly and further £142m indirectly to the Tees Valley economy.
- 9.5 In relation to the tourism benefits to the Hartlepool economy, Members were informed that:-
 - (a) The Hartlepool visitor economy was worth £47.9m in 2009 compared with £30.2m in 2003 and just £22.8m in 1997;
 - (b) There were 728,000 tourists who spent 1.2m days in Hartlepool;
 - (c) There is an estimated 835 people employed directly and indirectly in the visitor economy; and
 - (d) Tall Ships Races attracted an estimated 970,000 visitors, three quarters of which were from outside Hartlepool and the Tall Ships investment generated around £26.5m for the local economy.
- 9.6 The Forum was interested to hear about the conflicting interests of the foreshore. Whilst tourism generates significant benefits to the local economy and coastal tourism is an important part of the regeneration strategy for Hartlepool, tensions often exist. For example, in relation to, supporting development whilst maintaining character and heritage of an area; providing access to sensitive areas and landscape areas and preserving and protecting them; and accommodating the needs of visitors with the wishes of local residents.
- 9.7 Investment in the local area complements the foreshore, for example, upgrading promenades and improving facilities. Members were informed that improving access and attracting investment in environmentally sensitive areas can improve knowledge and understanding and encourage preservation.
- 9.8 Included within the Local Development Framework Core Strategy Preferred Options are policies which seek to:-
 - (a) protect sensitive landscapes, habitats, listed buildings and conservation areas and prevent inappropriate development;
 - (b) preserve and enhance conservation areas and listed buildings through high quality design, refurbishment and developments which are in keeping with the scale, nature and character of an area; and
 - (c) support economic investment and regeneration through tourism at the Marina, Town Centre, Seaton Carew and the Headland.
- 9.9 In relation to regeneration along the foreshore, the Headland Single Regeneration Budget Programme (1999 – 2007) was a major programme to develop the tourism economy based on maritime and religious heritage. The

programme was linked to an Environmental and Arts Strategy which sought to upgrade key assets, buildings and public locations, for example, the promenade, town square, Borough Hall and Heugh Gun Battery. The programme was supported by the Heritage Lottery Fund of £1m to restore and re-use key buildings and improve properties. However, residents raised concerns about how some of the improvements / projects had not been maintained.

- 9.10 Members were very keen to hear about the Seaton Carew Tourism Strategy. Its key objectives are to:
- (a) Raise standards of beach and sea cleanliness and improve coastal management;
 - (b) Improve accessibility within and into Seaton Carew;
 - (c) Maintain, develop and enhance the built environment and encourage the diversification of attractions;
 - (d) Sustain and enhance the natural environment and increase public awareness and understanding of its importance;
 - (e) Raise the profile and improve the image of Seaton Carew;
 - (f) Develop events and activities that complement and utilise existing infrastructure;
 - (g) Attract and encourage the development of a strong and diverse business network; and
 - (h) Strengthen the accommodation network.
- 9.11 As a result of the Strategy the improvements to date have included the restoration of the bus station; beach access improvements; improvements to beach cleanliness; and investment towards environmental improvements. Members of the Forum were strongly of the opinion that all residents living in the area where improvements were to be carried out should be fully consulted.
- 9.12 The Council are continuing to explore other delivery mechanisms including the Coastal Towns Grant, which will provide £200k towards the Seaton Carew Master Plan development. Some of the aims of the Master Plan include the development of sites along the foreshore; utilising Council land assets to secure resources to regenerate the foreshore; and reviewing community provision. Members raised concerns about how the Council would continue to maintain the developments into the future given the reduction in funding and resources. The Forum recognised the need to use robust materials to help reduce ongoing costs.

- 9.13 In relation to the Seaton Carew Master Plan, residents felt that they had not been kept up to date with progress and any new developments. Members were of the opinion that residents should be kept up to date with progress and consulted with over new developments.
- 9.14 The key message from the presentation was that the Council needs to ensure that proactive management works alongside positive investment.
- 9.15 Members queried whether local businesses could be approached to finance foreshore activity as local industry was already involved in the management of conservation through the Industry Nature Conservation Association (INCA). The Forum was informed that this was a possibility and that further investigation could be carried out via the Environment Partnership.

Seaton Carew Economic Growth

- 9.16 At the meeting of the Neighbourhood Services Scrutiny Forum on 23 March 2011 Members were informed by the Assistant Director of Neighbourhood Services, that the importance of Seaton Carew as a valuable visitor/tourism asset has been recognised in the Hartlepool Tourism Strategy and various regional and sub-regional policy documents and it plays an important role in Hartlepool's overall visitor offer. Along with the Hartlepool Maritime Experience, the Marina, Navigation Point and the Headland it contributes to the variety of places of visitor interest in Hartlepool. Seaton Carew foreshore also plays an important role for residents of Seaton Carew and the residents of Hartlepool generally. The beach and promenade and the various visitor related businesses are well used by Hartlepool residents.
- 9.17 The Forum heard that in recognition of the importance of Seaton Carew various efforts have been made for a number of years to support, sustain and enhance these popular assets. The Council has had success in attracting external regeneration funding (including £2m between 2002 and 2006) to support investment in the public realm, business premises and conservation buildings through grant schemes, as well as ensuring the upkeep and maintenance of the beach and lifeguard service. Recent efforts to continue this investment in Seaton Carew have been less successful as the criteria associated with securing external regeneration funding has become more restricted and funding less abundant generally. Other funding opportunities have also been explored including two unsuccessful bids submitted for Sea Change funding. These bids were aimed at developing a comprehensive masterplan for the area (outlined in 9.12) and improving the physical environment. An award of £200,000 was made to Hartlepool in March 2010 from the previous governments Coastal Towns Grant programme and it is proposed to use this alongside other investment within Seaton Carew.
- 9.18 In response to the current funding situation, work has been progressed 'in-house' to develop a masterplan for The Front at Seaton Carew. The plan which is in draft form covers the 'old fairground site' in the south, the Rocket House car park, the Longscar building and the remaining Council owned land up to the junction of Station Lane. The purpose of this plan is to bring

together the regeneration aims of the Council in a concise document, which could be used to support and guide development including any future funding bids or other delivery mechanisms for the broader regeneration of Seaton Carew. Extensive consultation exercises previously carried out relating to Seaton Carew Tourism Strategy and a previous Council scrutiny investigation around regeneration of Seaton Carew have helped identify the regeneration priorities and these have been captured in this draft Master Plan.

- 9.19 Members learned that the intention is to include this document (including other sites in Seaton Carew) as part of the Local Development Framework (LDF) where it will be developed as a Supplementary Planning Document (SPD). This will mean that when the document has been fully consulted on and adopted, it will become a part of the planning policy framework and used in the consideration of future planning applications. This will strengthen the Council's hand should it decide to pursue a CPO process to secure the acquisition and removal of the Longscar building.
- 9.20 In addition to these efforts focused at improving the area at The Front, officers have been involved in considering the potential development of other Council owned sites and how the value generated from their sale could secure resources to help deliver the regeneration of The Front, as well as improved or replacement community facilities. The community facilities in Seaton Carew including the sports hall and youth centre and library building are all in need of substantial investment and are subject to ongoing costly maintenance programmes. The Forum was advised that because of the condition of these facilities they were not attractive for members of the public to use.
- 9.21 The Forum was informed that in 2009/10 Seaton Carew residents were consulted on development briefs for sites at Elizabeth Way and Coronation Drive, which proposed their development for residential use and part of Seaton Carew Park which offered the potential for the provision of replacement community facilities. The results were reported to Cabinet in January 2010 who noted the responses but decided not to progress with the marketing of the sites at that time due to the prevalent market conditions.
- 9.22 Since this consultation exercise was carried out, the reductions in Government funding and subsequent reductions in local government expenditure has re-focused the question of future community service provision across the whole town. A recent service review carried out by the Council's Community Services Division and approved by Council currently precludes any reduction in the library service in Seaton Carew but has agreed to the closure of the existing sports hall and youth club. Provision of future community facilities in Seaton Carew may depend in part on the ability to provide sustainable alternatives through realising value through existing sites and assets.

- 9.23 Members noted that given this situation, together with the recognition that parts of the Front, particularly the Longscar Building continues to exert a negative impact on the surrounding area the Cabinet has recently agreed to revisit the marketing of Council sites at Seaton Carew. At its meeting in February 2011 Cabinet approved a marketing brief and authorised officers to carry out an informal marketing exercise involving the two housing sites and the land at The Front inviting expressions of interest from potential developers. Responses are required to include outline proposals for the sites including an indication of how they would contribute to the delivery of the draft Master Plan and proposals relating to community facilities. The exercise is expected to give an indication of the level of interest in the identified sites either individually or collectively and some guidance as to the viability of delivering the various components of the wider plan. Submissions received will be assessed in early April. The intention is to identify a preferred developer who the Council would work with, to refine their proposals which would be incorporated within the master plan and would be subject to public consultation.
- 9.24 The marketing of these sites at this time is also appropriate as it will help ensure that the master plan ties in with the proposed improvements to the sea defences. Resources have been secured to carry out improvements to the section of sea defences from the access ramp opposite Station Lane, northwards and this is due to commence shortly. Appraisal work is progressing in relation to the next stretch of sea defences southwards to treatment works, and it is hoped that a successful bid will allow work on this scheme to commence within the next two years.
- 9.25 Members were informed that whilst it is hoped the implementation of the master plan can progress as quickly as possible, there are still a number of hurdles to overcome before work can commence. The identification of viable investment package is critical, and until developer's proposals are received and assessed, it is not clear whether the value of the Council owned sites are sufficient to support the investment plans. The range and types of potential uses along The Front will also need to be assessed. Whilst the preference is to ensure the provision of additional visitor related facilities the brief has been left flexible to allow a range and mix of uses to be considered. In relation to the Longscar Hall whilst efforts will be made to acquire the building by agreement, there may be a requirement to progress CPO procedures which can take some time to progress. Members felt that action needed to be taken regarding the Longscar Hall site as it had the potential to damage the economic development of the area.
- 9.26 In response to a question regarding how the council works with local residents and businesses to overcome the difficulties faced obtaining investment in Seaton, the Forum was advised that the Council has set up the Seaton Carew Resident Action Group (SCRAG); in addition to residents this group includes representatives from local businesses, ward councillors and council officers. Members were advised that the group hasn't met for some time and the membership was last refreshed in 2007/8.

- 9.27 The Forum suggested that it was appropriate for the SCRAG group to begin meeting again on a regular basis and that a refresh of the membership would provide an opportunity for recently established businesses and newer residents to take part in the group.

Work undertaken to promote Seaton Carew

- 9.28 At the meeting of the Neighbourhood Services Forum on 23 March 2011 Members recognised that the work being undertaken to promote Seaton Carew was the subject of a previous scrutiny investigation into the Regeneration of Seaton Carew carried out in 2007/08.
- 9.29 The Assistant Director of Neighbourhood Services advised Members that the importance of Seaton Carew in terms of its complementary role in helping diversify the Hartlepool tourism offer aimed at attracting overnight stays to the town has been strongly promoted in strategies including the Hartlepool Tourism Strategy, the Tees Valley Economic Regeneration Investment Plan and the earlier city region strategies. There has been less success in the past in convincing the Regional Development Agency of the resort's strategic importance and this has led to difficulties in securing external funds through them in recent years.
- 9.30 The Forum noted that in terms of marketing, up until last year, the North East Tourism Network focused on delivering marketing to specific target markets and audiences:-

ONE North East Tourism Team – focused on three priority segments nationally and on 3 lead destinations, Newcastle/Gateshead, Durham and Northumberland. visitTeesvalley – the Area Tourism Partnership (ATP) which supported Hartlepool delivered an event led campaign, targeting potential visitors and residents within a 1-2 hour drive time.

Hartlepool Borough Council focused on supporting the activity of visitTeesvalley through a variety of activities:-

- Hoteliers Group – which meets every 2 months to promote collaborative working, to network and to discuss current needs and markets;
- Passport Group – meetings with representatives and businesses interested in the visitor economy, which also meets every two months
- Skills training e.g. Welcome Host training;
- The annual Eat Guide, where several Seaton Carew restaurants are represented;
- The Hartlepool mini-guide provides information for visitors and includes bespoke information on Seaton Carew. The guide is distributed to outlets within a two hour drive of Hartlepool;
- Individual contacts and discussions with the Economic Development Tourism Team; and

- Close links have also been developed with Saltholme and Teesmouth Nature Reserve through e.g. staff information training courses which enable them to pass information to visitors about accommodation, attractions, and facilities in Hartlepool and Seaton Carew. Seaton Carew has seen increasing benefits from these links.
- 9.31 Members learned that in addition the Council continues to support and promote events at Seaton Carew including the annual firework display, the Marina - Seaton 5k Road Race, the Midnight Walk (Breast Cancer awareness) and the annual Golf Festival which involves the Courses at Seaton Carew, Hartlepool and Redcar. Members were supportive of the annual fireworks display held at Seaton Carew and recognised the important role it plays in Cleveland Fire Brigades Bonfire Night strategy.
- 9.32 All general marketing activity was backed up by a presence on the website, through www.visitnortheastengland.com, www.visitteesvalley.co and www.destinationhartlepool.com. These three websites are all driven by the regional destination management system, *desti.ne*, (www.tourismnortheast.co.uk/site/desti.ne) which allows individual product information to feature on all three websites and also to provide the function to interlink the information with the national website, www.visitengland.com. Therefore Seaton Carew has a strong and varied presence through individual product information, events and also general editorial.
- 9.33 The changes in public finances have, however, led to the loss of ONE North East Tourism Marketing function and also the loss of visitTeesvalley in its previous format. This has also led to a gap in marketing activity with significant investment previously placed in tourism marketing being lost.
- 9.34 The Forum learned that the continuation of previous activities was being considered with Tees Valley Unlimited over the next 12 months. The main focus is web based activity as the contract for *desti.ne* finishes in March 2012 and work is ongoing across the region to identify how websites will be taken forward in the future and the best solution in particular, for Hartlepool.
- 9.35 Members of the Forum raised concerns that traditional promotion should be maintained in addition to web based promotion, to ensure those without access to the web were reached by the material.
- 9.36 The Forum was advised that there are a number of traditional methods of promotion such as the 'eat' and 'mini' guides which are prominently displayed in attractions such as Saltholme.

Work undertaken with businesses at Seaton Carew to obtain financial contributions.

- 9.37 At the meeting of the Neighbourhood Services Scrutiny Forum on 23 March 2011 Members were keen to discuss the work the Council carries out to secure contributions from local businesses towards regeneration and improvement schemes in areas such as Hartlepool and Seaton Carew. The

Forum was advised that this has traditionally proven difficult due the marginal nature of many of the businesses. In terms of general public realm works it is often difficult to persuade business owners of the direct benefits associated with such work and there is also the problem of equitability if some business is not prepared to contribute jointly towards the cost of a scheme.

- 9.38 However, Members noted that there has been more success in securing private sector investment businesses own properties, through commercial area and Heritage Economic Regeneration (HERS) Schemes where the provision of grants have led to substantial physical and visual improvements to properties within the core commercial area of Seaton Carew.
- 9.39 The Forum learned that as part of the second phase of sea defence improvements (from Station Lane southwards) the Environment Agency will be looking to secure some contribution towards the cost of these works, particularly where the sea defence improvements will facilitate private sector investment. A potential contribution may come from Northumbria Water as the works will help protect the treatment works adjacent to the fairground site. Additional contributions may be required to be made on the back of the development proposals for The Front.
- 9.40 Members were informed that the Power Station are known to have made some contributions to community groups and provided sponsorship to the Tall Ships event, it is not known if there have been any direct contributions made towards investment in the Seaton Carew resort. The Assistant Director advised the Forum that looking ahead, should the proposed replacement nuclear power station be built adjacent to the existing facility, there is the potential to gain substantial resources from the company developing the facility. From discussions with authorities who have schemes which are more advanced than the Hartlepool proposal the power companies have agreed to set up community funds totalling several million pounds to help mitigate impacts and provide community benefits.

Promotion of Seaton Carew's Natural Attractions

- 9.41 The Forum wished to explore promotion of Seaton's natural attractions at its meeting on 23 March 2011. Members were advised the in addition to the information in section 9.30 on how sites such as Saltholme, the dunes and SSSI sites are promoted, media such as the Destination Hartlepool website provide information on the attractions along the coast and the networking linked to Saltholme informs visitors about adjacent sites. These are well utilised by specialist groups such a bird watchers. Saltholme as a national attraction with excellent and developing facilities attracts visitors from across the country and in its first year received 100,000 visitors. The latest estimates indicate that 88,217 people visited Saltholme in 2009.
- 9.42 Members noted that the other local sites do not benefit from the profile of Saltholme as a flagship RSPB facility and the number of people visiting these locations is much lower. These sites are likely to remain more 'low

- key' complementary attractions which help define the nature of Seaton Carew.
- 9.43 The Council has recently come together with Stockton Borough Council and other partner organisations including government agencies such as Natural England and conservation organisations such as RSPB, to form the North Tees Natural Network. The Network links a number of sites of nature conservation value stretching from the Transporter Bridge to Seaton Carew. Key aims of the group are to promote and publicise these areas whilst showcasing how an area that is internationally important for wildlife can be an equally valuable resource for people sitting in harmony with industrial expansion and redevelopment. The Network will also endeavour to secure resources to enhance access and improve facilities for visitors for these areas, and this is also an aspiration of the Council. Another group, the Tees Valley Biodiversity Partnership has produced a wildlife guide which promotes sites such as Saltholme, Seaton Common, Teesmouth and Greatham Beck including guidance on how to get there and what to see.
- 9.44 Members recognised that difficulties in accessing funding would be experienced for some time and suggested a mixed approach involving traditional development and more effectively marketing the natural assets of the area such as the estuary and Saltholme may prove successful. The Forum also noted that going forward the Council would need to act far more as a facilitator than a provider, to secure private sector investment.

10. CURRENT AND FUTURE BUDGET PRESSURES AND HOW FORESHORE MANAGEMENT SERVICES COULD BE PROVIDED IN THE FUTURE

- 10.1 The Forum explored the impact of current and future budget pressures on the way in which foreshore management services are provided in Hartlepool, along with how these services 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

Beach Safety and Lifeguards

- 10.2 Members were informed that the Council's Parks and Countryside section, which provides the Beach lifeguard service were ask to examine the potential to reduce service cost as a result of 2011 budget pressures. A number of options were examined by Cabinet and the decision was taken, in light of previous year's experience of visitor demand to start the lifeguard service slightly later in the year making savings of £19K.
- 10.3 The Beach Safety budget is increased by the Parks and Countryside Quality and Safety Officer providing first aid, pool lifeguarding and defibrillation training to other sections in addition to providing the majority of the seasonal lifeguard training requirements and refresher courses.

- 10.4 In relation to the future delivery of beach safety and the lifeguards service, Members were provided with examples of several options, as listed below:-

(a) Outsourcing

An enquiry was made in November 2010 to the Royal National Lifeboat Institute (RNLI) for a general quote and overview of a RNLI beach lifeguard service provision in Hartlepool. However, they did not at the time of the enquiry have the capacity to take on the provision of a beach lifeguard service during 2011. Unfortunately, RNLI were not able to provide a like-for-like service. The services offered would include recruitment, selection and training of new lifeguards each year; equipment provision; and uniforms. The RNLI would require, if available, access to suitable buildings to operate the service from and would not provide the current services additionally undertaken by the existing Council lifeguard service. An additional financial cost with outsourcing is the client contract management role which would need to fall to a Hartlepool Borough Council Officer to ensure the service is being delivered as requested.

(b) The delivery and associated income increase through training programmes and event coverage.

Members were informed that the Council lifeguard service has been developed with a proactive culture, doing foot patrols, liaising more with the public and providing safety information. The flexibility of the lifeguard service allows it to react to changing circumstances which is a huge benefit to controlling frontline service costs. The use of zero-hour fixed term seasonal contracts means staff costs can be closely controlled. The flexibility of the lifeguards to contribute to associated daily maintenance routines such as paddling pool cleaning, water quality monitoring and dosing allows other staff to continue to concentrate on core responsibilities during the busy summer period. There is potential to generate income through the provision of further watercraft and safety training courses to outside agencies and private individuals. This is in addition to pool lifeguard training and various first aid courses that are currently run to generate a limited income annually.

Options summary Beach Safety and Lifeguards:

BEACH SAFETY AND LIFEGUARD SERVICE		
Costs	HBC Lifeguard Service	RNLI Lifeguard Service
Staffing	Lifeguard pay/ NI	Lifeguard pay/NI
Training lifeguards and running service	Training and running lifeguards part of P&C Quality and Safety Officer responsibility	RNLI train and run lifeguards

Monitoring	No additional costs	HBC would need to assign Client Contract Management role to HBC staff member to oversee RNLI
Services Provided	HBC Lifeguard Service	RNLI Lifeguard Service
Lifeguard observations and emergency action	Yes	Yes
Lifeguard Supervision and safety advice	Yes	Yes at a reduced level
Dog advice	Yes	Yes at a reduced level
Litter picks and other beach cleaning	Yes	No
Paddling Pool duties	Yes	No
Assisting with beach events	Yes	No
Lifeguarding other open water events	Yes	No

Paddling Pools

Potential future for the Paddling Pool service

- 10.5 The paddling pools attract plenty of local interest and there is an established demand for this facility especially in the summer months. There are, however some options that could be considered if there was a need to reduce the paddling pools day-to-day operation costs.
- 10.6 Members raised concerns about the cost of the maintenance of the paddling pools and questioned whether maintaining the pools was the most cost effective solution as opposed to rebuilding. Members felt that eventually the pools would become irreparable. The Forum wanted the paddling pools to remain open but to be maintained in the most cost effective way.
- 10.7 At the meeting of the Forum on 23 March 2011 Members were provided with details of the ongoing revenue costs of providing a paddling pool service to the residents of the Headland and Seaton Carew and to the visitors and tourists. These are identified in the table overleaf. The table includes all maintenance costs except costs for checking and cleaning which averages around 12 – 13 hours per week of Officer Time (Lifeguard, Playground inspector and the Beach Safety officer):-

Year	Headland (£)	Seaton Carew (£)
2005/06	10,593	9,300
2006/07*	2,599	15,010
2007/08	10,027	2,902
2008/09**	5,665	395
2009/10	7,542	481
2010/11	3,598	4,309

* cost of supply new Ozonator £12,575

** Assignment of cleaning duties from DSO to Beach Safety & Playground Inspection team resulted in efficiency savings in 2008/9.

- 10.8 The Forum was reminded that the Headland paddling pool has a bromine dosing system and a filtration system, whereas the Seaton paddling pool is dosed with calcium hypochlorite and tested twice a day and dosed as required, it also has a ozonator. The Block Sands paddling pool dosing system has been found to be inadequate and as such is manually dosed twice a day. The pool is emptied, cleaned and refilled once a week which can take up to six hours.
- 10.9 The Forum heard that in addition to the sub standard sub base additional problems have occurred with the paddling pool underlying pipe work, i.e. the pipe work from the plant room which the pool water runs through to the pool inlet collapsed because of the movement which resulted with flow problems to the pool.
- 10.10 As far a remedial works were concerned starting with the resurfacing around the pool area i.e. resurfaced with a more appropriate, sustainable, long-term material which could cost in the region of £110,000 including fees. The blue surfacing may look attractive when first laid but experience has shown this surfacing is unsuitable for the area due to the close proximity to the sea. There are a variety of different materials which have been used for foundation / sub base purposes in this area and remedial action would include the excavation and replacement of the pool base with a flexible material to withstand the movement. To replace the pool, including addressing the jointing issues to the base and the perimeter stonework the costs would be in the region of £125,000; replacement of lighting £5,000; and general repair/repainting works circa £10,000. For the purposes of this investigation the Scrutiny Forum should look at replacement costs of £250,000 to replace the Block Sands Paddling Pool.
- 10.11 The replacement of the pool however would not remove all the maintenance issues associated with the site, as the considerable diversity of materials underlying the site would still remain. This would seem to be causing differential settlement across the area resulting in surface cracking, movement of walls and damage to pipe work. Other issues associated with the extreme site conditions of the paddling pool (proximity to the sea, exposure, etc.) would also remain. A complete refurbishment is estimated to cost over £1 million; this would include significant excavation works to remove areas of made-up ground with replacement with a more homogenous, appropriate

material. The quantities involved and the waste removal costs are likely to be substantial and there will also be potential for any such works to impact on adjacent areas of surfacing, walls, steps, ramps, etc. This would effectively involve the removal of the paddling pool and its complete reconstruction including for a new base with expansion joints, etc. and new surfacing for the entire area. The exact nature of the works required would have to be determined following detailed site investigation and design work by the Building Consultancy and Engineering Consultancy.

- 10.12 In relation to the future delivery of the paddling pool service, at the meeting of the Forum on 23 February 2011 Members were provided with examples of different options, as listed below:-

Summary of suggested options for the paddling pool service

PADDLING POOLS		
Current Service	Reduced Service	Service Removed
Block Sands – Currently opens at Easter Seaton – Currently opens the beginning of May	Both pools open at Whit – saving on chemicals, water, staffing and day to day maintenance costs.	Public and political concerns to resolve
Block Sands – Emptied, cleaned and refilled weekly Seaton – Emptied, cleaned and refilled daily (in 2010 no complaints were received regarding the cleanliness of both pools)	Cleaning reduction – Emptied, cleaned and refilled every two to four weeks depending on use – potential increase in complaints and increase risk to public health	Public and political concerns to resolve

- 10.13 The Forum recognised that the paddling pools, whilst costly to maintain, were an asset greatly valued by local people and were part of the Town's heritage. The Forum fully supported the continuation of a paddling pool service, though replacing the Headland paddling pool was not a viable option during the current economic climate.

Various Rights

- 10.14 The Various Rights Service consists of two plots next to the Seaton Carew paddling pool where providers of a bouncy castle and small children's rides can annually tender to occupy the sites for trading. They can tender for the Summer and Winter seasons. The Council has an annual income from the Various Rights programme of approximately £1,200 which goes into the Foreshore budget to support service delivery.
- 10.15 Historically, the Various Rights included street trading but the Licensing Section took over this a few years ago and the Foreshore Section retained the children's attractions. In the past, the Various Rights programme had more sites for these attractions but as areas on the foreshore have been refurbished or landscaped the number of sites has diminished. This year to increase income and offer more facilities the Council are looking to expand the Various Rights programme at the Seaton Carew paddling pool from two sites to four sites.

Potential future for the various rights service

- 10.16 The Seaton redevelopment proposals include substantive investment into the seafront green space. The department are looking to draw investment into this green space to build in a variety of natural play space opportunities for children and families. It is also hoped to invest in strong revitalised landscaping and planting schemes that further enhance the attraction of this valuable coastal resource for residents and visitors alike. As part of this green space investment the scope potentially exists to incorporate a small number of well sited and sensitive various rights opportunities that enhance the recreational attraction of this area.
- 10.17 In relation to the future delivery of the various rights service, Members were provided with examples of several different options, as listed below:-

Summary of suggested options for the various rights service

VARIOUS RIGHTS	
Current Service	Increased Service
Two sites at Seaton Carew's Paddling Pool – Small children ride and bouncy castle	Increase to four sites at Seaton Carew paddling pool, and look to provide a small number of sensitive additional various rights at north Coronation Drive green space site as redevelopment proposals allow.
Current approximate income is between £1,000 - £1,200	Potentially the income from various rights could double at Seaton Paddling Pool in the short term.

Beach Cleaning

Potential future for beach cleaning

- 10.17 There is currently one operative qualified to drive the tractor within the Neighbourhood Management team. On occasions when the team has a shortage of cleaning operatives in other town wide areas, the beach cleaning operative is removed from beach cleansing duties to cover the shortfall. The department informed Members that they would explore whether the transfer of responsibility for beach cleansing to the Parks and Countryside section, who currently operate a small fleet of tractors might improve service delivery.

Summary of suggested options for the beach cleaning service

- 10.18 In relation to the future delivery of beach cleaning services, Members were provided with examples of several options, as listed below:-

BEACH CLEANING CONSIDERATIONS	
Current Service	Future Consideration
Beach Cleaning under Neighbourhood Management	Beach Cleaning under Parks and Countryside
Beach cleaning operations are completed Monday, Wednesday and Friday	Look to increase the number of days beach cleaning is completed
One operative who is regularly removed from their normal duties to cover staff shortages elsewhere, this occasionally results in complaints from the public regarding litter on the beach especially after a sunny day	Only remove operative to do other duties if absolutely necessary and in their absence the Parks and Countryside Section have other operatives trained to use the beach tractor potentially resulting in a reduction in complaints.

11. CONCLUSIONS

- 11.1 The Neighbourhood Services Scrutiny Forum concluded that:-

- (a) the foreshore is an asset to Hartlepool and should be used to encourage and attract people to the town;
- (b) the paddling pools should be maintained as they are an asset greatly valued by local people and are a feature of the town's heritage;
- (c) lessons had been learned following the procurement of the Headland paddling pool and there was no value in pursuing the consultant and contractors further on this issue;

- (d) communication between the Council and its partner organisations is essential to improving the quality of bathing water;
- (e) working in partnership with developers to encourage investment in sites along the foreshore is necessary to stimulate economic growth;
- (f) local industry / businesses may be able to provide funding to finance developments along the foreshore;
- (g) there are improvements to be made to areas of the foreshore, but acknowledge that in the economic climate, improvements can only be made if funding is available;
- (h) if improvements are made to sites along the foreshore, residents should be fully consulted on the proposals and be kept up to date on the progress of the development;
- (i) there are serious local concerns regarding the old Steely/Britmag site and 4x4 access to the Beach;
- (j) there is support for the permanent closure of the Brus Tunnel to vehicles;
- (k) services need to be fully co-ordinated to order to deliver a cost effective service; and
- (l) the promotion of local attractions should include traditional methods as well as web based promotion;
- (m) the seaweed on the Block Sands is unpleasant and may cause accidents; the designation of this area as an SSSI may be inappropriate.

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 co-ordinates its beach cleaning services with forthcoming public events in order to provide an improved public service;
- (b) That the Council works with local businesses / industry and developers to explore and encourage investment opportunities to assist in the future development and restoration of foreshore activities;
- (c) That the Headland and Seaton Carew paddling pools be kept open and work undertaken to identify the most cost effective means of dealing with ongoing maintenance issues;

- (d) That the Council fully consults with residents on any improvements which are to be made to sites along the foreshore and ensures that residents are kept up to date on the progress of the improvements;
- (e) That the Seaton Carew Residents Action Group is re-launched and the membership refreshed to provide a suitable forum to engage with local residents and business and encourage their input into the economic development of Seaton;
- (f) That, in marketing areas of interest to tourists along the foreshore, in addition to traditional attractions, increased emphasis should be placed upon the promotion of Hartlepool's natural assets (i.e. Saltholme and other sites of special scientific interest);
- (g) That the promotion of tourist attractions / events in Hartlepool should continue to be undertaken through traditional means, in addition to web based approaches, in order to reach as wide an audience as possible;
- (h) That the Council provides guidance and support to local business and groups to access funding to improve the appearance of the foreshore;
- (i) That concerns regarding the lack of formal response(s) to residents reports of vehicular access to the beach via the Brus Tunnel, and nuisance on / damage to the beach and dunes, be relayed to Cleveland Police; and
- (j) That a permanent solution is explored to close the Brus Tunnel to vehicles, utilising funds obtained in relation to the vandalised camera on the site, giving consideration to:-
 - (i) Professional advice from Network Rail, Cleveland Police, CCTV operators and Council Officers; and
 - (ii) Views of local residents.

13. ACKNOWLEDGEMENTS

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

Hartlepool Borough Council:

Dave Stubbs – Director of Regeneration and Neighbourhoods
Denise Ogden - Assistant Director, Neighbourhood Services
Chris Wenlock – Parks and Countryside Manager
Debbie Kershaw – Quality and Safety Officer

Derek Gouldbum – Urban and Planning Policy Manager
Peter Graves - Townscape Heritage Initiative Manager

External Representatives

Dave Mitchell - Northumbrian Water
Roger Inverarity - Environment Agency
Local residents

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

MAY 2011

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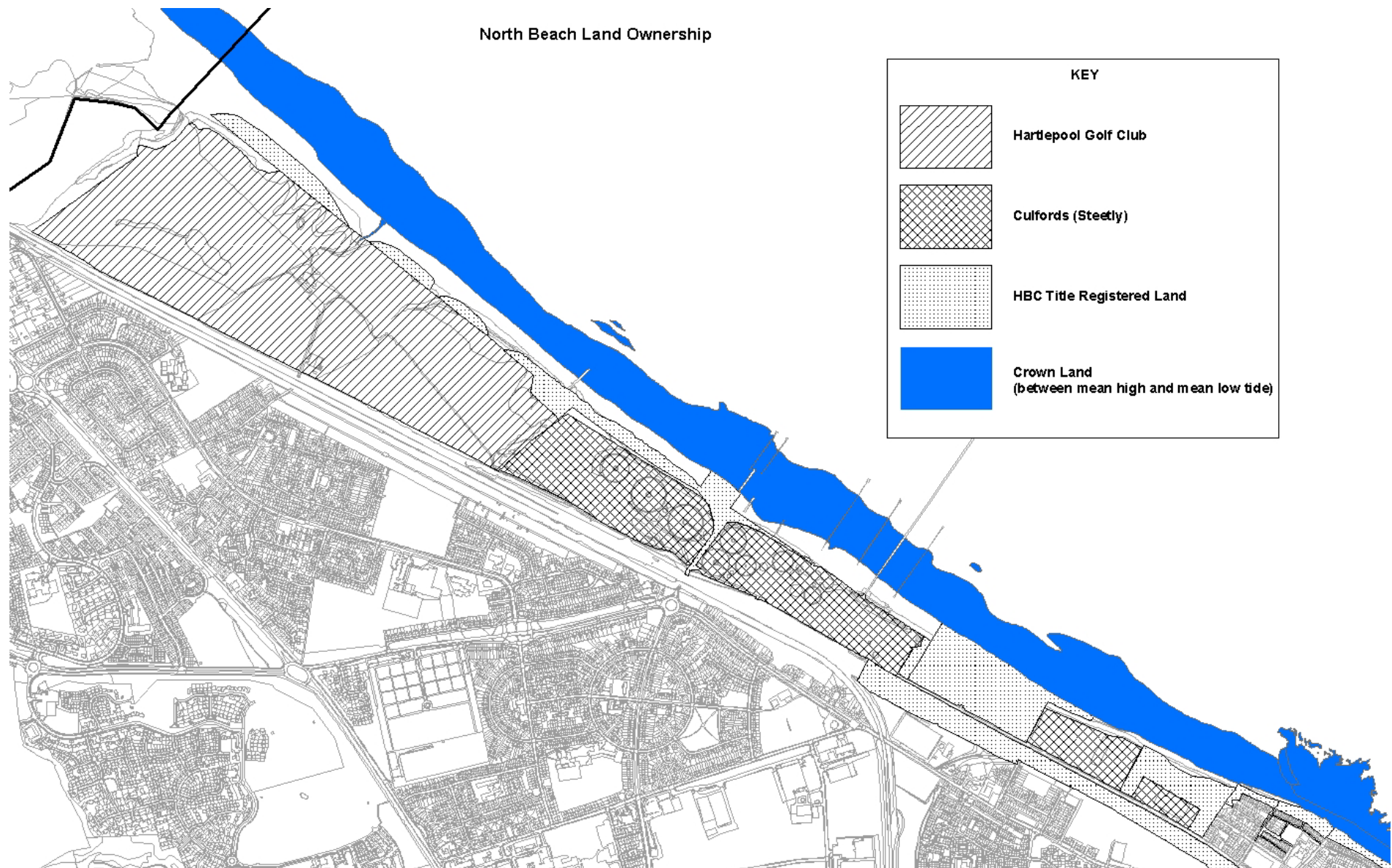
BACKGROUND PAPERS

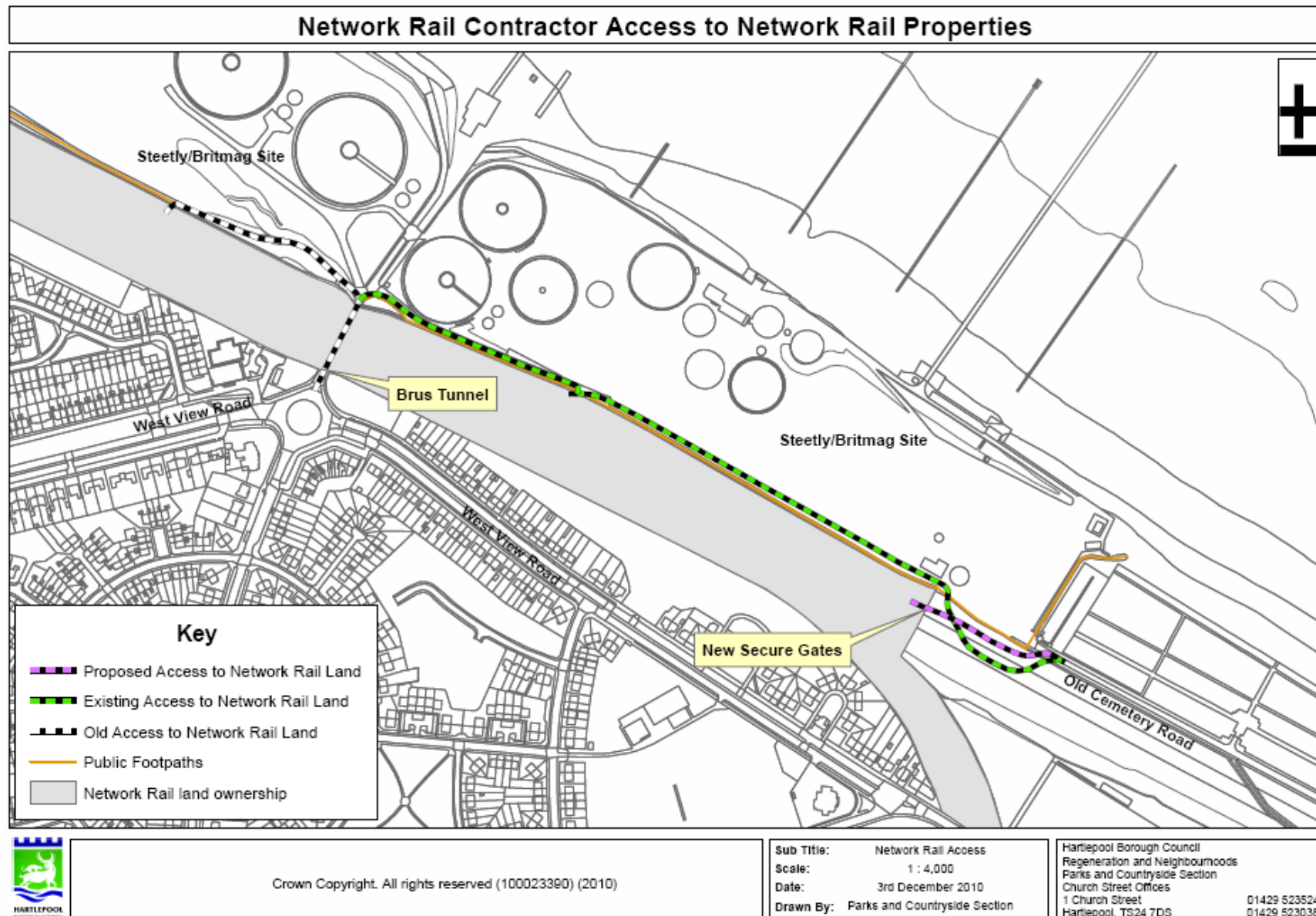
The following background papers were used in preparation of this report:-

- (i) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Foreshore Management – Scoping Report' presented to the Neighbourhood Services Scrutiny Forum of 19 January 2011.
- (ii) Report of the Scrutiny Support Officer entitled 'Foreshore Management – Setting the Scene Presentation: Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 19 January 2011.
- (iii) Presentation from Officers from the Regeneration and Neighbourhoods Department entitled 'Foreshore Management' presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 19 January 2011.
- (iv) Report of the Scrutiny Support Officer entitled 'Investigation into Foreshore Management – The Co-ordination of Foreshore Management Services – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 23 February 2011.
- (v) Written evidence from the Environment Agency entitled 'The Environment Agency's Role in Beach Management in Hartlepool' presented to the Neighbourhood Services Scrutiny Forum of 21 February 2011.
- (vi) Report of the Scrutiny Support Officer entitled 'Investigation into Foreshore Management – The Balance between Conservation and Tourism in Relation to how the Foreshore is Managed Including Current and Future Budget Pressures' presented to the Neighbourhood Services Scrutiny Forum of 23 February 2011.
- (vii) Presentation from Officers from the Regeneration and Neighbourhoods

- Department entitled “Foreshore Management” presented to the Neighbourhood Services Scrutiny Forum of 23 February 2011.
- (viii) Report of the Director of Regeneration and Neighbourhoods entitled ‘Foreshore Management Services’ presented to the Neighbourhood Services Scrutiny Forum of 23 February 2011.
 - (ix) Report of the Scrutiny Manager entitled ‘Foreshore Management: Additional Information Requested at the Meeting of the Neighbourhood Services Scrutiny Forum of 23 February 2011 – Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 23 March 2011.
 - (x) Report of the Director of Regeneration and Neighbourhoods entitled ‘Seaton Carew – Economic Growth’ presented to the Neighbourhood Services Scrutiny Forum on 23 March 2011.
 - (xi) Report of the Director of Regeneration and Neighbourhoods entitled ‘Foreshore Management Services’ presented to the Neighbourhood Services Scrutiny Forum on 23 March 2011.
 - (xii) Minutes of the Neighbourhood Services Scrutiny Forum held on 19 January 2011, 23 February 2011, 23 March 2011 and 11 April 2011.

8.3 APPENDIX A





THORPE STREET SEWAGE PUMPING STATION

2008/04/11
2009/03/13
2009/03/29

2010/11/19
Fire

2002/01/26
Dead sea gull - botulism

2010/06/19
Possible algal bloom

SOFT LEAS SEWAGE PUMPING STATION

2001/10/16
Diesel spill

DOCKMASTERS OFFICE, HARTLEPOOL DOCK - HEEREMA HARTLEPOOL

PILOTS' ACCOMMODATION, FISH QUAY, HARTLEPOOL

Croft on Heugh

FISH QUAY TOILET FACILITIES, HARTLEPOOL

Noise and dust from
loading scrap onto
ships

Middleton

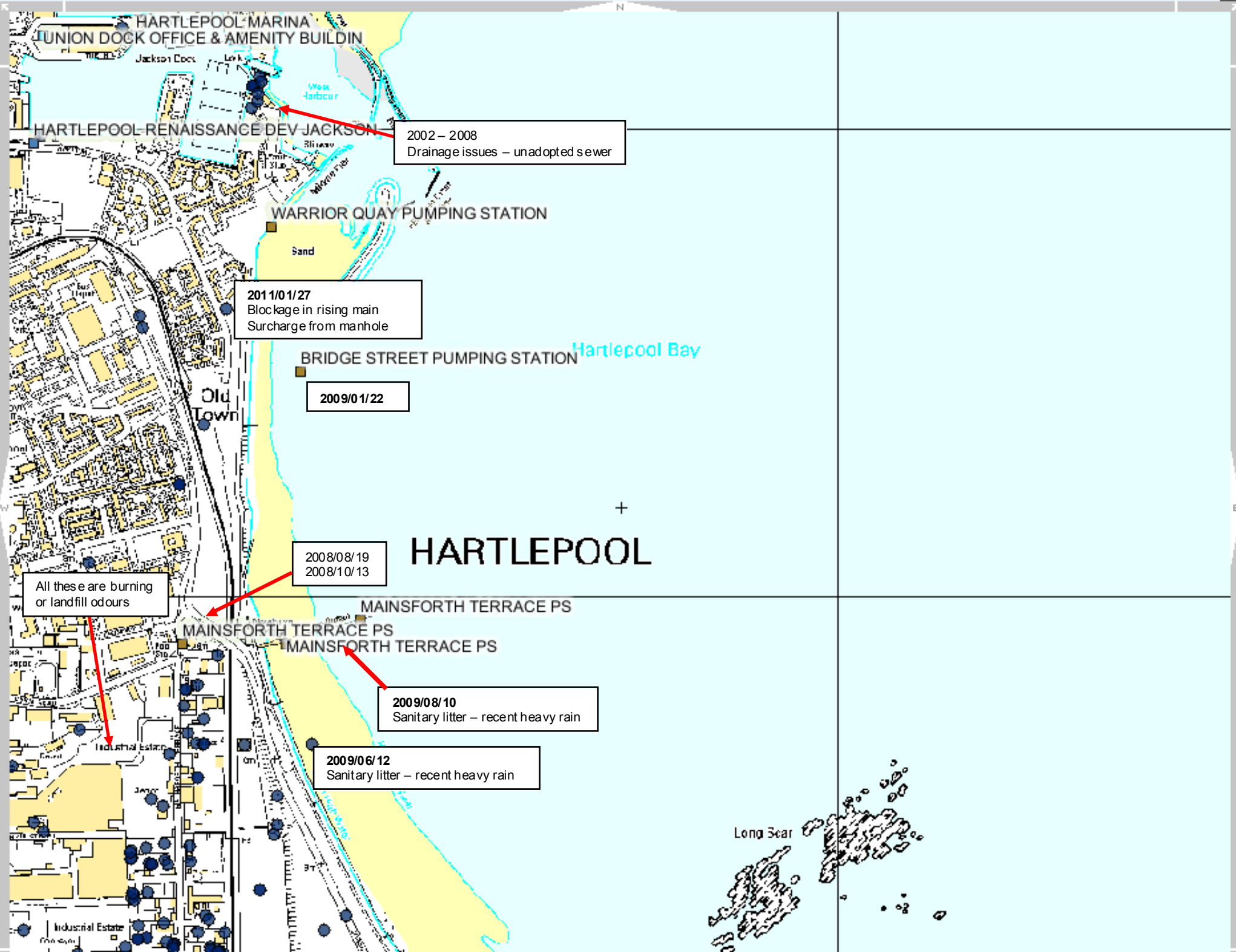
2006/08/24
30-40 dead fish

COMMUNISATIONS HARBOUR

FISH SANDS

MIDDLETON BEACH OUTFALL

PILOT PIER OUTFALL



HARTLEPOOL

MAINSFORTH TERRACE PS

MAINSFORTH TERRACE PS

MAINSFORTH TERRACE PS

2009/08/10

Sanitary litter – recent heavy rain

2009/06/12

Sanitary litter – recent heavy rain

Long Sear

Carr House Sands

THE STELL OUTFALL 8

WARRIOR DRIVE PUMPING STATION

BAR & RESTAURANT DEVELOPMENT

Carr House Junior

All these are either
Landfill odours or
burning incidents

Little Sear

0.4km

Tees Bay

SEATON CAREW SEWAGE TREATMENT WORKS

2008/04/25
2008/04/26
2008/05/07
2008/06/11
2008/06/20
2008/07/12

2007/05/18
Sanitary litter

2004/04/29
Sanitary litter – possible CSO

2010/05/26
Sanitary litter
Source not ID'd

2005/08/11
Sanitary litter

Scaton
Carew

SOUTH END SEWAGE PUMPING STATION

2003/05/20
Low UV dose

2003/01/15
Radionuclide at power station

SEATON CAREW GOLF CLUB

2002/03/28
Storm overflow - powercut

Seaton Sands

2004/12/20
Sewage litter
Source not ID'd

2002/08/22
Oil

2001/11/19
Dead sea birds
Possible botulism

2005/03/11
Blue plastic balls

2006/09/11
Sewage material
Source not ID'd

HARTLEPOOL POWER STATION
HARTLEPOOL POWER STATION

Tees I

TOFTS FARM EAST INDUSTRIAL ESTATE P

Seaton Carew
Golf Links

Seaton Sluick

CABINET REPORT

23 May 2011



Report of: Director of Regeneration and Neighbourhoods

Subject: ACTION PLAN – FORESHORE MANAGEMENT

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 'Foreshore Management'.

2. SUMMARY OF CONTENTS

- 2.1 The report provides brief background information into the 'Foreshore Management' 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 during 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 'Foreshore Management'.

Report of: Director of Regeneration and Neighbourhoods

Subject ACTION PLAN – FORESHORE MANAGEMENT

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 'Foreshire Management'.

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 'Foreshire Management', 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 Holders.
- 2.2 The aim of the investigation was to evaluate the provision of Foreshire Management services in Hartlepool.

3. ACTION PLAN

- 3.1 As a result of the Neighbourhood Services Scrutiny Forum's investigation into 'Foreshire Management', the following recommendations have been made:-
- (a) That the Council co-ordinates its beach cleaning services with forthcoming public events in order to provide an improved public service;
 - (b) That the Council works with local businesses / industry and developers to explore and encourage investment opportunities to assist in the future development and restoration of foreshore activities;
 - (c) That the Headland and Seaton Carew paddling pools be kept open and work undertaken to identify the most cost effective means of dealing with ongoing maintenance issues;
 - (d) That the Council fully consults with residents on any improvements which are to be made to sites along the foreshore and ensures that residents are kept up to date on the progress of the improvements;

- (e) That the Seaton Carew Residents Action Group is re-launched and the membership refreshed to provide a suitable forum to engage with local residents and business and encourage their input into the economic development of Seaton;
- (f) That, in marketing areas of interest to tourists along the foreshore, in addition to traditional attractions, increased emphasis should be placed upon the promotion of Hartlepool's natural assets (i.e. Saltholme and other sites of special scientific interest);
- (g) That the promotion of tourist attractions / events in Hartlepool should continue to be undertaken through traditional means, in addition to web based approaches, in order to reach as wide an audience as possible;
- (h) That the Council provides guidance and support to local business and groups to access funding to improve the appearance of the foreshore;
- (i) That concerns regarding the lack of formal response(s) to residents reports of vehicular access to the beach via the Brus Tunnel, and nuisance on / damage to the beach and dunes, be relayed to Cleveland Police; and
- (j) That a permanent solution is explored to close the Brus Tunnel to vehicles, utilising funds obtained in relation to the vandalised camera on the site, giving consideration to:-
 - (i) Professional advice from Network Rail, Cleveland Police, CCTV operators and Council Officers; and
 - (ii) Views of local 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 'Foreshore Management'.

OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Neighbourhood Services Scrutiny Forum

NAME OF SCRUTINY ENQUIRY: Foreshore Management

DECISION MAKING DATE OF FINAL REPORT: May 2011

	RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(a)	That the Council co-ordinates its beach cleaning services with forthcoming public events in order to provide an improved public service.	The Quality and Safety Officer will liaise with Environmental Supervisors as and when events take place.	None	D Kershaw	31 May 2011
(b)	That the Council works with local businesses / industry and developers to explore and encourage investment opportunities to assist in the future development and restoration of foreshore activities.	Identify preferred developer to support the progression of the Seaton Carew master plan and development of key sites.	None	D Gouldburn	31 May 2011
(c)	That the Headland and Seaton Carew paddling pools be kept open and work undertaken to identify the most cost effective means of dealing with ongoing maintenance issues.	Quality and Safety Officer will explore effective and efficient means to keep the paddling pools open within existing resources. Subject to any proposals and/or requirements in respect of the budget process for 12/13.	None	D Kershaw	31 August 2011

OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Neighbourhood Services Scrutiny Forum

NAME OF SCRUTINY ENQUIRY: Foreshore Management

DECISION MAKING DATE OF FINAL REPORT: May 2011

	RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(d)	That the Council fully consults with residents on any improvements which are to be made to sites along the foreshore and ensures that residents are kept up to date on the progress of the improvements.	Neighbourhood Management Consultative mechanisms will be employed to ensure residents are consulted with regarding the development of the Foreshore.	None	D Frame	31 May 2011
(e)	That the Seaton Carew Residents Action Group is re-launched and the membership refreshed to provide a suitable forum to engage with local residents and business and encourage their input into the economic development of Seaton.	SCRAG will be used as a sounding board on emerging development proposals that flow from the overall master plan delivery process. Membership of SCRAG will be reviewed as and when required in relation to each regeneration issue, to ensure membership is appropriate and adds the most value to the process.	None	D Gouldburn	30 June 2011
(f)	That, in marketing areas of interest to tourists along the foreshore, in addition to traditional attractions,	To work with key internal (Parks & Countryside Teams, Cultural Services) and external partners to provide and deliver on information	Within existing resources	J Cole	31 May 2011

OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Neighbourhood Services Scrutiny Forum

NAME OF SCRUTINY ENQUIRY: Foreshore Management

DECISION MAKING DATE OF FINAL REPORT: May 2011

	RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
	increased emphasis should be placed upon the promotion of Hartlepool's natural assets (i.e. Saltholme and other sites of special scientific interest).	collection to support marketing activity to promote Hartlepool's natural assets.			
(g)	That the promotion of tourist attractions / events in Hartlepool should continue to be undertaken through traditional means, in addition to web based approaches, in order to reach as wide an audience as possible.	Hartlepool's assets will continue to be promoted within the key piece of tourism print, the Hartlepool Mini Guide.	Within existing resources	J Cole	30 June 2011
(h)	That the Council provides guidance and support to local business and groups to access funding to improve the appearance of the foreshore.	Whilst funding opportunities are currently limited, as funding streams come on line, advice and support will be given to local businesses.	Some match funding may be necessary depending upon funding opportunity guideline.	A Golightly / A Steinberg	31 May 2011
		Provide advice and guidance to tourism related businesses through	None	Jo Cole	31 May 2011

OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Neighbourhood Services Scrutiny Forum

NAME OF SCRUTINY ENQUIRY: Foreshore Management

DECISION MAKING DATE OF FINAL REPORT: May 2011

RECOMMENDATION		EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
		the two key networks – Hotels Group and Passport Group			
(i)	That concerns regarding the lack of formal response(s) to residents reports of vehicular access to the beach via the Brus Tunnel, and nuisance on / damage to the beach and dunes, be relayed to Cleveland Police.	Neighbourhood Managers and Community Safety Team will feed concerns to Hartlepool Neighbourhood Police	None	K Oliver	31 May 2011
(j)	That a permanent solution is explored to close the Brus Tunnel to vehicles, utilising funds obtained in relation to the vandalised camera on the site, giving consideration to:- (i) Professional advice from Network Rail, Cleveland Police, CCTV operators and Council Officers; and	Agencies will be involved in providing a permanent solution.	Dependent upon final design	C Scaife	31 October 2011

OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Neighbourhood Services Scrutiny Forum

NAME OF SCRUTINY ENQUIRY: Foreshore Management

DECISION MAKING DATE OF FINAL REPORT: May 2011

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(ii) Views of local residents.	Special meeting of the North Neighbourhood Consultative Forum to be arranged.	None	K Oliver	31 May 2011

CABINET REPORT

23 May 2011



Report of: Regeneration and Planning Services Scrutiny Forum

Subject: FINAL REPORT – SERVICES AVAILABLE TO MALE VICTIMS OF DOMESTIC ABUSE

SUMMARY

1. PURPOSE OF REPORT

- 1.1 To present the Final Report of the Regeneration and Planning Services Scrutiny Forum following its investigation into 'Service Available to Male Victims of Domestic Abuse'.

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 15 April 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 13.1 of the bound report, which is attached to the back of the papers for this meeting.



REGENERATION AND PLANNING SERVICES SCRUTINY FORUM

FINAL REPORT SERVICES AVAILABLE TO MALE VICTIMS OF DOMESTIC ABUSE

MAY 2011

CABINET
23 May 2011



Report of: Regeneration and Planning Services Scrutiny Forum

Subject: FINAL REPORT – SERVICES AVAILABLE TO MALE VICTIMS OF DOMESTIC ABUSE

1. PURPOSE OF REPORT

- 1.1 To present the findings of the Regeneration and Planning Services Scrutiny Forum following its investigation into 'Services Available to Male Victims of Domestic Abuse'.

2. SETTING THE SCENE

- 2.1 At the meeting of this Forum on 8 July 2010, Members determined their work programme for the 2010/11 Municipal Year. The issue of 'Domestic Abuse Services available to Male Victims' was selected as the second Scrutiny topic for consideration during the current Municipal Year.
- 2.2 The Home Office definition of Domestic Violence is "any threatening behaviour, abuse or abuse between adults who are or have been in a relationship, or between family members. It can affect anybody, regardless of their gender or sexuality. The abuse can be psychological, physical, sexual or emotional."
- 2.3 According to Home Office Statistics for 2008/09 more than one in four women (28%) and around one in six men (16%) had experienced domestic abuse (any emotional, financial or physical abuse, sexual assault or stalking by a partner or family member) since the age of 16. These figures are equivalent to an estimated 4.5 million female victims of domestic abuse and 2.6 million male victims. Women were significantly more likely to tell someone about the abuse than men (81% of women compared with 59% of men), including telling the police.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 The overall aim of the Scrutiny investigation was to assess the availability, ease of access and effectiveness of services provided to male victims of domestic abuse in Hartlepool.

4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

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

- (a) To gain an understanding of the overall aim of services provided to male victims of domestic abuse and what positive outcomes look like;
- (b) To examine how domestic abuse services for male victims are currently provided in Hartlepool, including the input of partner organisations;
- (c) To assess the effectiveness of the delivery of services provided to male victims of domestic abuse in Hartlepool in comparison to local and national baselines;
- (d) To gain an understanding of the impact of current and future budget pressures on the way in which male domestic abuse services are provided in Hartlepool;
- (e) To explore how male domestic abuse services 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 REGENERATION AND PLANNING SERVICES SCRUTINY FORUM

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

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 20 January 2011 to 31 March 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) Presentations and verbal evidence from representatives of Cleveland Police, Harbour, Housing Hartlepool and Victim Support;
 - (c) Written evidence received from the Probation Service, Social Services and the Youth Offending Service;
 - (d) Information from Durham County Council Scrutiny Sub-committee for Strong Healthy and Safe Communities' investigation entitled 'A Hidden Truth... A Scrutiny Report about Domestic Abuse in County Durham';
 - (e) Statistics and case studies from the Mankind Initiative;
 - (f) Details of Brighton and Hove's Citywide Strategy for Men and Boys, provided by The Men's Network;
 - (g) Case studies received from local residents.

For help and assistance with domestic abuse issues please contact:

Cleveland Police

Tel: 01642 302168
web: www.cleveland.police.uk

Safer Hartlepool Partnership

Tel: 01429 270110 (24 Hour)
web: www.saferhartlepool.co.uk

Harbour

Tel: 01429 277508 (24 Hour)
e-mail: hartlepoolrefuge@myharbour.org.uk
web: www.myharbour.org.uk

Victim Support

Tel: 01429 221920
web: www.victimsupport.org.uk

The ManKind Initiative

Tel: 01823 334244 (Mon-Fri 10am-4pm & 7pm-9pm)
web: www.mankind.org.uk

The Men's Advice Line

Tel: 0808 8010327 (Mon-Fri 10am-1pm & 2pm-5pm)
e-mail: info@mensadviceline.org.uk
web: www.mensadviceline.org.uk

Broken Rainbow (LGBT)

Tel: 0300 9995428 (Mon & Thur 2-8pm Wed 10-5pm)
web: www.broken-rainbow.org.uk

IN AN EMERGENCY RING 999

FINDINGS

7 OVERALL AIM OF THE PROVISION OF SERVICES TO MALE VICTIMS OF DOMESTIC ABUSE AND WHAT POSITIVE OUTCOMES LOOK LIKE

- 7.1 The Regeneration and Planning Services Scrutiny Forum gathered evidence regarding the aim of the provision of services to male victims of domestic abuse and what positive outcomes look like. Information considered by Members is as follows:-

British Crime Survey Statistics

- 7.2 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 3 February 2011 Members considered a report by The ManKind Initiative entitled 'Male Victims – Domestic and Partner Abuse Statistics'. This report utilised data from the British Crime Survey (2008/09) which is based on anonymous large scale surveys to address under reporting issues, it also details Ministry of Justice figures in relation to convictions.

- 7.3 The report detailed the following statistics:-

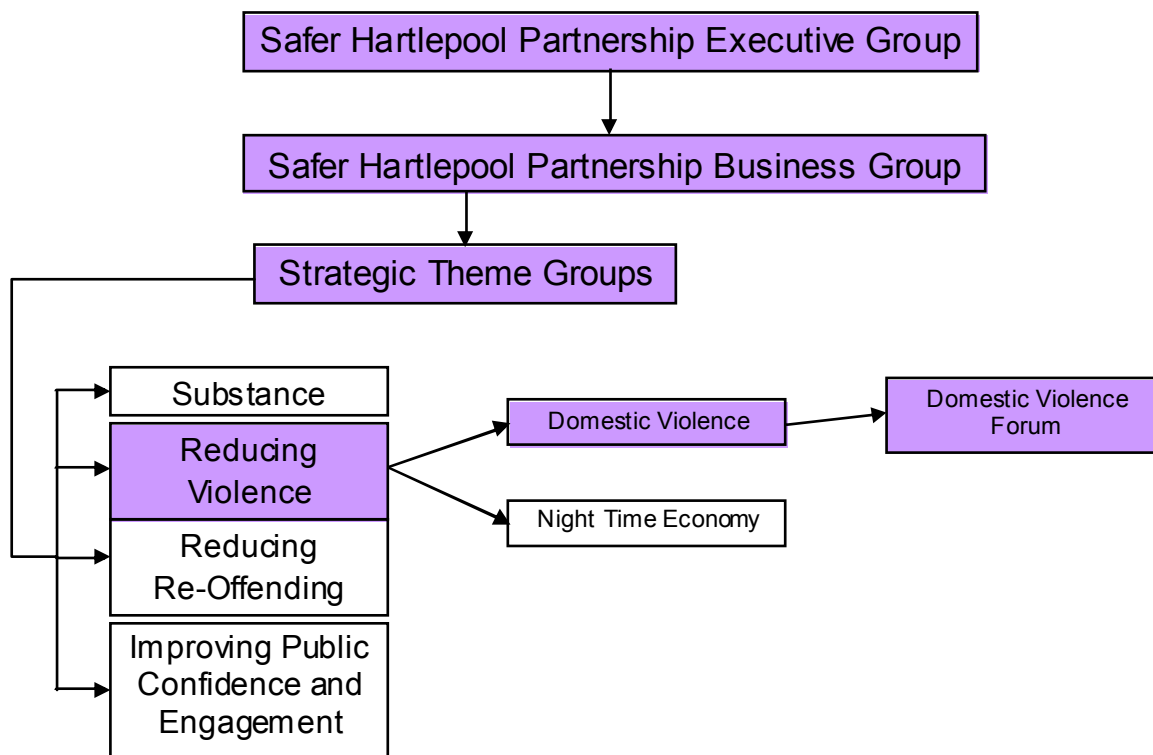
- 1 in 6 men between 16 and 59 would suffer domestic abuse in their lifetime;
- In 2008/09 31 males were murdered by a partner or ex/partner. This equates to 1 man every 12 days;
- The percentage of gay or bi-sexual men who suffer domestic abuse is 8.9% double that of heterosexual men (4.1%);
- The number of women convicted of perpetrating domestic abuse has trebled in the 5 years between 2004/5 (806 cases) and 2008/9 (2,968 cases).

Evidence from the Community Safety Team

- 7.4 The Regeneration and Planning Services Scrutiny Forum met on 3 February 2011 where Members received detailed evidence from the Community Safety Manager regarding the Safer Hartlepool Partnership, details of domestic related incidents and crimes reported to Cleveland Police, broken down by gender and age where possible. The Forum also received details of a recent mapping exercise undertaken to determine how domestic abuse services link together.
- 7.5 During the presentation by the Community Safety Manager, Members learned that the Safer Hartlepool Partnership has a Domestic Violence Co-ordinator shared with Stockton, plus an Independent Domestic Violence Advisor. The Forum was also advised that Hartlepool has a Specialist Domestic Violence Court and that the Safer Hartlepool Partnership has strong links with Harbour (an organisation offering services addressing domestic abuse) and criminal justice agencies.

- 7.6 Members were advised of the partnership structure in place and that reducing violence was one of the strategic themes for the partnership. There were also strong links to the night time economy and alcohol streams.

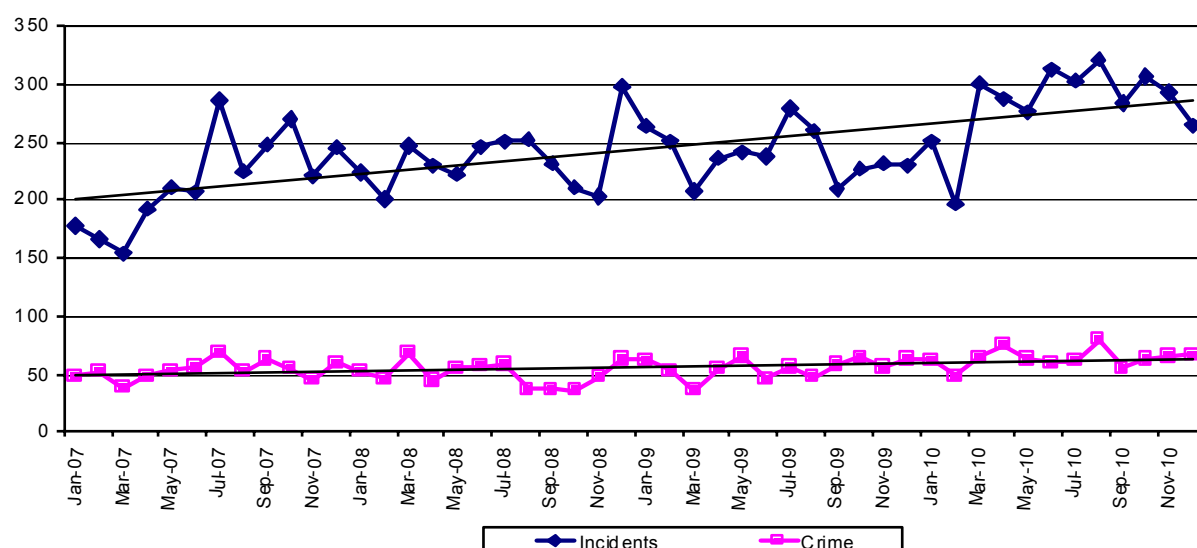
Safer Hartlepool Partnership Structure



- 7.7 Members learned of the numbers of domestic related incidents and crimes reported to Cleveland Police (see table 1 overleaf) and were advised that whilst the trends were increasing, that this may be due to an increased confidence in reporting such issues. Members also heard that there was a four year domestic violence strategy in place which may also have encouraged an increase in reporting.

Table 1

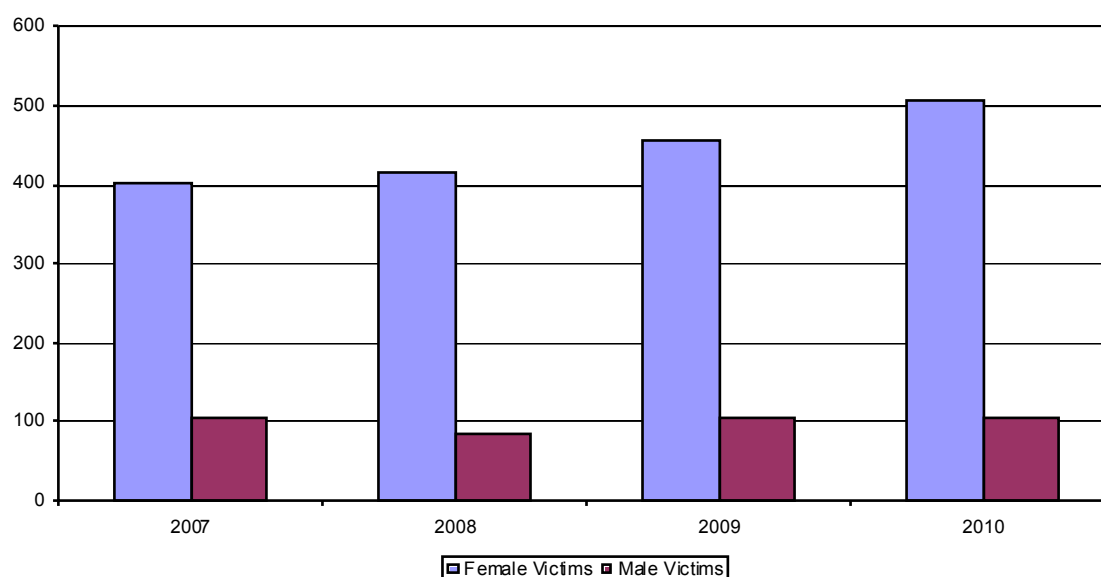
**DOMESTIC RELATED INCIDENTS AND CRIMES REPORTED TO CLEVELAND POLICE
IN HARTLEPOOL
JANUARY 2007 - DECEMBER 2010**



- 7.8 The Forum was very interested to learn of the gender split of victims of domestic related crime in Hartlepool between the periods of January 2007 and December 2010 (see table 2 overleaf). Members also noted that current incident recording mechanisms do not detail the gender of the caller, or of those involved irrespective of the incident type, e.g. anti-social behaviour incidents, domestic incidents, road traffic incidents. They learned that gender analysis of victims of domestic violence/abuse makes use of recorded crime data which provides detailed information in regard to the victim and perpetrator.
- 7.9 Members also noted that this data analysis excludes those offences against the state (Regina) and those domestic related crimes involving Police Officers, for example crime type assault on constable. Members also learned that in approximately 25 percent of cases an incident reported to the Police actually turns out to be a criminal offence and is therefore classified as a crime.

Table 2

GENDER OF DOMESTIC RELATED CRIME VICTIMS IN HARTLEPOOL
JANUARY 2007 - DECEMBER 2010



7.10 The Forum was informed of the victim profile in Hartlepool and noted the following:-

- Over the past four years nearly 2 in 10 victims of domestic related crime were male;
- The majority of male victims were aged between 17-24 years and 38-45 years;
- Domestic abuse is a factor in 49% of Youth Offending Service clients' lives;
- Over the last four years there have been 455 individuals subject to two or more domestic related crimes, of this total 44 (9.6%) were male.

Domestic Violence Victim Profile in Hartlepool

	YEAR				
VICTIM GENDER	2007	2008	2009	2010	Total
Female Victims	401	415	456	507	1779
Male Victims	105	83	106	105	399
Victim Total	506	498	562	612	2178
% Proportion Male Victims	21%	17%	19%	17%	18%

7.11 Members were advised by the Community Safety Manager that the proportion of male victims in Hartlepool was below the national average of 26% suggested by the British Crime Survey which includes unrecorded crimes, but expressed surprise at how high the figures for male victims in Hartlepool were. Members noted that victims still felt that there was as

stigma attached to reporting domestic abuse incidents. Members of the Forum also felt that there was likely to be under reporting in all areas, but that this could be a significant problem with male victims.

- 7.12 The Forum was interested to learn that when looking at domestic incidents as a whole in Hartlepool the relationship between the victim and the perpetrator was not always a partner or husband or wife, but could also be a sibling, parent, child or another family member (as detailed in table 3 below). Members also noted that the acquaintance category could mean ex-partners or other family members.

Table 3 - Victim/Perpetrator Relationship in Hartlepool

Relationship to Perpetrator	2007	2008	2009	2010	Total	% Total
Acquaintance	13	17	21	16	67	22%
Spouse/co-habitee	12	5	17	11	45	15%
Other family member	7	9	7	12	35	12%
Ex Partner	8	5	8	13	34	11%
Parent of offender	8	3	8	10	29	10%
Boyfriend/girlfriend	8	3	5	12	28	9%
Sibling of offender	3	5	5	8	21	7%
Child of offender	2	4	9	5	20	7%

- 7.13 Members were interested to hear that a Domestic Violence Development Group was currently meeting, chaired by the Chief Executive of Hartlepool Council and including representatives from the Council, the local Primary Care Trust, Cleveland Police, the Probation Service and Harbour. This group has mapped out service provision and potential drop out points where victims disengage from services. The group were looking at ways these drop out rates could be reduced and will also be contributing to the development of the next Safer Hartlepool Partnership Domestic Violence Strategy to run from 2011.

Positive Outcomes

- 7.14 At the meeting of the Forum on 3 February 2011 Members were please to hear a case study from Harbour highlighting the positive outcomes that can be achieved when male victims of domestic abuse engage with the services available to them.
- 7.15 The male in question had been forced to live in a caravan in the garden of the family home, eventually he was referred to Harbour and was overcome with emotion that someone had listen to his story and had believed him. As a result of working with Harbour the man is now back in the family home and has parenting rights with his children.

8 HOW SERVICES ARE CURRENTLY PROVIDED TO MALE VICTIMS OF DOMESTIC ABUSE IN HARTLEPOOL

- 8.1 The Members of the Regeneration and Planning Services Scrutiny Forum gathered evidence from a number of different sources in relation to the services available to male victims of domestic abuse in Hartlepool. Information considered by Members is detailed below:-

Evidence from Cleveland Police

- 8.2 The Regeneration and Planning Services Scrutiny Forum met on 3 February 2011 and received evidence from a representative from Cleveland Police with responsibility for the North Tees Vulnerability Unit.
- 8.3 The Detective Inspector advised the Forum that in July 2009 two vulnerability units had been set up by Cleveland Police, one north and one south of the Tees. The north unit covered Hartlepool and Stockton, has 24 staff and is based at Billingham. The units remit includes issues of child and adult safeguarding, child abuse and domestic violence. Officers who serve with the unit receive training to national guidelines.
- 8.4 Members learned that in the first instance local uniformed officers respond to domestic violence calls. All domestic violence calls are treated as a high priority and must have attendance.
- 8.5 The Forum noted that Hartlepool Police received approximately 200-250 reports of domestic violence per month in Hartlepool and about 2500 calls every year, these figures include a repeat rate which can mean multiple calls to the same address. Each police response team (i.e. a shift) has a champion who is trained on domestic violence and officers are encouraged to take action to ensure both a sensitive and positive response, but they can only make an arrest when there are sufficient grounds to do so.
- 8.6 Following an incident, officers complete a G166 (Domestic Violence Report) which records all evidence gathered. Following the completion of this report a risk assessment is performed. The risk assessments are done in 'hot' time and officers spend time with victim and run through series of questions linked to a domestic abuse stalking and harassment (DASH) model.
- 8.7 Members learned that within the vulnerability unit there are 3 risk assessment and safety planning officers who work 7 days a week and risk assess all forms received in the previous 24 hrs. These officers look at records for previous attendances at the address and risk assess the incident as standard, medium or high. If the incident is assessed as high risk it is passed to the Detective Inspector and would be taken to a Multi Agency Risk Assessment Conference (MARAC) should it be felt that there was a risk of serious harm to the victim.
- 8.8 MARACs deal with the highest risk cases and the group contains representatives from the Police, Harbour, Housing, Probation, Children's

services and Health. Normally about 10 cases are discussed each meeting. In 2010 155 cases passed through the North Tees MARAC which meets every 3 weeks, of these 3 were male victims. The vast majority of victims at risk of serious harm are female, however in 2011 there have already been 2 cases involving male victims before the MARAC, both of whom have been the victim of stabbings. The MARAC has met twice in 2011.

- 8.9 Issues dealt with by the MARACs often involve chaotic families, therefore, requiring a multi-agency approach to solve numerous contributory issues, including violence, alcohol and drugs. Actions are set with regard to each case which must be completed within 2 weeks. The completion of these actions is monitored through an independent organisation sponsored by the Home Office called CAADA (Co-ordinate Action Against Domestic Abuse) and the MARAC is held accountable by CAADA.
- 8.10 The Forum heard that from an analysis of the past weeks' G166 domestic violence forms received in Hartlepool, approximately 15 percent of cases involve male victims. The Detective Inspector advised the Forum that whilst the cases include heterosexual and homosexual partner abuse, the vast majority recorded as male victims of domestic abuse were parent on child and sibling cases. Where males are recorded as the victim during an incident the biggest single defining category is over child access concerns.
- 8.11 When Police Officers attend a domestic violence incident the gender of the victim is not an issue, the officers must deal with the risk levels of the case and are sensitive to embarrassment factors that can be felt by both sexes. Record are kept of how many same sex relationship incidents there are but it is not recorded whether this is a male or female only relationship.
- 8.12 Repeat rates for domestic violence in Hartlepool are reducing; a year ago approximately 50% of domestic violence reports were to addresses which had been attended by Police Officers on one or more previous occasion, this has reduced to 23% currently. The Detective Inspector advised Members that it was unlikely repeat figures will reduce much lower than this level.
- 8.13 Members were keen to discuss the use of 'head cams' for officers attending domestic violence crime scenes, to enable greater detail of the incident to be recorded. Members were advised that head cameras were brought in but there were issues with the reliability. Support for limited funding has been agreed once the reliability issues have been overcome. The Forum was informed that at the moment rather than relying on head cams, officers take a lot of digital photographs at the scene, before the scene of crime officers attend. Officers are also trained to gain as much information and detail as possible at the initial attendance, as this is vital in bringing unsupported prosecutions against perpetrators.
- 8.14 Members were advised that the Police have no powers to breathalyse or drug test at incidents but drugs and alcohol are suspected to be a contributory factor in approximately 35 to 40 percent of cases.

Evidence from Harbour

- 8.15 At the meeting of the Forum on 3 February 2011 Members were delighted to receive evidence from the Director of Harbour, who provided Members with an overview of the support services provided to victims and perpetrators of domestic violence. Members were advised that the services provided are available to both males and females. The organisation changed its name from Women's Aid to reflect that its services are not gender specific.
- 8.16 Members of the Forum learned that Harbour employed a domestic violence advocate to support victims' cases at the MARAC and the special domestic violence court in Hartlepool; this was often the first point of contact for the victim and was not gender specific.
- 8.17 The Forum was advised that in 2007 a male worker was appointed by Harbour in an attempt to encourage more male victims to come forward. The post was funded for 2 years, during which time the take up of services by male victims did not increase. An analysis of the information provided by males who did come forward pointed to shame and embarrassment as some of the reasons for not engaging with support services, additionally men did not feel that they would be believed and were often of the impression that services available were only for women.
- 8.18 Members learned that Harbour carry out a lot of work with young male victims, where the perpetrator is often their father or their mother's partner. Young men react to the abuse their mother is suffering and become subject to the violence themselves. Members acknowledged issues surrounding male victims of domestic violence could be very complex.
- 8.19 The Forum was advised that there were difficulties in retaining male victims in programmes once they had engaged, females tended to like to engage into a process and have support in a one to one or group setting, where as men were less keen to engage initially and often disengage not having completed a programme as they felt that they were 'alright now'.
- 8.20 Members were informed that there are five male refuges in the country (one of which is in Wales) and that the nearest to Hartlepool is in Yorkshire. Harbour work with male victims to provide support to find accommodation, though this is generally bed and breakfast accommodation, which can cause child access problems.
- 8.21 The Forum were pleased to note that Harbour is working with Housing Hartlepool to ensure there is as much support as possible for male victims with housing problems. The Forum was also informed that Harbour has plans in place to be able to offer accommodation to men and their children in the near future, at no extra cost. Members also noted that there was insufficient demand for a male refuge in the area so the creation of one was not financially justifiable.

Evidence from Housing Hartlepool

- 8.22 At the meeting of the Forum on 3 February 2011 the Director of Housing Services at Housing Hartlepool provided members with an overview of the services Housing Hartlepool offers to its tenants who are suffering domestic violence.
- 8.23 The Forum was advised that Housing Hartlepool is part of a multi-agency response to domestic violence and its response is not gender specific, though the implications around housing can be different with male and female victims. Housing Hartlepool had not dealt with any male victims in the past year; there had been 2 cases in the previous 3 years.
- 8.24 Members heard that Housing Hartlepool recommends that tenancies are let in both parties' names as a joint tenancy, then if there are any issues with domestic violence a female can terminate her half of the agreement which effectively ends the tenancy and removes the interest of the male perpetrator. If the victim is male the issue is more complicated, the organisation would work with the male victim if he could no longer remain at the property and have a duty to find them suitable accommodation as a responsible landlord, Members noted that there was no statutory duty to do so.
- 8.25 Members learned that complexities arise when there are children at the property as the family home is seen as key to the children's welfare. Members were advised that male on male abuse such as father on son and siblings were not reported unless it was as a noise or disturbance problem.
- 8.26 Housing Hartlepool has a domestic abuse policy (see overleaf) that ensures tenants are aware of the behaviour expected of them; this also details Housing Hartlepool's response. Housing Hartlepool tenancy agreements also reiterate that 'a tenant or anyone living with them or visiting them must not inflict domestic violence, threaten violence or use mental, emotional or sexual abuse against their partner, ex-partner or any other member of the family'.

Housing Hartlepool Domestic Abuse Policy

Domestic Abuse Policy

Housing Hartlepool believes that no one should live in fear of violence from a spouse or partner, or any member of their household. Domestic violence is criminal, unacceptable and should not be tolerated. It's rarely a one-off event.

Violence often gets worse over time and may even result in death. Breaking this chain of violence matters to everyone, it doesn't just affect the people who are directly involved. Domestic violence can also affect neighbours and the wider community

Housing Hartlepool will offer help and support to any person suffering from or threatened with violence, whether this is physical, emotional or psychological.

8.27 The Forum heard that Housing Hartlepool will:-

- Treat all reports of domestic violence seriously;
- Ensure safety and privacy of victims is a top priority;
- Offer confidential advice over the telephone, at Housing Hartlepool's offices or via a home visit;
- Respond to all domestic violence incidents within 12 working hours;
- Offer an appointment if required within 24 hours of receiving the complaint;
- Provide advice and support to the victim/ witness throughout the case, during court hearings and post closure if required;
- Advise if other agencies need to be notified in order to protect others e.g. children;
- Agree actions on how to proceed with the case;
- Contact victims/ witnesses on a weekly basis to give updates of the case.
- Investigate thoroughly all reports of domestic violence;
- Carry out interviews in a sympathetic and supportive manner where confidentiality is guaranteed;
- Liaise with external agencies such as the police and domestic violence support groups if required;
- Discuss all the options available in regard to housing, obtaining legal advice, specialist support and advice about the victims safety;
- Consider additional security measures e.g. additional locks;
- Give priority to emergency repairs that are a result of domestic violence; and
- Take legal action against those who commit domestic violence.

8.28 Members were advised by the Director of Housing Hartlepool that the following measures are available as a course of action:-

Action which can be taken for victims of Domestic Abuse:

- Weekly support from tenancy relations and enforcement team (TRET) support officers;
- Referral to specialist support services such as Harbour;
- Anti Social Behaviour Injunction (ASBI) against perpetrator to prevent them from returning to property;
- Housing Advice to either remain in property or find suitable alternative accommodation;
- Target Hardening;
- Partnership working – MARAC referral for serious incidents.

Action which can be taken against those who commit domestic violence:

- Referral to Support Agencies e.g. Harbour, FIP to change behaviour;
- Warnings;
- Injunctions;
- Anti Social Behaviour Order (ASBO);
- Demotion of Tenancy;
- Evictions.

- 8.29 The Forum was advised that ASBOs and ASBIs are very effective as they are specific to the victim and the property and there is a risk of arrest attached to them.
- 8.30 Members learned that there were 152 referrals to Housing Hartlepool during 2010 of which 99 were referred by the Police. As mentioned under paragraph 8.23 no referrals were received relating to male victims in 2010. To date Housing Hartlepool has obtained 15 ASBIs and a number of perpetrators have served custodial sentences, the longest being 112 days. Housing Hartlepool have also delivered numerous training sessions to both Neighbourhood and Response Police departments to ensure there is a full understanding of the ASBIs and to ensure that those who breach them are brought before the courts.

Evidence from Victim Support

- 8.31 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 3 February 2011 Members were advised of the support and services offered to male victims of domestic abuse and their families by Victim Support.
- 8.32 The Forum was informed that Victim Support is a national charity but has local office in Hartlepool. The charity uses volunteers to engage with victims and whilst the charity do not specialise in domestic abuse, it does support people who have suffered whether directly or as a result of a family members being a victim.

- 8.33 Representatives from Victim Support advised the Forum that they found males don't always want to go to a specialist agency to help them with the abuse, as they do not recognise they are at a point where they need help. Victim Support provides the help and guidance victims often need to encourage them to engage in the services of Harbour, or to go to the Police.
- 8.34 Victim Support advised Members that, in their experience, one of the most important factors for victims is to have non judgemental, confidential support behind them. Victim Support signpost victims to agencies and supports them through the court process, acting as advocates.
- 8.35 Members of the Forum commented that there was a lack of awareness that Victim Support carried out this type of work and acknowledged that more needed to be done to provide members of the public with information on the services available to male victims of domestic abuse.
- 8.36 The Forum heard that the majority of referrals to Victim Support come from the Police, but the charity also receives 'drop ins' at it's office in Park Road and received referrals from other agencies, but acknowledged that not enough was known about the services Victim Support can provide. One of the issues that affects the work of Victim Support is that they must have permission to contact the victim and this is often not ticked on a crime report.

Evidence from the Probation Service

- 8.37 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 3 February 2011 Members considered evidence from the Probation Service.
- 8.38 The Forum was advised that the Probation Service supports offenders convicted of sentences greater than 12 months once released from prison on licence; it also supports offenders in the community on community sentences ordered by the court. The service works to reduce re-offending and challenge offender behaviour.
- 8.39 Members noted that Hartlepool Probation Service is not currently working with any offenders convicted of domestic abuse against men.
- 8.40 The Forum learned that prior to working with each offender an assessment process is completed, this includes questions exploring the offender's relationships. Should domestic violence issues be raised during this process (which offenders indicate may have had an impact on their own behaviour) offenders are signposted to Harbour or Hart Gables.
- 8.41 When men have been convicted of a serious domestic violence crime against women there are group programmes in place aimed at reducing the cycle of abuse e.g. the Community Domestic Violence Programme this is an accredited national programme which lasts for 26 weeks. It would not be appropriate to place a woman perpetrator or a male on male perpetrator in the same programme as males convicted of serious domestic violence

against women. The success of these programmes is monitored by re-offending rates within a 2 year period.

- 8.42 Although there are no specific accredited national programmes to deal with female and male on male perpetrators, the Probation Service would work with the individual on a one to one basis. Depending on the nature of the conviction it may be appropriate to use other offender programmes such as the CALM anger management programme.
- 8.43 Members noted that the Probation Service felt that it was likely that there is an issue around the awareness of males becoming victims of domestic violence and the Probation Service would support greater awareness raising in this area, though in the current economic climate the response to this would need to be assessed in proportion to the number of incidents.

9 EFFECTIVENESS OF THE DELIVERY OF SERVICES PROVIDED TO MALE VICTIMS OF DOMESTIC ABUSE IN HARTLEPOOL

- 9.1 The Members of the Regeneration and Planning Services Scrutiny Forum were keen to gain an understanding of the effectiveness of the delivery of services available to male victims of domestic abuse in Hartlepool. Information considered by Members is detailed below:-

Local Case Studies

- 9.2 At the meeting of the Forum on 3 February 2011 Members considered two cases studies which had been received as a result of publicity surrounding the investigation.

Case Study 1

As a result of a press article in the Northern Echo regarding the investigation a call was received from the mother of a victim of domestic abuse. The lady in question does not have access to the internet and does not know who to approach for assistance.

Her son is married with three children under 14, two are step children from his wife's previous relationship. He is classed as the guardian of the step children.

His mother is very concerned about him and the children due to his wife's behaviour, she has encouraged him to contact a solicitor but he feels he must accept this situation as it is, for the sake of the children.

His wife is mentally and verbally abusive and violent towards her husband. She attempts to get him to hit her (which he has not done) by screaming in his face and goading him, she also monitors his phone calls.

The man in question must get up at 3 am to go to work and therefore goes to bed very early. His wife then goes out for the evening drinking and brings males home with her, often all are drunk. Her son often finds these people still at the house drunk in the morning.

The majority of the family's money is spent on the wife's drinking habit and the man's mother thinks the children are only getting a minimal amount of food.

The female threatened to leave the family home at one point but was persuaded not to by her own mother for fear of losing the house. The man does not want to leave as he fears for the children.

The lady in question would like assistance for her son and does not know who to turn to.

Case Study 2

As a result of press coverage received on the BBC Tees website a call was received from a male who would like to Forum to hear his experience.

The male was a victim of domestic abuse a number of years ago at the hand of his former partner. He suffered physical and mental abuse for approximately 6 years, which once took place in front of his children.

The male believes a friend told the Police about the abuse on his behalf, he did not approach any agencies himself and no action was taken.

Following the breakdown in his relationship the children stayed with his partner, he once encountered them in the street and his children expressed their surprise as they had been told that he was dead.

The man in question would like to thank the Forum for looking into the issue and expressed his gratitude that male victims of domestic abuse were being considered.

- 9.3 Members commented that despite the efforts of the agencies attending the meeting and the availability of services, there was still work to do to get information out to people as to who they can contact for help with domestic abuse issues.
- 9.4 Members of the Forum questioned whether there were any patterns to domestic abuse in Hartlepool and were advised by the Detective Inspector responsible for the North Tees Vulnerability Unit that whilst there were generally no patterns to domestic abuse in Hartlepool, there were peaks around certain times of the year and events, such as the recent football World Cup.

- 9.5 Members commented that previous campaign posters were generally aimed at female victims and raised concerns that this may contribute to the reluctance of male victims to report domestic abuse incidents.

2010 Campaign Poster



- 9.6 The Forum was advised by the Director of Harbour that the poster discussed (see above) was gender neutral, but it was acknowledged that this may have been too subtle.
- 9.7 Members felt that a more broad campaign could be undertaken at a local level to encourage and promote the services available to male victims of

domestic abuse and encourage more male victims to come forward. Members also felt the use of male images would be unusual and may reignite the debate about domestic abuse, encouraging victims from both sexes and all backgrounds to come forward. Cleveland Police agreed that there was no reason not to undertake such a campaign, but that this was a matter which must be supported by the Safer Hartlepool Partnership.

- 9.8 The Community Safety Manager agreed that the use of different images may demonstrate the impact of domestic violence in a new way and that there was a need to look at future campaigns to ensure messages were drip fed throughout the year, building on previous campaigns and reinforcing messages that had already been conveyed, whilst reaching groups who may previously not have engaged with campaigns.

Evidence from Harbour

- 9.9 At the meeting of the Forum on 3 February 2011 Members heard evidence from Harbour. Members were keen to explore how effective partnership working arrangements were to provide services to male victims of domestic violence and questioned whether the provision of services was fragmented.
- 9.10 The Forum was advised by the Director of Harbour that there are comprehensive partnership working arrangements in place, but as illustrated by the Safer Hartlepool Partnership structure (see paragraph 7.6), there is a lot of work taking place across a number of areas.
- 9.11 The Forum heard that joint working arrangements are in place and work well, but the challenge to those involved was to promote the work they do. An example of the joint working arrangements in place include the partnership work between Housing Hartlepool and Harbour to bring in the ASBI which has been a very effective tool to deal with domestic violence in Housing Hartlepool's housing stock.
- 9.12 The Director of Harbour noted that the challenge going forward was for all organisations to understand they have a role to play in the domestic abuse agenda.

10 IMPACT OF CURRENT AND FUTURE BUDGET PRESSURES ON THE WAY IN WHICH MALE DOMESTIC ABUSE SERVICES ARE PROVIDED IN HARTLEPOOL

- 10.1 Members of the Regeneration and Planning Services Scrutiny Forum were keen to gain an understanding of the impact current and future budget pressures may have on the way services are provided to male victims of domestic abuse in Hartlepool. Evidence gathered on the potential impact of such budget reductions is detailed overleaf:-

Evidence from Harbour

- 10.2 During evidence received by the Forum on 3 February 2011 Members were advised that all agencies were unaware of the true extent of domestic abuse due to unreported incidents. As the extent of female violence was unknown under reporting amongst male victims may be particularly high. The Forum were advised by the director of Harbour that there were plans in place to carry out more work in this area but there were issues around funding, which needed to be addressed before this could be moved forward.
- 10.3 Members were keen to hear how Harbour was going to deal with the current funding issues affecting all areas of society. The Director of Harbour informed the Forum that the issue of funding was put aside when determining targets and areas that need to be addressed. Harbour would tender for all work commissioned by the local authority.

Evidence from the Community Safety Team

- 10.4 At the meeting of the Forum on 3 February 2011 Members were advised by the Community Safe Manager that violence against women and girls was a priority for the Coalition Government and this should result in funding opportunities being available for domestic violence work. Domestic violence is also a priority for Hartlepool Council, as highlighted by the creation of the Domestic Violence Development Group chaired by the Chief Executive of Hartlepool Council.

Evidence from Victim Support

- 10.5 Members received evidence from Victim Support in relation to the current financial pressures on the organisation at their meeting of 3 February 2011. Victim Support advised the Forum that the services of Victim Support were reliant on central government funding which was hopefully still in place. Members were advised that the organisation had relied heavily on the work of volunteers for the last 30 years and were confident that this would continue. They were also confident that the Victim Support office in Hartlepool would be retained as this was an important part of publicising the work Victim Support carry out and engaging more people into the process.

11 HOW MALE DOMESTIC ABUSE SERVICES COULD BE PROVIDED IN THE FUTURE

- 11.1 Members of the Regeneration and Planning Services Scrutiny Forum examined how services available to male victims of domestic abuse could be provided in the future, giving particular regard to the increased effectiveness and efficiency of provision and the potential budget pressures which may exist. The Forum considered evidence as follows:-

Evidence from Harbour

- 11.2 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 3 February 2011 Members were delighted to hear that Harbour were planning to offer supported housing to male victims of domestic violence which was considered more appropriate for children than the current arrangements of bed and breakfast accommodation.
- 11.3 Members were advised that Harbour had designed a range of leaflets for men and women, but also that there was a greater need to understand the issues behind domestic violence and Harbour was looking to carry out some work targeted at males and young men living at home, who have struggled with someone being abusive to their mother or father for a long period of time.
- 11.4 Harbour will continue to work with the Domestic Violence Forum and the Safer Hartlepool Partnership, who are very supportive of Harbour's aims. Members heard that there are a whole range of areas being developed, for example working with the Police to reduce the drop off rate after the first incident. Harbour also highlighted to the Forum that it can offer a male worker to work with male victims when requested.
- 11.5 The Forum was encouraged to hear that Harbour is very keen to look at providing a helpline for male victims, though the hours it would be available would be subject to funding. Harbour are also keen to take another look at publicity material produced to promote the services available to domestic violence victims, to determine how this can be used to encourage greater engagement in programmes by all victims.
- 11.6 The Director of Harbour felt that the partnership involved in the promotion of services and help for victims needed to plan how to promote a consistent, regular message and look strategically at the messages that were put across. Members were advised that partnership working was key at a time of reduced funding and the buy in of the local authority was a significant factor in this, as it enabled the third sector to gain matched funding.
- 11.7 The Director of Harbour also advised the Forum that preventative work with children is key to breaking the cycle of abuse which may pass through generations. Harbour has undertaken work with Middlesbrough Council, where a programme was delivered to children as young as 8 and 9 to encourage self esteem and promote the fact that bullying is wrong and has consequences. Children should be equipped with safe coping strategies rather than turning to drink or drugs as a result of domestic abuse and bullying.

Information from other Local Authorities

- 11.8 At the meeting of the Forum on 3 February 2011 Members considered recommendation and action plan extracts from a report completed by

Durham County Council's Scrutiny Sub Committee for Strong, Healthy and Safer Communities in 2007 entitled 'A Hidden Truth....? A Scrutiny Report about Domestic Abuse in County Durham'.

- 11.9 Members of the Forum commented that there had been a lot of work on domestic abuse agenda, as highlighted by the Durham Council report, yet victims still did not know where to get advice and information, as demonstrated by the case studies received as a result of the investigation.
- 11.10 When discussing the actions contained within the Durham Council report the Forum was advised by the Community Safety Manager that the Safer Hartlepool Partnership website was in the process of being re-launched. The new website would contain links and signposts to agencies and services available to all victims of domestic abuse, but would have specific reference to help available to male victims.
- 11.11 The Forum also noted that mirroring discussion under paragraph 11.7, the Durham Council report also identified the important role of schools and early intervention programmes in reinforcing the message that domestic abuse is unacceptable.

12 CONCLUSIONS

- 12.1 The Regeneration and Planning Services Scrutiny Forum concluded:-
- (a) That although there are identified male victims of domestic abuse in Hartlepool and the Tees Valley, these figures were likely to be an under representation of the actual numbers, due to a reluctance for male victims to report incidents;
 - (b) That services provided by organisations to aid victims of domestic violence and abuse are not gender specific, although female victims are of a higher profile nationally;
 - (c) That male victims of domestic abuse and their families are not always aware of how to access services;
 - (d) That male victims of domestic abuse need greater encouragement to engage with agencies that provide assistance;
 - (e) That bed and breakfast accommodation offered to male victims of domestic abuse was not suitable for maintaining contact with children;
 - (f) That there was not sufficient demand to financially justify a male refuge in Hartlepool;
 - (g) That local domestic violence posters containing gender neutral images may be considered too subtle to convey the message that services were also available to male victims;

- (h) That all partners whose work includes responding to or supporting those who experience domestic abuse may benefit from training specific to dealing with male victims.

13 RECOMMENDATIONS

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

- (a) That promotion of support and assistance available to male victims of domestic abuse is undertaken to encourage more male victims to engage with services, including:-
 - (i) Utilisation of appropriate promotional and awareness raising activities, highlighting services available to male victims of domestic abuse;
 - (ii) Ensuring that additional to recommendation (a)(i) information is made available to members of the public who are not able to access the internet.
- (b) That the provision of a helpline specifically for male victims of domestic abuse is investigated with the Safer Hartlepool Partnership;
- (c) That following the refresh of the Safer Hartlepool Partnership website a review of the Hartlepool Borough Council website is undertaken to assess whether:-
 - (i) The website contains sufficient information and signposts to enable male victims of domestic abuse to access services and contact appropriate support agencies;
 - (ii) Information can be accessed with limited searching.
- (d) That work is undertaken in conjunction with the Child and Adult Services Department to investigate the potential to deliver non gender specific domestic abuse prevention programmes at a school level.
- (e) That a work is undertaken with other local authorities in the northern region to consider:-
 - (i) Support for a cross authority male domestic abuse worker to develop and promote services available throughout the northern region;

- (ii) Undertaking a cross authority review to determine the demand for a male refuge.

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:

Dave Stubbs - Director of Regeneration and Neighbourhoods
Alison Mawson – Assistant Director Community Safety and Protection
Denise Ogden – Assistant Director Neighbourhood Services
Brian Neale – Community Safety Manager
Lisa Oldroyd – Anti Social Behaviour Research Officer

External Representatives:

Detective Inspector Mike Cane – Cleveland Police
Christine Fergus – Victim Support
Lesley Gibson – Harbour
Christine Goodman – Victim Support
Andy Powell – Housing Hartlepool
Mandy Twidale – Victim Support

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

MAY 2011

Contact Officer: Elaine Hind – Scrutiny Support Officer
Chief Executive's Department – Corporate Strategy
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 Domestic Violence Services for Male Victims – Scoping Report' presented to the Regeneration and Planning Services Scrutiny Forum of 20 January 2011.
- (ii) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Domestic Violence Services for Male Victims – Setting the Scene – Covering Report' presented to the Regeneration and Planning Services Scrutiny Forum on 3 February 2011.
- (iii) Presentation by the Community Safety Manager entitled 'Male Victims of Domestic Violence' delivered at the meeting of the Regeneration and Planning Services Scrutiny Forum on 3 February 2011.
- (iv) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Services Available to Male Victims of Domestic Violence – Key Stakeholders - Covering Report' presented to the Regeneration and Planning Services Scrutiny Forum on 3 February 2011.
- (v) Presentation by the Director of Housing Hartlepool entitled 'Domestic Violence Service for Male Victims' delivered at the meeting of the Regeneration and Planning Services Scrutiny Forum on 3 February 2011.
- (vi) Report of the Scrutiny Support Officer entitled 'Durham County Council Scrutiny Investigation into Domestic Violence' presented to the Regeneration and Planning Services Scrutiny Forum on 3 February 2011.
- (vii) Extracts of the recommendations and actions from the Durham County Council Scrutiny investigation entitled 'A Hidden Truth....? A Scrutiny Report about Domestic Abuse in County Durham' presented to the Regeneration and Planning Services Scrutiny Forum on 3 February 2011.
- (viii) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Services Available to Male Victims of Domestic Violence – Information from Regional and National Organisations' presented to the Regeneration and Planning Services Scrutiny Forum on 3 February 2011.
- (ix) The ManKind Initiative (April 2010) *Male Victims – Domestic and Partner Abuse Statistics*.
- (x) The ManKind Initiative (December 2009) *Partner abuse in England, Wales and Scotland*.
- (xi) Extracts from The Men's Network - 'A City That Works for Everyone – Men and Boys Included' presented to the Regeneration and Planning Services Scrutiny Forum on 3 February 2011.
- (xii) Minutes of the Regeneration and Planning Services Scrutiny Forum of 20 January 2011, 3 February 2011 and 31 March 2011.

CABINET REPORT

23 May 2011



Report of: Director of Regeneration and Neighbourhoods

Subject: ACTION PLAN - SERVICES AVAILABLE TO MALE VICTIMS OF DOMESTIC ABUSE

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 'Services Available to Male Victims of Domestic Abuse'.

2. SUMMARY OF CONTENTS

- 2.1 The report provides brief background information into the 'Services Available to Make Victims of Domestic Abuse' Scrutiny Investigation and provides a proposed Action Plan (**Appendix A**) in response to the Scrutiny Forum's recommendations.

3. RELEVANCE TO CABINET

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

4. TYPE OF DECISION

- 4.1 Non-Key.

5. DECISION MAKING ROUTE

- 5.1 The Action Plan and the progress of its implementation will be reported to the Regeneration and Planning Services Scrutiny Forum during 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 Regeneration and Planning Services Scrutiny Forum's investigation into 'Services Available to Male Victims of Domestic Abuse'.

Report of: Director of Regeneration and Neighbourhoods

Subject: ACTION PLAN - SERVICES AVAILABLE TO MALE VICTIMS OF DOMESTIC ABUSE

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 'Services Available to Male Victims of Domestic Abuse'.

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 'Services Available to Male Victims of Domestic Abuse', attached as **Appendix A** is the proposed Action Plan for the implementation of these recommendations which has been prepared in consultation with the appropriate Portfolio Holder(s).
- 2.2 The overall aim of the investigation was to assess the availability, ease of access and effectiveness of services provided to male victims of domestic abuse in Hartlepool.

3. ACTION PLAN

- 3.1 As a result of the Regeneration and Planning Services Scrutiny Forum's investigation into 'Services Available to Male Victims of Domestic Abuse', the following recommendations have been made:-
- (a) That promotion of support and assistance available to male victims of domestic abuse is undertaken to encourage more male victims to engage with services, including:-
- (i) Utilisation of appropriate promotional and awareness raising activities, highlighting services available to male victims of domestic abuse;

- (ii) Ensuring that additional to recommendation (a)(i) information is made available to members of the public who are not able to access the internet.
 - (b) That the provision of a helpline specifically for male victims of domestic abuse is investigated with the Safer Hartlepool Partnership;
 - (c) That following the refresh of the Safer Hartlepool Partnership website a review of the Hartlepool Borough Council website is undertaken to assess whether:-
 - (i) The website contains sufficient information and signposts to enable male victims of domestic abuse to access services and contact appropriate support agencies;
 - (ii) Information can be accessed with limited searching.
 - (d) That work is undertaken in conjunction with the Child and Adult Services Department to investigate the potential to deliver non gender specific domestic abuse prevention programmes at a school level.
 - (e) That a work is undertaken with other local authorities in the northern region to consider:-
 - (i) Support for a cross authority male domestic abuse worker to develop and promote services available throughout the northern region;
 - (ii) Undertaking a cross authority review to determine the demand for a male refuge.
- 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 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 Regeneration and Planning Services Scrutiny Forum's investigation into 'Services Available to Male Victims of Domestic Abuse'.

OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Regeneration and Planning Services Scrutiny Forum

8.6 Appendix A

NAME OF SCRUTINY ENQUIRY: Services Available to Male Victims of Domestic Abuse

DECISION MAKING DATE OF FINAL REPORT: May 2011

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
<p>(a) That promotion of support and assistance available to male victims of domestic abuse is undertaken to encourage more male victims to engage with services, including:-</p> <p>(i) Utilisation of appropriate promotional and awareness raising activities, highlighting services available to male victims of domestic abuse;</p> <p>(ii) Ensuring that additional to recommendation(a)(i) information is made available to members of the public who are not able to access the internet.</p>	<p>This campaign will be included in Harbours promotional strategy for 2011/12 in conjunction with the DV Forum, Reducing Violence group & Safer Hartlepool Partnership.</p> <p>As a result of the loss of the Funding for publicity and marketing the SHP will rely heavily on cross departmental support in highlighting services linked to male victims of domestic abuse, and therefore utilising any existing and available material by the Home Office/other sources.</p> <p>In relation to (a)(ii) steps will continue to be taken in ensuring dissemination of information to the public is achieved by a range of methods and not relying solely upon internet.</p>	<p>Financial cost of campaigns and publicity material which SHP does not currently have in the climate of financial constraint.</p> <p>However as outlined in the response column departmental support and available Home Office material will be utilised where possible.</p>	<p>Laura Gourlay/Brian Neale</p>	<p>31 October 2011</p>
<p>(b) That the provision of a helpline specifically for male victims of</p>	<p>Harbour already have an 0845 number which is promoted for both</p>	<p>If 0845 number is utilised then nil or</p>	<p>Brian Neale</p>	<p>31 October 2011</p>

OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Regeneration and Planning Services Scrutiny Forum

8.6 Appendix A

NAME OF SCRUTINY ENQUIRY: Services Available to Male Victims of Domestic Abuse

DECISION MAKING DATE OF FINAL REPORT: May 2011

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
	<p>domestic abuse is investigated with the Safer Hartlepool Partnership;</p> <p>male and female victims, ensuring a single point of contact for all support services. The SHP will investigate this, but given financial constraints it may be sensible and appropriate to consider the promotion of the 0845 number as outlined above as an appropriate helpline number.</p>	<p>limited cost. If a dedicated line then costs are likely and to be explored.</p>		
(c)	<p>That following the refresh of the Safer Hartlepool Partnership website a review of the Hartlepool Borough Council website is undertaken to assess whether:-</p> <p>(i) The website contains sufficient information and signposts to enable male victims of domestic abuse to access services and contact appropriate support agencies;</p> <p>(ii) Information can be accessed with limited searching.</p> <p>As Avanticom, are no longer involved as the result of contract termination due to financial constraints, steps are being taken through HBC links to manage the SHP website. Harbour have agreed to provide appropriate information targeted at male victims. Once the management of the website is clearly understood by all parties, then the Community Safety Manager will ensure that this action is fulfilled and links made. In relation to recommendation (ii) information can be accessed at the present time with limited searching,</p>	<p>None likely</p>	<p>Brian Neale</p>	<p>31 August 2011</p>

OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Regeneration and Planning Services Scrutiny Forum

8.6 Appendix A

NAME OF SCRUTINY ENQUIRY: Services Available to Male Victims of Domestic Abuse

DECISION MAKING DATE OF FINAL REPORT: May 2011

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
	how ever in the spirit of review it will be examined more closely to see if we can improve this process.			
(d)	That work is undertaken in conjunction with the Child and Adult Services Department to investigate the potential to deliver non gender specific domestic abuse prevention programmes at a school level.	The Community Safety Manager will ensure discussions take place with Child & Adult Services and appropriate partners, to establish the level of delivery re non gender specific domestic abuse issues in schools and if this needs to be improved an appropriate action plan will be developed.	Currently unknown pending enquiries with relevant departments and partners.	Brian Neale 30 November 2011
(e)	That work is undertaken with other local authorities in the northern region to consider:- (i) Support for a cross authority male domestic abuse worker to develop and promote services available throughout the northern region;	The Safer Hartlepool Partnership will explore this opportunity but financial constraints must be taken into consideration. Links have already been made on a regional basis to key partners and this will be explored further.	Obvious cost implications but specifics unknown until exploratory work undertaken.	Brian Neale 31 May 2012

OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Regeneration and Planning Services Scrutiny Forum

8.6 Appendix A

NAME OF SCRUTINY ENQUIRY: Services Available to Male Victims of Domestic Abuse

DECISION MAKING DATE OF FINAL REPORT: May 2011

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(ii) Undertaking a cross authority review to determine the demand for a male refuge.	Harbour is happy to contribute to the review but our research and experience suggests that support for male victims will be best met through community based services, including accommodation provided in individual properties.	As above	Brian Neale	31 May 2012