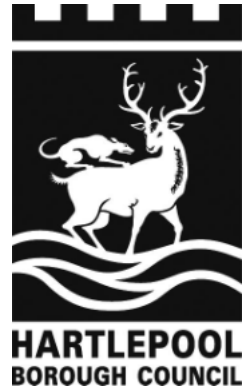


# CABINET AGENDA



**Monday, 4 July 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 20 June 2011 (previously circulated)

**4. BUDGET AND POLICY FRAMEWORK**

- 4.1 Adoption of the Tees Valley Joint Minerals and Waste Development Plan Document – *Director of Regeneration and Neighbourhoods*

**5. KEY DECISIONS**

- 5.1 Review of Community Involvement and Engagement (including LSP Review )  
– *Assistant Chief Executive*
- 5.2 Jacksons Landing "Take Off" – *Director of Regeneration and Neighbourhoods*

**6. OTHER ITEMS REQUIRING DECISION**

- 6.1 The Munro Review of Child Protection – *Director of Child and Adult Services*

**7. ITEMS FOR DISCUSSION/INFORMATION**

- 7.1 Peer Review of Adult Safeguarding – May 2011 – *Director of Child and Adult Services*

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

- 8.1 Final Report – The Provision of Face to Face Financial Advice and Information Services in Hartlepool – *Scrutiny Co-ordinating Committee*  
8.2 Action Plan – The Provision of Face to Face Financial Advice and Information Services in Hartlepool – *Director of Child and Adult Services*  
8.3 Final Report – Connected Care – *Health Scrutiny Forum*  
8.4 Action Plan – Connected Care – *Director of Child and Adult Services*

**EXEMPT ITEMS**

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

**9. EXEMPT KEY DECISIONS**

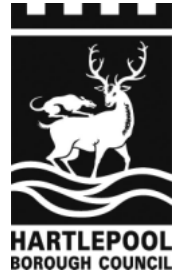
No items

**10. EXEMPT OTHER ITEMS REQUIRING DECISION**

- 10.1 General Purposes – Review of Selection for Redundancy in Youth Offending Services (para 1) – *Director of Child and Adult Services*

## **CABINET REPORT**

4<sup>th</sup> July 2011



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

**Subject:** ADOPTION OF THE TEES VALLEY JOINT  
MINERALS AND WASTE DEVELOPMENT  
PLAN DOCUMENTS

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### **SUMMARY**

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

This report seeks approval to adopt The Tees Valley Joint Minerals and Waste Development Plan Documents (DPDs) which will guide future minerals and waste development in Hartlepool for the next 15 years.

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

The Joint Tees Valley Minerals and Waste DPDs set out the spatial planning framework for guiding the development of minerals and waste facilities and operations. They have been prepared jointly by the five Tees Valley authorities.

Following the submission to the Secretary of State of the Joint Tees Valley Minerals & Waste DPDs and a schedule of minor changes in November of last year, an independent examination was held in February 2011. In his subsequent examination report dated the 16<sup>th</sup> May 2011 the Inspector found both DPDs sound and proposed no further changes to the documents.

On adoption the Minerals and Waste DPDs will form part of the Development Plan for the Borough and will replace all Minerals and Waste policies in the adopted Local Plan (2006). The Tees Valley authorities have set a preliminary adoption date of the 15<sup>th</sup> September 2011

**3. RELEVANCE TO CABINET**

The joint Minerals and Waste Development Plan Documents form part of the Development Plan which is part of the budget and policy framework. The Joint Development Plan Documents are of strategic significance to the Council for development and use of land in relation to waste and minerals matters.

**4. TYPE OF DECISION**

Budget and Policy Framework.

**5. DECISION MAKING ROUTE**

Cabinet 4<sup>th</sup> July then refer to Council for adoption 4<sup>th</sup> August 2011.

**6. DECISION(S) REQUIRED**

That the Cabinet should recommend that Council adopts the Tees Valley Minerals and Waste DPDs in so far as they relate to the Borough of Hartlepool.

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

**Subject:** ADOPTION OF THE TEES VALLEY JOINT MINERALS AND WASTE DEVELOPMENT PLAN DOCUMENTS

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**1. PURPOSE OF REPORT**

- 1.1 This report seeks approval to adopt The Tees Valley Joint Minerals and Waste Development Plan Documents which will guide future minerals and waste development in Hartlepool for the next 15 years.

**2. BACKGROUND**

- 2.1 The Planning and Compulsory Purchase Act 2004 requires local planning authorities to prepare a number of local development documents which together comprise the Local Development Framework. Within these are statutory Development Plan Documents (DPDs). Unitary Authorities such as Hartlepool are specifically required to prepare up-to-date planning policies and proposals for development involving minerals and waste management which includes all waste generated.
- 2.2 The Joint Tees Valley Minerals and Waste DPD's set out the spatial planning framework for guiding the development of minerals and waste facilities and operations. They have been prepared jointly by the five Tees Valley authorities.
- 2.3 The Minerals and Waste DPDs comprise:
- (i) Joint Minerals and Waste **Core Strategy** Development Plan Document, which will comprise the long-term spatial vision and overarching primary policies needed to achieve the strategic objectives containing the overall strategy and generic development policies for minerals and waste developments in the Tees Valley. The Core Strategy DPD will provide a coherent spatial strategy until 2026;
  - (ii) Joint Minerals and Waste **Policies and Sites** Development Plan Document with Proposals Map. This will identify specific minerals and waste sites and provide a framework of development control policies to access future minerals and waste applications in the Tees Valley. The Policies and Sites

DPD will be in conformity with the Tees Valley Joint Minerals and Waste Core Strategy.

- 2.4 The Council approved the ‘publication’ versions of the DPDs in August 2010 following which representations were invited on the soundness of the documents. Approval was also given to submit these documents to the Secretary of State. To be found sound, a DPD should be **justified, effective and consistent with national policy**. These were considered as the “final” versions of the documents that were to be submitted to the Secretary of State for independent examination.
- 2.5 These final versions were “submitted” to the Secretary of State in November 2010 along with a schedule of minor changes that provided factual updates, corrections of minor errors or other minor amendments in the interest of clarity.

### 3. THE EXAMINATION IN PUBLIC

- 3.1 An examination in public was held in February 2011 and hearings took place on the 8<sup>th</sup>, 9<sup>th</sup> and 23<sup>rd</sup> of February. The Inspectors report was received on the 16<sup>th</sup> May 2011 and the non-technical summary is as follows.
- 3.2 “This report concludes that the Tees Valley Joint Minerals and Waste Core Strategy and Policies and Sites Development Plan Documents (DPDs) provide an appropriate basis for the planning of minerals and waste in the Tees Valley for the periods of the plans. The Councils have sufficient evidence to support the Core Strategy DPD and the Policies and Sites DPD and can show that each has a reasonable chance of being delivered. Both plans are sound and require no further changes to make them so. Both plans are consistent with the principles contained in the Ministerial Statement “Planning for Growth”.”
- 3.3 This endorsement allows the Tees Valley Authorities to adopt the DPDs without further delay.

### 4 ADOPTION OF THE DPDs

- 4.1 The Tees Valley authorities are now taking the DPDs through their democratic system to seek endorsement to adopt. The Authorities must adopt on the same day and a preliminary date of the 15<sup>th</sup> September has been set. To meet the regulations the adoption of the DPDs will be advertised in the press and an adoption statement sent to the Secretary of State and to those individuals and organisations who have requested one.

**5. LEGAL CONSIDERATIONS**

- 5.1 There is a statutory duty to prepare a Local Development Framework including Mineral and Waste in accordance with the Planning and Compulsory Purchase Act 2004.

**6 EQUALITY AND DIVERSITY CONSIDERATIONS**

- 6.1 The consultation has been carried out in accordance with the Council's adopted Statement of Community Involvement.

**7 FINANCIAL CONSIDERATIONS**

- 7.1 The DPDs have been produced using the existing departmental budgets for the Local Development Framework.

**8. RECOMMENDATIONS**

- 8.1 That the Cabinet should recommend that Council adopts the Tees Valley Minerals and Waste DPDs in so far as they relate to the Borough of Hartlepool.

**9. BACKGROUND PAPERS**

- 9.1 Copies of the DPDs have been placed in the Member's Room and can be accessed online on the planning policy page of the Council's website [www.hartlepool.gov.uk](http://www.hartlepool.gov.uk) or obtained from the contact officer below. A copy of the Inspectors report can also be found on the website.

**10. CONTACT OFFICER**

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# CABINET REPORT

4<sup>th</sup> July 2011



**Report of:** Assistant Chief Executive

**Subject:** REVIEW OF COMMUNITY INVOLVEMENT AND  
ENGAGEMENT (INCLUDING LSP REVIEW)

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## SUMMARY

### 1. PURPOSE OF REPORT

The purpose of this report is to inform Cabinet of the views received from Council Working Group and partners on the proposals put forward to Cabinet on 6<sup>th</sup> June 2011. Cabinet is requested to consider those views when agreeing the future approach of the Local Authority to community and stakeholder involvement and engagement and the Local Strategic Partnership, including theme partnerships.

### 2. SUMMARY OF CONTENTS

This report sets out the comments received from Council Working Group and partners on the proposals put to Cabinet on 6<sup>th</sup> June 2011. The report from 6<sup>th</sup> June 2011 set out a series of proposals which, if agreed, would change the Council's approach to community engagement and involvement including through the Local Strategic Partnership. It included proposals for the development of a Strategic Partners Group and Face the Public events as well as changes to the current arrangements for theme groups, Neighbourhood Consultative Forums, Neighbourhood Action Plans (NAPs) and resident representation. The report also included proposals to end a number of current arrangements. Cabinet is requested to consider the views received when deciding on the range of proposals put forward.

### 3. RELEVANCE TO CABINET

The report outlines proposals which will affect how the council engages and involves stakeholders across the Borough.



**4. TYPE OF DECISION**

Key Decision (test ii applies). Forward Plan reference number CE43/11

**5. DECISION MAKING ROUTE**

Cabinet 6<sup>th</sup> June 2011

Cabinet 4<sup>th</sup> July 2011

Some elements may require Council agreement for changes to the Constitution and therefore they will form part of the decision making route.

**6. DECISIONS REQUIRED**

Cabinet is requested to:

- (i) consider the views from the Council Working Group and partners as outlined in sections 3 and 4;
- (ii) agree the future approach of the Local Authority to community and stakeholder involvement and engagement and the Local Strategic Partnership, including theme partnerships from the proposed options identified in section 5 of this report.

**Report of:** Assistant Chief Executive

**Subject:** REVIEW OF COMMUNITY INVOLVEMENT AND  
ENGAGEMENT (INCLUDING LSP REVIEW)

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## **1. PURPOSE OF REPORT**

- 1.1 The purpose of this report is to inform Cabinet of the views received from Council Working Group and partners on the proposals put forward to Cabinet on 6<sup>th</sup> June 2011. Cabinet is requested to consider those views when agreeing the future approach of the Local Authority to community and stakeholder involvement and engagement and the Local Strategic Partnership, including theme partnerships.

## **2. BACKGROUND**

- 2.1 A review of how the Council interacts and engages with local residents and stakeholders was initiated by Cabinet following the agreement of the budget for 2011/12. The review has considered:
- the structure of the Local Strategic Partnership (the Hartlepool Partnership Board and theme partnerships);
  - how the Council engages with residents;
  - the consultation and user groups that the Council works with including diverse communities;
  - how the Council engages with the Voluntary & Community Sector (VCS) and promotes the principles of the Compact;
  - the Neighbourhood Consultative Forums (NCFs), Police & Community Safety Liaison Forums and Parish Liaison Meetings;
  - and the Council's approach to tackling disadvantage through Neighbourhood Action Plans (NAPs).
- 2.2 The review was undertaken within the context of:
- significantly reduced public sector resources which has resulted locally in the end of dedicated support for the Children's Trust, reduced capacity in the Community Regeneration function and reduced capacity for partnership support elsewhere in the Local Authority including the Performance & Partnerships Team;
  - changes in the national picture including the development of the Big Society, the Social Mobility Strategy and other national policy directions;
  - the introduction of the Localism Bill, Police Reform and Social Responsibility Bill and the Health & Social Care Bill;

- changes in statutory requirements with the statutory duty to have a Children's Trust being removed and a new statutory duty to have a Health & Wellbeing Board being introduced;
- the introduction of directly elected Police & Crime Commissioners;
- the proposed changes to ward boundaries from 2012.

- 2.3 The aim of the review was to ensure that Hartlepool had arrangements in place which both maintained a focus on developing the strategic policy direction for the Borough and provided appropriate opportunities for stakeholders including residents and the community, voluntary and business sectors to influence policy development and how services are delivered. The review also considered how the scarce resources, specifically related to the reduction in resources as part of the 2011/12 budget process and likely future reductions, that are available are used in ways which will add the most value.
- 2.4 The Review has been led by the Assistant Chief Executive, the Assistant Director for Neighbourhood Services and the LSP Manager with support from the Assistant Directors for Adult Social Care, Public Health & Wellbeing, Community Services, Regeneration & Planning and others.
- 2.5 During the Review discussions have taken place with:
- Cabinet members through a number of different meetings;
  - Assistant Directors with responsibility for current theme partnerships;
  - Ward Councillors and Resident Representatives through a Neighbourhood Consultative Forum workshop (11<sup>th</sup> May 2011);
  - Neighbourhood Managers and Community Regeneration staff;
  - Partner organisations across the public sector through the Hartlepool Partnership Board (11<sup>th</sup> March and 18<sup>th</sup> May 2011) and individual meetings;
  - Hartlepool Community Network (3<sup>rd</sup> May 2011).
- 2.6 Cabinet considered the proposals on 6<sup>th</sup> June 2011 (as set out in **Appendix A** and **Appendices A1-A8**) and decided to submit the proposals to a meeting of the Council Working Group so that their views could be sought and reported back to Cabinet in 4 weeks time. The Council Working Group met on 20<sup>th</sup> June and considered the proposals and their views are outlined in section 3 of this report.
- 2.7 In addition, the proposals were circulated to all partners and a number of views were received which are included in section 4 of this report.

### 3. RESPONSE FROM THE COUNCIL WORKING GROUP

- 3.1 At their meeting on the 20<sup>th</sup> June the Council Working Group considered the proposals outlined in the Cabinet report dated 6<sup>th</sup> June 2011. Following lengthy discussion the following was agreed to be put forward to Cabinet for consideration when making their decision.

- 3.2 It was felt that the role of Resident Representative was no longer needed and that this should be disbanded and not replaced by the proposed 'Neighbourhood Voice' role.
- 3.3 It was considered too early to make a decision on refocusing Neighbourhood Action Plans (NAPs) on the 5% most disadvantaged and that this should be done once the new wards were introduced and the deprivation of the new wards was understood.
- 3.4 It was proposed that the Minor Works budget should be used to provide individual budgets to Ward Councillors. NB This option will be considered within the proposals for the future use of the minor works budget that will be brought to a future Cabinet meeting for consideration and agreement as set out in section 7.5 of appendix A.
- 3.5 It was proposed that there should be 2 groups, one for the North of the Borough and one for the South, which would bring together ward councillors with representatives from constituted local groups e.g. resident's associations and Voluntary & Community Sector groups. The organisation and operation of these groups would be undertaken by the Voluntary & Community Sector (VCS) with the Chair and Vice Chair being Ward Councillors. It was noted that small budgets may need to be provided to support these groups. NB it is unclear whether these are to be replacements for the Neighbourhood Consultative Forums (NCFs).
- 3.6 It was proposed that the Chairs & Vice Chairs of the 2 groups along with 4 elected community representatives from each group should be included on the Strategic Partners Group alongside 12 strategic partner representatives (which would include a representative of Hartlepool Borough Council). This would see a membership of 24. This proposal is set out in the options in section 5.3 of this report.
- 3.7 It was also suggested that if theme groups required community representation then this could also be nominated through the 2 groups proposed in section 3.5 above.

#### **4. RESPONSE FROM PARTNERS**

- 4.1 Following Cabinet on 6<sup>th</sup> June a copy of the report outlining the proposals were circulated to partners involved in the LSP Board, its theme groups and current Resident Representatives. A number of comments were received for Cabinet to consider when making their decision.
- 4.2 There was concern from Parish Councillors that they were being marginalised in the proposed structure and they felt that there was a need to improve communication between the Local Authority and the Town and Parish Councils. It was recognised that regular contact with Neighbourhood Managers would be maintained but it was suggested that communication beyond the ward level could be improved through regular meetings between

the Mayor and the Chairs of the Parish Councils. It was also identified that if the Town & Parish Council representation on the LSP was lost then contact with Parish Councils at a true decision making level was essential particularly if the Localism Bill delivers greater control down to the local level. It was felt that Parish Councils must be involved when the Borough develops strategic vision and directions that may affect their communities and therefore that they needed to be represented on the Strategic Partners Group.

- 4.3 Some felt that the 'Neighbourhood Voice' role would be impossible and that 1 per ward would not be able to be representative of the new, much larger wards.
- 4.4 It was recognised that the 'Face the Public' events will need to be managed so that they do not become unwieldy and try to cover more than is possible. It was noted that the papers for those attending may become greater tomes than those for Board meetings. There was also recognition that holding these during the day may exclude those who work from attending.
- 4.5 There was concern from the Tees Valley Rural Community Council that adequate consultation had not been undertaken prior to the proposals being developed.
- 4.6 Cleveland Fire Brigade broadly supported the proposals but outlined that they would support the proposal to establish Neighbourhood Issues Forums over the devolvement to ward surgeries as this would allow stakeholders to more effectively identify and address issues that transcend individual ward boundaries and ensure that resources are directed towards issues and areas of greatest concern and impact. They also preferred option 1 for the membership of the Strategic Partners Group as the other options would exclude some key sectors such as housing and education presenting the risk of the Group failing to have the wider picture when considering key issues and solutions.
- 4.7 The response from the North Tees & Hartlepool NHS Foundation Trust identified that they were very supportive of the changes that had been proposed to streamline arrangements in Hartlepool and that they commended the radical thinking as well as the pragmatism and willingness to challenge the status quo. However, they were disappointed that they would not be part of the Strategic Partners Group if the suggested option 2 was agreed. They identified that option 2 misses significant partners, supporters, stakeholders and contributors to its detriment, that the sectors that are not directly represented are crucial, that it cannot be assumed that one health person speaks on behalf of or is knowledgeable about all and that whilst smaller numbers are easier to manage in a meeting situation this is a potentially weak excuse for excluding people who can add quality, expertise and flavour to the discussions. They asked that their membership of the Strategic Partners Group be reconsidered as they are a major employer in Hartlepool and their activities are therefore of great significance, they are working to deliver the development of a new hospital and they have made

the effort to engage with the LSP and the Local Authority, in many cases more so than some others on the list.

- 4.8 The ending of the Culture, Leisure & Community Learning and Environment Partnerships caused some concern and clarity about how these themes would be considered in the future was requested.
- 4.9 It has been suggested that to ensure that environmental issues are not forgotten that a representative of the environment sector be included on the Strategic Partners Group and that this individual could be nominated by the Environment Partnership prior to it being disbanded and potentially rotate over a period of time. This individual could convene task and finish groups of relevant environmental partners if a particular issue needs considering in more detail e.g. the group formed to produce a statement on the environmental implications of the development of a new nuclear power station.
- 4.10 Sport England identified concern about how the contribution of sport and culture would be advocated in the new structure. They recognised that sport and culture had demonstrated that they can make a significant contribution to the health and wellbeing of local people and that it was important that they were adequately represented in the preparation of the Joint Strategic Needs Assessment.

## **5. OPTIONS BASED ON RESPONSES RECEIVED – FOR DECISION**

- 5.1 The following section summarises the options available to Cabinet based on the proposals that were put forward for Cabinet to agree in the report received on 6<sup>th</sup> June 2011 and the comments received from the Council Working Group and partners.

### **5.2 Decision I. Cabinet is requested to agree:**

- Either, the proposed structure for community and stakeholder involvement and engagement as set out in appendix A1. (Original proposal).
- Or, the amended structure as set out in appendix B and the introduction of 2 Groups (North and South) who would have representation on the Strategic Partners Group through their Chairs, Vice Chairs and Community Representatives. (Council Working Group proposal).

### **5.3 Decision II. Cabinet is requested to agree:**

- Either, the development of a Strategic Partners Group as outlined in section 4 of appendix A and its membership from the options outlined in appendix A3. (Original proposal).

- Or, the development of a Strategic Partners Groups with 12 strategic partner representatives including Hartlepool Borough Council (other partners have not been specified) and the Chair, Vice Chair & 4 Community Representatives from each of the 2 area groups proposed. This would total a membership of 24. (Council Working Group proposal).

In addition Cabinet is requested to consider whether the membership of the Strategic Partners Group should also include:

- a representative of the Town & Parish Councils. (Parish Council proposal).
- a representative of the North Tees & Hartlepool & NHS Trust, if membership option 1 is not chosen. (North Tees & Hartlepool NHS Trust proposal).
- a representative of the environment sector and whether this should be elected from the current environment partnership before its proposed dissolution. (Environment partners proposal).

**5.4 Decision III. Cabinet is requested to agree the development of Face the Public events as outlined in section 5 of appendix A and appendix A4.** (Original proposal).

**5.5 Decision IV. Cabinet is requested to agree the merging of the Economic Forum and Skills Partnerships.** (Original proposal).

**5.6 Decision V. Cabinet is requested to agree the end of the Culture, Leisure & Community Learning and Environment theme partnerships** (Original proposal)

**5.7 Decision VI. Cabinet is requested to agree:**

- Either, that community representation be included within the membership of the theme groups as set out in paragraphs 6.7 and 6.8 of appendix A. (Original proposal).
- Or, if Cabinet agrees to the introduction of the 2 area groups, disbands the role of Resident Representative and chooses not to introduce the role of 'Neighbourhood Voice', that community representation be included within the membership of the theme groups and be elected as per the COMPACT Code of Practice with 1 Community Representative from each area group. (Council Working Group proposal).

**5.8 Decision VII. Cabinet is requested to agree:**

- Either, an approach to neighbourhood issues from the options set out in appendix A6 which will be implemented from April 2012. (Original proposal).
- Or, agree to the development of 2 groups which would cover the north and south areas of the Borough and would include ward councillors and representatives of constituted local groups. These groups would be managed by a local Voluntary & Community Sector (VCS) Group. (Council Working Group proposal).

**5.9 Decision VIII. Cabinet is requested to agree the reduction of Neighbourhood Consultative Forum meetings to quarterly during 2011/12.** (Original proposal).**5.10 Decision IX. Cabinet is requested agree to end the Police & Community Safety Liaison Forums and Parish Liaison Meetings.** (Original proposal).

Cabinet is also requested to consider the introduction of regular meetings between the Mayor and the Chairs of the Parish Councils. (Parish Council proposal).

**5.11 Decision X. Cabinet is requested to disband the role of Resident Representative from April 2012.** (Original proposal).**5.12 Decision XI. Cabinet is requested to:**

- Either, introduce the role of 'Neighbourhood Voice' from May 2012 as set out in paragraph 8.1 of appendix A and appendix A7. (Original proposal).
- Or, if Cabinet agrees to the introduction of the 2 area groups and the development of Community Representatives elected by those groups, not to introduce the role of 'Neighbourhood Voice'. (Council Working Group proposal).

**5.13 Decision XII. Cabinet is requested to**

- Either, re-focus Neighbourhood Action Plans (NAPs) on the 5% most disadvantaged neighbourhoods in Hartlepool. (Original proposal).
- Or, agree to hold off on this decision until the new wards are implemented. (Council Working Group proposal).

If Cabinet chooses to hold off on this decision then they are requested to consider instructing the NAP Officer Group to prepare a paper on the future options for NAP delivery including potential boundary revisions for Cabinet to consider.



**5.14 Decision XIII. Cabinet is requested to agree the implementation timetable as set out in appendix A8. (Original proposal).**

However, if Cabinet agrees changes to the original proposal then a new implementation timetable will need to be prepared to reflect the decisions taken.

**6. RECOMMENDATIONS**

**6.1 Cabinet is requested to:**

- consider the views from the Council Working Group and partners as outlined in sections 3 and 4;
- agree the future approach of the Local Authority to community and stakeholder involvement and engagement and the Local Strategic Partnership, including theme partnerships from the proposed options identified in section 5 of this report.

**7. REASONS FOR RECOMMENDATIONS**

**7.1** The recommendations have been prepared following a review of how the Council interacts and engages with local residents and stakeholders. They take account of the current financial position of the authority and changes in national policy that the Local Authority needs to take account of in its arrangements.

**8. SUMMARY OF CONSTITUTION CHANGES**

**8.1** If cabinet agree the proposals set out in this report there will need to be a number of changes to the constitution. This will include references to:

- Neighbourhood Consultative Forums
- Resident Representatives (co-opted resident members)
- Parish Liaison
- Police & Community Safety Forums
- The Hartlepool Partnership

**9. BACKGROUND PAPERS**

Item 5.1 from Cabinet on 6<sup>th</sup> June 2011 (attached as Appendix A and A1-A8).  
Minutes from Cabinet on 6<sup>th</sup> June 2011.

**10. CONTACT OFFICERS**

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# CABINET REPORT

6<sup>th</sup> June 2011



**Report of:** Assistant Chief Executive

**Subject:** REVIEW OF COMMUNITY INVOLVEMENT AND  
ENGAGEMENT (INCLUDING LSP REVIEW)

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## SUMMARY

### 1. PURPOSE OF REPORT

The purpose of this report is to seek agreement on the future approach of the Local Authority to community and stakeholder involvement and engagement and the Local Strategic Partnership, including theme partnerships.

### 2. SUMMARY OF CONTENTS

This report sets out a series of proposals which, if agreed, will change the Council's approach to community engagement and involvement including through the Local Strategic Partnership. It includes proposals for the development of a Strategic Partners Group and Face the Public events as well as changes to the current arrangements for theme groups, Neighbourhood Consultative Forums, Neighbourhood Action Plans (NAPs) and resident representation. The report also includes proposals to end a number of current arrangements. Cabinet is requested to consider and agree the proposals put forward and for two of the proposals decide from a range of options.

### 3. RELEVANCE TO CABINET

The report outlines proposals which will affect how the council engages and involves stakeholders across the Borough.

### 4. TYPE OF DECISION

Key Decision (test ii applies). Forward Plan reference Number CE 43/11.

## 5. DECISION MAKING ROUTE

Cabinet 6<sup>th</sup> June 2011  
Hartlepool Partnership 8<sup>th</sup> July 2011

Some elements may require Council agreement for changes to the Constitution and therefore they will form part of the decision making route.

## 6. DECISIONS REQUIRED

Cabinet is requested to agree:

- I. the proposed structure for community and stakeholder involvement and engagement as set out in **appendix 1**;
- II. the development of a Strategic Partners Group as outlined in section 4 of the report and its membership from the options outlined in **appendix 3**;
- III. the development of Face the Public events as outlined in section 5 of the report and **appendix 4**;
- IV. the merging of the Economic Forum and Skills Partnerships;
- V. the end of the Culture, Leisure & Community Learning and Environment theme partnerships;
- VI. that community representation be included within the membership of the theme groups as set out in paragraphs 6.7 and 6.8 of the report;
- VII. an approach to neighbourhood issues from the options set out in **appendix 6** which will be implemented from April 2012;
- VIII. the reduction of Neighbourhood Consultative Forum meetings to quarterly during 2011/12;
- IX. to end the Police & Community Safety Liaison Forums and Parish Liaison Meetings;
- X. to disband the role of Resident Representative from April 2012;
- XI. to introduce the role of 'Neighbourhood Voice from May 2012 as set out in paragraph 8.1 and **appendix 7**;
- XII. to re-focus Neighbourhood Action Plans (NAPs) on the 5% most disadvantaged neighbourhoods in Hartlepool;
- XIII. the implementation timetable as set out in **appendix 8**.

**Report of:** Assistant Chief Executive

**Subject:** REVIEW OF COMMUNITY INVOLVEMENT AND  
ENGAGEMENT (INCLUDING LSP REVIEW)

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## **1. PURPOSE OF REPORT**

- 1.1 The purpose of this report is to seek agreement on the future approach of the Local Authority to community and stakeholder involvement and engagement and the Local Strategic Partnership, including theme partnerships.

## **2. BACKGROUND**

- 2.1 A review of how the Council interacts and engages with local residents and stakeholders was initiated by Cabinet following the agreement of the budget for 2011/12. The review has considered:
- the structure of the Local Strategic Partnership (the Hartlepool Partnership Board and theme partnerships);
  - how the Council engages with residents;
  - the consultation and user groups that the Council works with including diverse communities;
  - how the Council engages with the Voluntary & Community Sector (VCS) and promotes the principles of the Compact;
  - the Neighbourhood Consultative Forums (NCFs), Police & Community Safety Liaison Forums and Parish Liaison Meetings;
  - and the Council's approach to tackling disadvantage through Neighbourhood Action Plans (NAPs).
- 2.2 The review was undertaken within the context of:
- significantly reduced public sector resources which has resulted locally in the end of dedicated support for the Children's Trust, reduced capacity in the Community Regeneration function and reduced capacity for partnership support elsewhere in the Local Authority including the Performance & Partnerships Team;
  - changes in the national picture including the development of the Big Society, the Social Mobility Strategy and other national policy directions;
  - the introduction of the Localism Bill, Police Reform and Social Responsibility Bill and the Health & Social Care Bill;
  - changes in statutory requirements with the statutory duty to have a Children's Trust being removed and a new statutory duty to have a Health & Wellbeing Board being introduced;

- the introduction of directly elected Police & Crime Commissioners;
  - the proposed changes to ward boundaries from 2012.
- 2.3 The aim of the review is to ensure that Hartlepool has arrangements in place which both maintain a focus on developing the strategic policy direction for the Borough and provide appropriate opportunities for stakeholders including residents and the community, voluntary and business sectors to influence policy development and how services are delivered. The review has also considered how the scarce resources, specifically related to the reduction in resources as part of the 2011/12 budget process and likely future reductions, that are available are used in ways which will add the most value.
- 2.4 The Review has been led by the Assistant Chief Executive, the Assistant Director for Neighbourhood Services and the LSP Manager with support from the Assistant Directors for Adult Social Care, Public Health & Wellbeing, Community Services, Regeneration & Planning and others.
- 2.5 During the Review discussions have taken place with:
- Cabinet members through a number of different meetings;
  - Assistant Directors with responsibility for current theme partnerships;
  - Ward Councillors and Resident Representatives through a Neighbourhood Consultative Forum workshop (11<sup>th</sup> May 2011);
  - Neighbourhood Managers and Community Regeneration staff;
  - Partner organisations across the public sector through the Hartlepool Partnership Board (11<sup>th</sup> March and 18<sup>th</sup> May 2011) and individual meetings;
  - Hartlepool Community Network (3<sup>rd</sup> May 2011).
- 2.6 Following informal discussions with officers from other Local Authorities it is apparent that many of them are undertaking similar reviews.

### 3. SUMMARY OF PROPOSAL

- 3.1 Following the Review discussions a new structure has been developed as set out in appendix 1. This is not merely a minor review of the functional elements which comprise the arrangements we have in place. Cabinet requested a fundamental review and this has been undertaken to put in place appropriate arrangements. Also included in **appendix 2** is a summary of what is proposed to be changed, disbanded and amended. Whilst these proposals are focussed around meetings and traditional arrangements we are looking at how we can use social media to maximise the effectiveness of this new approach in line with recent Cabinet discussions.
- 3.2 The proposed structure includes the following:
- Strategic Partners Group;
  - Face the Public Events;
  - Safer Hartlepool Partnership (statutory);
  - Health & Wellbeing Board (statutory);

- Theme Partnership covering the Jobs & the Economy and Lifelong Learning & Skills themes;
  - Housing Partnership;
  - Neighbourhood Issues;
  - Neighbourhood Voices;
  - Neighbourhood Action Plans for neighbourhoods with areas in the 5% most disadvantaged nationally.
- 3.3 It also recognises the important roles that Ward Councillors, Consultation Groups, Special Interest Groups, residents and the Voluntary and Community Sector (VCS) have to play and identifies how they can play their part.
- 3.4 Alongside the structure proposed the internal review of consultation arrangements supported by the Local Authority has led to a more streamlined approach with fewer groups that can be more easily monitored by the Corporate Consultation Group and Departmental Management Teams.
- 3.5 The following sections of this report will go through each part of the structure in turn and set out proposals for Cabinet to consider and agree.

#### **4. STRATEGIC PARTNERS GROUP**

- 4.1 Through the Review it has been identified that in order to drive forward improvement in Hartlepool there is a need to work in partnership across the public sector and with the business and voluntary and community sectors. The development of a clear strategic vision and direction will underpin this drive and that is the purpose of the Strategic Partners Group. The proposal recognises that this Group needs to be small and strategically focussed bringing together the key public sector agencies along with representation from the Voluntary and Community Sector (VCS) and the Chairs of the theme groups. The Strategic Partners Group will be responsible for coordinating the strategic direction for the Borough by working alongside the Council to develop agreed priorities (at present this is the Community Strategy and Neighbourhood Renewal Strategy).
- 4.2 It is proposed that the Strategic Partners Group will meet 4 times per year, a reduction on the LSP Board which currently meets up to 8 times a year. It is also proposed that the Group will be Chaired by the Mayor and the Chairs of the theme groups will be Vice Chairs. Partners will agree their own representatives but these individuals should be Chairs, Lead Members or senior representatives of their organisation. Named substitutes will be accepted but it is proposed that these must be of a suitably senior level if the Group is to achieve its key objectives of coordinating at a strategic level and driving forward the agreed priorities within individual partner organisations.
- 4.3 The Strategic Partners Group will not be a decision-making body as individual partners will remain responsible and accountable for decisions on

their services and the use of their resources. It is recognised that each partner will have a different mechanism for their own decision making and therefore it is understood that partners will retain their statutory responsibility and the lines of accountability will remain with them.

- 4.4 Appendix 3 sets out options for the membership of the Strategic Partners Group. Cabinet are requested to consider the options and agree the Hartlepool Borough Council representation from options a, b or c and the Group membership from options 1, 2 or 3. The recommendations from CMT are
- Option c with the Mayor & 2 HBC representatives chosen by the Mayor and the Chief Executive.
  - Option 2

## 5. FACE THE PUBLIC EVENTS

- 5.1 Face the Public Events are proposed to provide the opportunity for Councillors, agreed resident representation, representatives of special interest groups, VCS organisations and the general public to engage with the Strategic Partners Group and theme groups. The events will be held 4 times per year and will enable attendees to feed in their priorities. The events will also provide the opportunity for consultation on key strategies and plans for the Borough. Each theme area will be discussed at least once per year at a Face the Public Event. It is proposed that the events will be chaired either by the Mayor as Chair of the Strategic Leaders Board or the Chair of the theme group that is the subject of the event in accordance with statutory requirements. A draft Terms of Reference for these events is included as **appendix 4**.

## 6. THEME GROUPS

- 6.1 The proposal includes 4 theme groups which is a reduction from the 9 theme partnerships that currently operate. This incorporates the 2 theme groups that are identified as a statutory requirement – the Safer Hartlepool Partnership and the Health & Wellbeing Board. The 2 other proposed theme groups identified will focus on the Jobs & Economy and Lifelong Learning & Skills (merging the current Economic Forum and Skills Partnership) and Housing themes. The Children's Partnership Board will be subsumed within the Health & Wellbeing Partnership structure. Through the review these themes were identified as key themes for the future improvement of Hartlepool and the delivery of the Community Strategy vision.
- 6.2 The proposal reflects the reduced capacity within the Local Authority and in partner organisations by merging some theme partnerships and by proposing the end of the Culture, Leisure & Community Learning and Environment Partnerships.



- 6.3 In addition the end of funding support for the Community Network will see the end of the theme partnership for Strengthening Communities. However, it is intended that the proposal put forward to Cabinet will continue engagement of the VCS and in turn maintain the links previously developed with key partner organisations.
- 6.4 The Health & Wellbeing Partnership discussed initial proposals for their new statutory Health & Wellbeing Board arrangements at their meeting on 6<sup>th</sup> April. It is intended that a shadow Health & Wellbeing Board will be in place by September although this will be subject to agreement by Cabinet and other partners and further guidance being issued following the Government pause on the planned health reforms.
- 6.5 Discussions with all of the current operational groups within the Children's Trust revealed that there is a need to retain a Children's Partnership in Hartlepool, albeit in a more streamlined form. The Children's Trust Board agreed with the views of the operational groups and at meeting of 12<sup>th</sup> January 2011 requested that an options paper be presented at the next meeting with a number of potential structures and suggestions regarding how this will fit into the new Health and Wellbeing Board. At the Children's Trust Board meeting on the 14<sup>th</sup> April 2011, the members opted to continue with a Board whilst deleting the Executive, Age Related Partnerships and Infrastructure Group. The Stakeholder Group will be retained and a number of themed groups established. Going forward the Board will be known as the Children's Partnership Board.
- 6.6 The Safer Hartlepool Partnership has agreed to focus on the most problematic families/households. A workshop on how this might work and the governance arrangements needed took place on 12<sup>th</sup> April. Since the workshop the governance arrangements have been developed and agreed by the Safer Hartlepool Partnership Executive and are included as **appendix 5** for information.
- 6.7 Through the Review the valuable contribution that community representatives bring to the work of theme groups has been identified. It is therefore proposed that each theme group include community representation through:
- a representative of the Voluntary and Community Sector (VCS) in Hartlepool elected as per the Compact Code of Practice on Representation;
  - a representative of residents elected from the proposed 'Neighbourhood Voices'.
- 6.8 The exception will be for the Health & Wellbeing Board as current guidance sets out a requirement for community representation to be provided through the local Health Watch (Hartlepool LINKs).

## **7. NEIGHBOURHOOD ISSUES**

- 7.1 A key element of the Council's approach to community engagement and involvement has been the opportunity for residents and Councillors to raise neighbourhood issues. Three options have been prepared (appendix 6) for Cabinet to consider as replacement for the current Neighbourhood Consultative Forums (NCF), Police & Community Safety Liaison Forums and Parish Liaison meetings. Also included in appendix 6 is a summary of the discussion at the NCF consultation workshop.
- 7.2 Option 1 is to disband the current Forum approach and devolve this work to Councillors' ward surgeries which could be supported by Neighbourhood Managers and potentially have access to ward budgets. This option would further promote the role of Ward Councillors as community leaders and allow for the discussion of very local issues. Work will also be undertaken to promote the alternative methods that the public can use to raise concerns and issues for example through the Contact Centre and council website. In addition the proposed Face the Public Events will provide an opportunity for Councillors and residents to be involved in consultation on key strategies and plans for the Borough and to discuss neighbourhood issues.
- 7.3 Options 2 and 3 are to redesign the NCF into to either one borough-wide or two Neighbourhood Issues Forums. NCFs are valued by many members as they provide an opportunity for Ward Councillors to engage with residents from their area and work with others to improve services. In order to retain that element of the current approach it is proposed that 1 Borough-wide or 2 Neighbourhood Issues Forum chaired by a back-bench councillor and held quarterly for Ward Councillors, those residents chosen to be 'Neighbourhood Voices' and the general public to discuss issues relating to their neighbourhoods. The intention is for Neighbourhood Issues Forums to provide an opportunity for Ward Councillors to work with residents to identify issues in their areas and work together to resolve them. There is potential for the budgets to be devolved to these new Forums to help facilitate improvements.
- 7.4 It is proposed that the agreed changes will come into affect from April 2012 but that in the interim period Neighbourhood Consultative Forums reduce to quarterly meetings rather than every 8 weeks.
- 7.5 It is recognised that whichever option is agreed consideration will need to be given to the use of the minor works budget beyond March 2012. Once Cabinet has agreed an option for dealing with neighbourhood issues proposals on the minor works budget will be developed and brought to a future Cabinet meeting for consideration and agreement.

## **8. NEIGHBOURHOOD VOICES**

- 8.1 It is proposed that from May 2012 the role of Resident Representative be disbanded and a new role of 'Neighbourhood Voice' be introduced. Based on

the new ward boundaries which will come into effect in May 2012 it is proposed that there will be 1 'Neighbourhood Voice' for each of the 11 wards. Individuals putting themselves forward for the role will need to be representative of a Resident's Association or a community group for example a local Mothers & Toddlers or Youth Group. These individuals will be part of the agreed arrangements for neighbourhood issues, Face the Public Events and Neighbourhood Action Plans (NAPs) where relevant. The proposed role is included as appendix 7.

## **9. NEIGHBOURHOOD ACTION PLANS**

- 9.1 The Neighbourhood Renewal Strategy identifies 8 priority neighbourhoods based on the Index of Multiple Deprivation 2007. Of those neighbourhoods 7 are within the 10% most deprived overall and 1 is within the worst 10% for 2 of the factors that make up the IMD (Employment and Health, Deprivation and Disability). At present Neighbourhood Action Plans (NAPs) have been prepared for all 8 neighbourhoods and 10 NAP Forums have been established to drive them forward.
- 9.2 In light of significantly reduced resources it is recommended within this proposal that NAPs are re-focused onto the most highly disadvantaged neighbourhoods in Hartlepool i.e. those neighbourhoods that have areas that fall within the 5% most deprived nationally according to the IMD 2010. This proposal would reduce the number of NAPs by half.
- 9.3 As ward boundaries will be changing in 2012 the current NAP boundaries are being reviewed with the aim of reducing the number of NAPs that Ward Councillors have to attend (at present some wards include up to 3 NAPs). These revised boundaries, which will follow natural communities rather than arbitrary boundaries, will be presented to Cabinet for consideration in July 2011. For those areas no longer covered by NAPs it is proposed that evaluations of their progress in 2010/11 will be completed and a celebration event will be held before support for NAP Forums is removed in September 2011.

## **10. IMPLEMENTATION TIMETABLE**

- 10.1 The proposals outlined in this report will be implemented over the 9 months following Cabinet's decision. The proposed implementation timetable is included as appendix 8.

## **11. RECOMMENDATIONS**

- 11.1 Cabinet is requested to agree:
- I. the proposed structure for community and stakeholder involvement and engagement as set out in appendix 1;

- II. the development of a Strategic Partners Group as outlined in section 4 of the report and its membership from the options outlined in appendix 3;
- III. the development of Face the Public events as outlined in section 5 of the report and appendix 4;
- IV. the merging of the Economic Forum and Skills Partnerships;
- V. the end of the Culture, Leisure & Community Learning and Environment theme partnerships;
- VI. that community representation be included within the membership of the theme groups as set out in paragraphs 6.7 and 6.8 of the report;
- VII. an approach to neighbourhood issues from the options set out in appendix 6 which will be implemented from April 2012;
- VIII. the reduction of Neighbourhood Consultative Forum meetings to quarterly during 2011/12;
- IX. to end the Police & Community Safety Liaison Forums and Parish Liaison Meetings;
- X. to disband the role of Resident Representative from April 2012;
- XI. to introduce the role of 'Neighbourhood Voice from May 2012 as set out in paragraph 8.1 and appendix 7;
- XII. to re-focus Neighbourhood Action Plans (NAPs) on the 5% most disadvantaged neighbourhoods in Hartlepool;
- XIII. the implementation timetable as set out in appendix 8.

## **12. REASONS FOR RECOMMENDATIONS**

- 12.1 The recommendations have been prepared following a review of how the Council interacts and engages with local residents and stakeholders. They take account of the current financial position of the authority and changes in national policy that the Local Authority needs to take account of in its arrangements.

## **13. SUMMARY OF CONSTITUTION CHANGES**

- 13.1 If cabinet agree the proposals set out in this report there will need to be a number of changes to the constitution. This will include references to:
- Neighbourhood Consultative Forums
  - Resident Representatives (co-opted resident members)
  - Parish Liaison
  - Police & Community Safety Forums
  - The Hartlepool Partnership

## **14. BACKGROUND PAPERS**

None identified

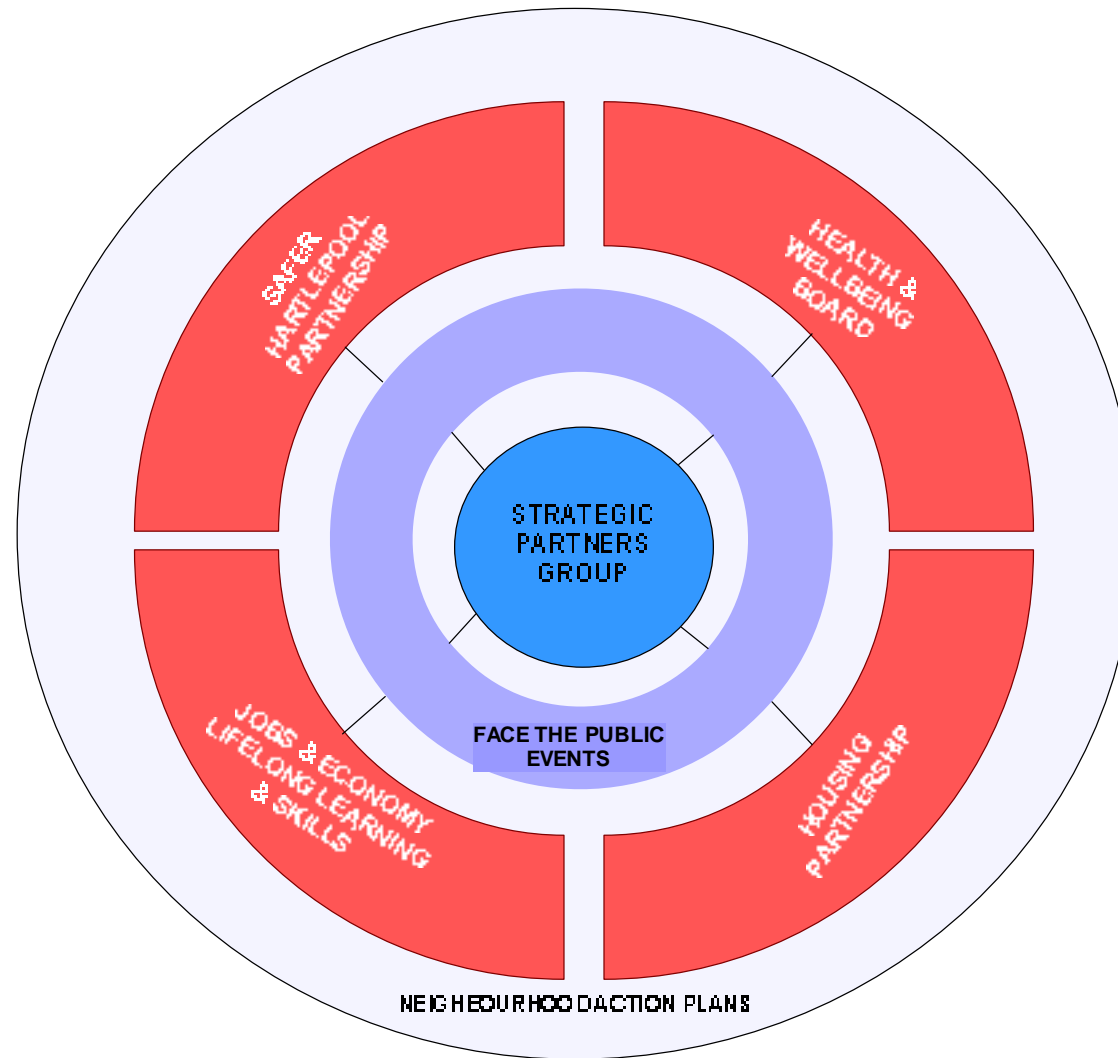
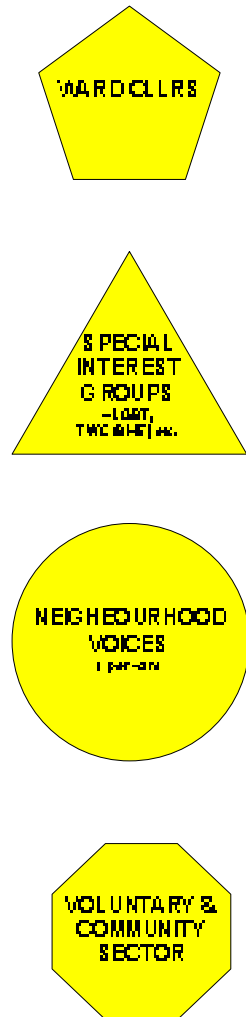
**15. CONTACT OFFICERS**

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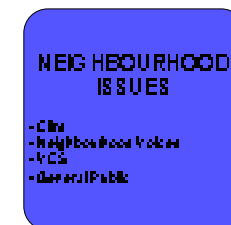
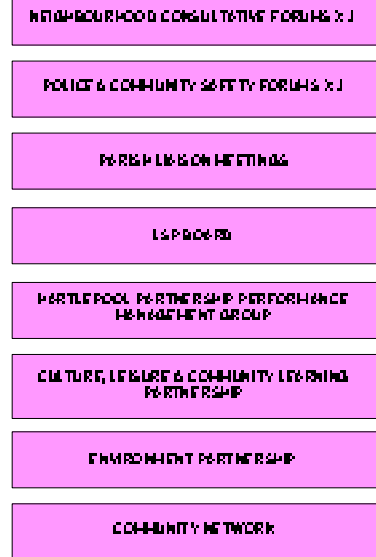
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## 5.1 APPENDIX 1

### PROPOSED STRUCTURE



PROPOSED TO END/  
ALREADY ENDED



**5.1 APPENDIX 2****SUMMARY OF CHANGES TO CURRENT STRUCTURE**

| <b>Disband/Remove</b>  | <b>New Introductions</b>  | <b>Reductions from &amp; to</b>  | <b>Stay the same</b>   |
|--|---|--|--|
| <p>Current LSP Board of 42 members and its Performance Management Group</p> <p>Formal Parish Liaison meetings, replaced by regular contact with the relevant Neighbourhood Manager</p> <p>3 Police &amp; Community Safety Liaison Forums (North, Centre &amp; South), subsumed within the Safer Hartlepool Partnership's 'Face the Public' sessions</p> <p>Culture, Leisure &amp; Community Learning Partnership</p> <p>Environment Partnership</p> <p>Strengthening Communities/Community Network</p> | <p>Strategic Partners Group whose membership includes the Chairs of the 4 theme groups.</p> <p>'Face the Public' sessions 4 times per year for Ward Councillors, agreed resident representatives, representatives of special interest groups, VCS organisations and the general public. Twice per year these events will be used to help identify priorities for the Strategic Leaders Board and review their performance. At least once per year each theme group will use these events to enable engagement &amp; consultation on key issues/policy developments in each theme.</p> | <p>Reduction of Theme Partnerships from 9 to 4</p> <p>Health &amp; Wellbeing Partnership (Statutory) to subsume the Children's Trust</p> <p>The Skills Partnership &amp; Economic Forum to merge and incorporate community learning/Adult Education</p> <p>Number of agreed resident representatives being reduced from 25 to 11 with a clearly defined role of 'Neighbourhood Voice'. They will be invited to the 'Face the Public' sessions, NAPs and work with the Neighbourhood Management Teams</p> <p>Reduction from 3 Neighbourhood Consultative Forum's (North, Centre &amp; South).</p> <p>A narrowed focus for Neighbourhood Action Plans – from those areas in the 10% most disadvantaged to those in the 5% areas. This will be a reduction of NAPs by half.</p> | <p>Safer Hartlepool Partnership (Statutory)</p> <p>Housing Partnership</p> |

**5.1 APPENDIX 3****Strategic Partners Group Membership Options**

HBC representative options:

- a) Mayor & Cabinet Members (up to 8)
- b) Mayor & a number of HBC reps chosen by Mayor (suggest 2) – could include Cabinet members, Leader of largest group not in the mayoralty etc.
- c) Option a) or b) & Chief Executive

Current Theme Chairs include Mayor (Safer Hartlepool Partnership) and Portfolio Holder for Adult & Public Health (Health & Wellbeing)

| <b>OPTION 1</b>   |  |
|---|--|
| <ul style="list-style-type: none"> <li>- Hartlepool Borough Council (option a, b or c set out above)</li> <li>- The Chairs of the theme groups (4)</li> <li>- Cleveland Police</li> <li>- Cleveland Fire Brigade</li> <li>- Durham Tees Valley Probation Trust</li> <li>- Hartlepool PCT / NHS Hartlepool</li> <li>- Hartlepool GP Commissioning Consortia</li> <li>- North Tees &amp; Hartlepool NHS Trust</li> <li>- Largest Social Housing Provider - Housing Hartlepool</li> <li>- Job Centre Plus</li> <li>- Skills Funding Agency</li> <li>- Business Enterprise North East</li> <li>- Hartlepool College of Further Education</li> <li>- Cleveland College of Art &amp; Design</li> <li>- Tees, Esk &amp; Wear Valley NHS Trust</li> <li>- Member of Parliament for Hartlepool</li> <li>- A representative of the Voluntary &amp; Community Sector (VCS) in Hartlepool elected as per the Compact Code of Practice on Representation</li> <li>- A representative of Small &amp; Medium Enterprises in Hartlepool</li> <li>- A representative of Large Enterprises in Hartlepool</li> </ul> | <p><b>Pros</b></p> <ul style="list-style-type: none"> <li>- Ensures representation from a wide range of sectors/partners</li> <li>- Brings together all the key agencies in Hartlepool</li> <li>- Reduction on LSP Board membership</li> </ul> <p><b>Cons</b></p> <ul style="list-style-type: none"> <li>- still quite a large membership</li> <li>- potential conflict as some providers would be included</li> </ul> |

| <b>OPTION 2</b>  |  |
|--|--|
| <ul style="list-style-type: none"> <li>- Hartlepool Borough Council (option a, b or c set out above)</li> <li>- The Chairs of the theme groups (4)</li> <li>- Cleveland Police Authority</li> <li>- Cleveland Fire Authority</li> <li>- Hartlepool PCT / NHS Hartlepool (until dissolved)</li> <li>- Hartlepool GP Commissioning Consortia</li> <li>- Director of Public Health (local representative of Public Health England)</li> <li>- Job Centre Plus</li> <li>- Skills Funding Agency</li> <li>- A representative of the Voluntary &amp; Community Sector (VCS) in Hartlepool elected as per the Compact Code of Practice on Representation</li> </ul> | <p><b>Pros</b></p> <ul style="list-style-type: none"> <li>- reduces potential for conflict as providers would not be represented</li> <li>- large reduction on LSP Board membership</li> <li>- still has representation from a wide range of sectors/partners</li> </ul> <p><b>Cons</b></p> <ul style="list-style-type: none"> <li>- Some sectors not directly represented e.g. housing colleges</li> <li>- Not including providers may reduce ability to engage with them in future delivery</li> </ul> |

| <b>OPTION 3</b>   |   |
|---|---|
| <p>Core Members:</p> <ul style="list-style-type: none"> <li>- Hartlepool Borough Council (option a, b or c set out above)</li> <li>- The Chairs of the theme groups (4)</li> </ul> <p>Other partners invited dependent on topics being discussed.</p> | <p><b>Pros</b></p> <ul style="list-style-type: none"> <li>- Very small board</li> </ul> <p><b>Cons</b></p> <ul style="list-style-type: none"> <li>- Could be seen to be dominated by HBC with little partner involvement</li> <li>- Theme Chairs responsible for representing a number of partners views</li> </ul> |



**5.1 APPENDIX 4**

## **Face the Public Events**

### **DRAFT Terms of Reference**

**1.0 Purpose of Face the Public Events**

Face the Public Events will provide Ward Councillors, Neighbourhood Voices, members of special interest groups, the general public and the Voluntary and Community Sector an opportunity to be involved in the work of the Strategic Partners Group and the theme groups.

It will be used as a strategic sounding board to influence the vision, strategy and activity of the Strategic Partners Group and act as a critical and supportive friend.

It will bring together Ward Councillors, Neighbourhood Voices, members of special interest groups, the general public and the Voluntary and Community Sector 4 times per year to debate key themes which present both opportunities and threats to Hartlepool. It will enable a wider audience to participate and thus influence the future strategic direction of the Hartlepool Partnership and the Borough. The events will provide an opportunity to explore innovative ideas and solutions on the chosen topics, which will be fed back to the Strategic Partners Group and/or theme groups. In turn the Strategic Partners Group and theme groups will report on progress, current activity and future plans.

Face the Public events will provide an opportunity for Councillors and residents to be involved in consultation on key strategies and plans for the Borough and to discuss neighbourhood issues.

**2.0 Key functions of Face the Public Events**

Face the Public Events will:

- facilitate active debates on key issues for the Borough as identified by the Strategic Partners Group and/or theme groups;
- receive updates twice per year from the Strategic Partners Group on the achievement of the vision as set out in the Community Strategy and Neighbourhood Renewal Strategy and provide an opportunity for attendees to comment on progress;
- receive updates at least once per year from each theme group on their progress and provide an opportunity for attendees to comment on the achievement key strategies and plans;
- involve Ward Councillors, Neighbourhood Voices, special interest group representatives, VCS representatives and the general public in wider strategic and thematic planning for the Borough;
- provide an opportunity to explore innovative ideas and solutions on chosen topics;
- have a consultative role.

### 3.0 Roles & Responsibility of Attendees

The main role of attendees of the Face the Public Events will be to share their ideas, solutions, views and concerns. Attendees will bring their own perspectives and also represent their ward, neighbourhood, special interest group, organisation or sector. They will be recognised for their valuable contribution bringing ideas, knowledge and expertise to the process

#### 3.1 Standards of Behaviour

The following guidelines outline what is expected of attendees.

**Accountability:** to work openly and honestly and to report back the discussions from Face the Public Events to their ward, neighbourhood, special interest group, organisation or sector.

**Commitment:** to attend Face the Public Events. To be properly prepared for discussions by reading any paperwork provided beforehand. To be prepared to learn from others and from good practice elsewhere and to further develop the breadth of their knowledge of their ward, neighbourhood, special interest group, organisation or sector's role within the borough.

**High Quality Debate:** to remain focussed and strategic. To contribute positively to discussions and work with other attendees to achieve consensus where possible.

**Honesty and Integrity:** to act with honesty, objectivity and integrity in achieving consensus through debate. Where needed to respect the confidentiality of the information provided.

**Objectivity:** to consider what is in the best interests for the common good of Hartlepool and to weigh this along with the interests of their ward, neighbourhood, special interest group, organisation, sector and themselves.

**Representative:** to effectively reflect the interests of their ward, neighbourhood, special interest group, organisation or sector, to raise areas of concern and contribute their experience and expertise to discussions to achieve good workable solutions.

**Respect for others:** to respect and to take into account the views of other members regardless of their gender, race, age, ethnicity, disability, religion, sexual orientation or any other status.

### 4.0 Face the Public Event Attendees

The attendees at Face the Public Events will include:

- Ward Councillors
- Neighbourhood Voices

## 5.1 APPENDIX 4

- Representatives of Special Interest Groups
- the Voluntary and Community Sector

Face the Public Events will also be open for members of the general public to attend and contribute.

### 4.1 Chair & Vice Chair of the Face the Public Events

Face the Public Events will be chaired by the Mayor of Hartlepool Borough Council as Chair of the Strategic Partners Group or by the Chair of the theme group that is the subject of the event.

The Performance & Partnership Team will work with the Chair and theme group Lead Officers to support the planning, promotion and delivery of the Events.

Other attendees whose special knowledge would be of assistance will be invited to attend to provide additional support on the topics being discussed.

## 5.0 Principles

All members of the Face the Public Events will strive to apply the following nine principles as established in the Community Strategy:

- |                                     |                             |
|-------------------------------------|-----------------------------|
| • Decision making and communication | • Involvement and inclusion |
| • Effective partnership working     | • Leadership and influence  |
| • Efficient partnership working     | • Performance management    |
| • Integrity                         | • Skills and knowledge      |
|                                     | • Sustainable development   |

## 6.0 Performance Management

Face the Public Events will receive updates from the Strategic Partners Group on the delivery of the Community Strategy and its related action plan twice per year. They will be invited to discuss progress, make suggestions for where improvements could be made and identify new and emerging areas of concern for Hartlepool that they feel the Strategic Partners Group should consider.

At least once per year Face the Public Events will also include an update from the theme groups on their current performance and the future priorities that they have identified. Attendees will be invited to discuss progress, make suggestions for where improvements could be made and identify new and

emerging areas of concern for Hartlepool that they feel the theme groups should consider.

### 6.1 Information, Advice & Support

All information, advice and support will be fit for purpose and tailored to the functions of the Face the Public Event. Attendees will ensure that all information is directly relevant to the discussion being held and is:

- Relevant
- Accurate
- Timely
- Objective
- Clear & concise
- Reliable

### 7.0 Developing Capacity & Capability

It is important that those attending the Face the Public Events have the right skills, knowledge and experience to play an effective part in the discussions. Hartlepool Borough Council's Performance & Partnerships Team and theme group Lead Officers will make attendees aware of opportunities to further develop their skills and update their knowledge as they arise.

### 8.0 Engaging with Stakeholders

Face the Public Events will be open and inclusive and Hartlepool Borough Council's Performance & Partnership's Team will actively promote the Events to its members and the general public.

Face the Public Events will follow the codes of practice and terms of engagement as set out in the Hartlepool Compact.

### 9.0 Operation of Face the Public Events

Face the Public Events will be held 4 times per year on dates agreed and publicised in advance. Agendas will be made available at least 1 week in advance of the event and will be published on the Hartlepool Partnership website: [www.hartlepoolpartnership.co.uk](http://www.hartlepoolpartnership.co.uk)

The Strategic Partners Group will provide updates at 2 Face the Public Events per year.

Each theme partnership will provide an update at 1 Face the Public Event per year minimum.

## **5.1 APPENDIX 4**

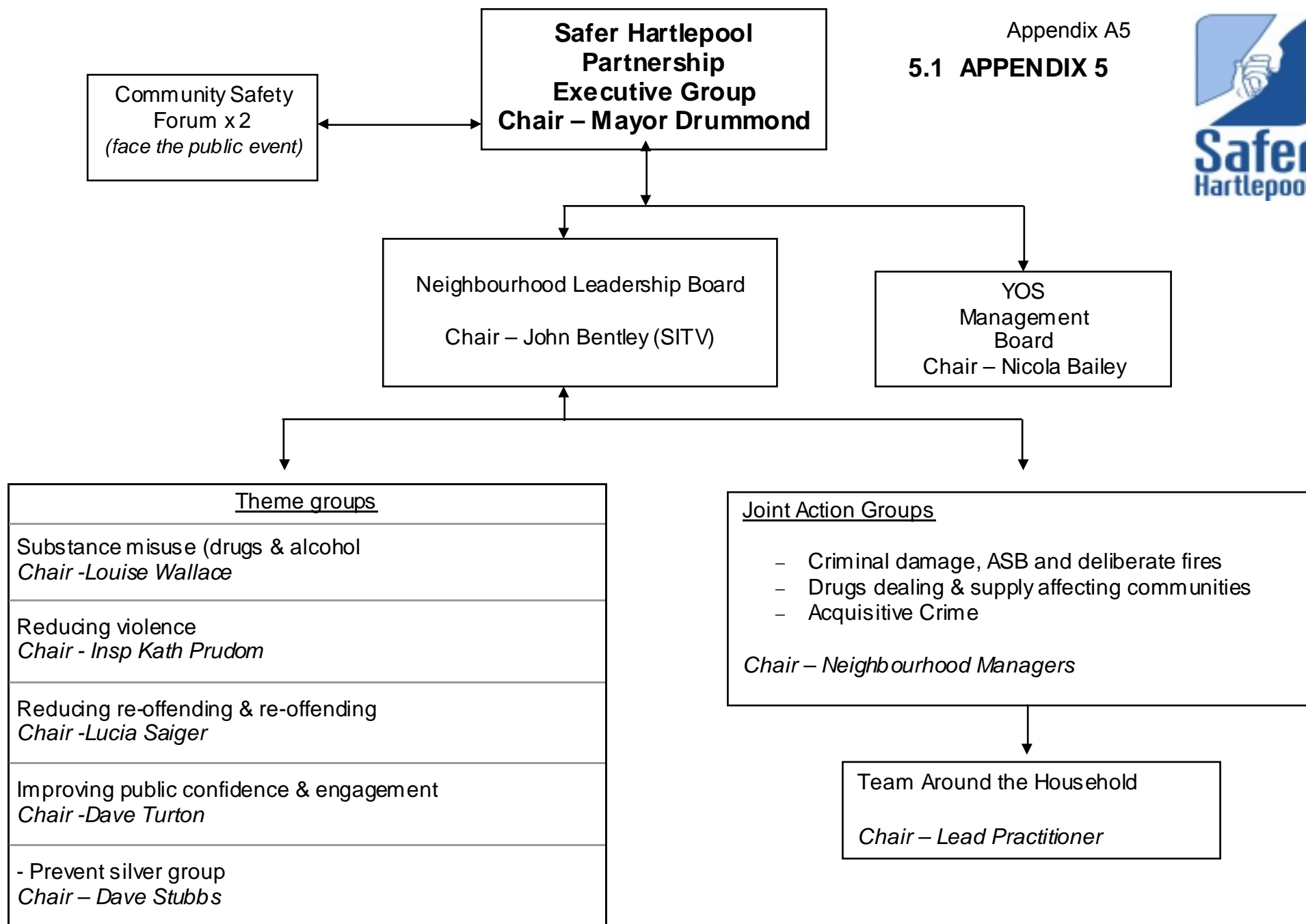
Face the Public Events will be supported by Hartlepool Borough Council's Performance & Partnerships Team and theme group Lead Officers. Financial and in-kind support will also be sought from other partners.

### **9.1 Other**

Complaints about the Face the Public Events will be dealt with according to the guidelines set out by Hartlepool Borough Council.

The Freedom of Information Act gives everyone the right to access information that is held by public authorities. Any Freedom of Information requests regarding Face the Public Events will be dealt with according to Hartlepool Borough Council Guidelines.

## 5.1 APPENDIX 5



DRAFT

## 5.1 APPENDIX 6

### Neighbourhood Issues Options

Following discussions with Cabinet and a workshop with Ward Councillors and Resident Representatives the following options have been developed for consideration:

| <b>OPTION 1 – NO FORUMS</b>  |  |
|--|--|
| <p>This option will see the end of the 3 Neighbourhood Consultative Forums, the Parish Liaison meetings and the Police &amp; Community Safety Forums.</p> <p>The issues raised traditionally through the Forum meetings will be dealt with through:</p> <ul style="list-style-type: none"> <li>- Ward Councillors (directly or through ward surgeries)</li> <li>- Neighbourhood Managers attending ward surgeries</li> <li>- HBC Contact Centre and website</li> <li>- Social Media Networks</li> </ul> <p>Agreed resident representation will also feed into the above structure.</p> <p>Face the Public Events will provide the opportunity for consultation on key strategies and plans for the Borough and the discussion of neighbourhood issues.</p> | <p><b>Pros</b></p> <ul style="list-style-type: none"> <li>- Promotes role of Ward Councillors as community leaders</li> <li>- Allows discussion of very local issues</li> <li>- Reduced number of formal meetings to be supported</li> </ul> <p><b>Cons</b></p> <ul style="list-style-type: none"> <li>- Reduced ability to join or scale up issues</li> <li>- Reduced ability to respond to issues collectively rather than individually</li> <li>- More meetings for Neighbourhood Managers to attend</li> </ul> |
| <b>OPTION 2 – A BOROUGH-WIDE FORUM</b>   |  |
| <p>This option would see 1 Borough-wide Forum being developed which would meet quarterly at different venues across the Borough. It would replace the 3 Neighbourhood Consultative Forums, the Parish Liaison meetings and the Police &amp; Community Safety Forums.</p> <p>It would enable Ward Councillors, agreed resident representation, members of the general public and others (e.g. representatives of the VCS) to come together to discuss common issues and develop shared solutions.</p>   | <p><b>Pros</b></p> <ul style="list-style-type: none"> <li>- Reduced number of meetings to be supported</li> <li>- Allows collective responses to be made to common issues</li> </ul> <p><b>Cons</b></p> <ul style="list-style-type: none"> <li>- Concern that variation in issues across the Borough would not be reflected in 1 Forum</li> </ul>  |
| <b>OPTION 3 – 2 FORUMS</b>   |  |
| <p>This option would see 2 Forums being developed to reflect Neighbourhood Management areas. These would meet quarterly at different venues across the Forum area. They would replace the 3 Neighbourhood Consultative Forums, the Parish Liaison meetings and the Police &amp; Community Safety Forums.</p> <p>This would enable Ward Councillors, agreed resident representation, members of the general public and others (e.g. representatives of the VCS) to come together to discuss common issues and develop shared solutions.</p>   | <p><b>Pros</b></p> <ul style="list-style-type: none"> <li>- Reduced number of meetings to be supported</li> <li>- Allows collective responses to be made to common issues</li> <li>- Responds to local variation in issues</li> </ul> <p><b>Cons</b></p> <ul style="list-style-type: none"> <li>- Still 8 meetings per year to be supported</li> <li>- At this spatial level they may still not reflect local neighbourhood issues</li> </ul>  |

**Neighbourhood Issues Options**

**Summary of NCF Workshop 11<sup>th</sup> May 2011**

Discussion 1 – Neighbourhood Consultative Forums

What has worked well?

- Public Question Time
- Pre-agenda meeting with Resident Reps
- Having a dedicated minor works budget - makes things happen
- Strong Voluntary Sector Working in Partnership – joint funded
- Open to all Public
- Presentations from partner agencies
- Good opportunity for issues to be raised & resolved
- provides accountability
- Held locally (north, centre and south)

What hasn't worked well?

- Too many presentations
- Poor presentation skills
- Individuals can often “hog the floor”
- Need to strengthen links with Resident Associations
- Engagement of young people
- Sometimes poor behaviour & a concern that some individuals are not shown respect
- Poor resident attendance
- Some meetings too long
- Duplication of information
- Poor management of some meetings

How can we maintain the best aspects of the forums in light of the current financial position the council faces? Or are there alternative options for community involvement?

- Reduce number of NCFs
- Not 1 for whole town
- Look at how residents can attend or use other groups e.g. SWAN
- Ward Members having a budget
- We need to ensure that there is a robust mechanism to put people around the table at a Strategic level
- Improved/better publicity
- Reduce presentations – townwide forum would improve this (better planning if 4 times a year)

Discussion 2 – Resident Representatives

What do you see as the value of resident representatives?

- Are eyes and ears on the ground
- More options for Council officers and residents to contact



### Neighbourhood Issues Options

- Closer contact with residents
- Helps Councillors in carrying out their duties
- Challenge Councillors
- Councillors can have a conflict of interest with local issues i.e. planning – may sit on planning committee
- Councillors are elected resident reps
- Some Councillors meet regularly with Resident Reps to share information
- 'Tools' for the community
- Another voice alongside Ward Councillors
- In some cases could Resident Reps be more pro-active in engaging residents
- Good contact with Council Officers
- Resident Reps and Officers to meet in between meetings to discuss minor works
- Good bargain for the value they add against the cost to support

With electoral boundary changes in 2012 is there a future value in resident reps and if so, how many?

- More value due to less Councillors and larger wards
- No decrease in numbers – increase if possible
- More Resident Reps – spread about the wards would work better & elected from local group
- 1 Community Representative per ward (not everyone agreed to this)
- Need to strengthen Code of Conduct in relation to tackling poor relationships
- Need grass roots support

#### Discussion 3 – Procedural Issues (Election Process & Code of Conduct)

How should representatives be nominated and elected?

- Resident Associations should elect their own representative where we have them
- Need to also allow for people who have particular 'areas of interest' e.g. members of over 50s groups or mother and toddler groups to come forward. Need a wider mix of groups and somehow of bring them together collectively.
- Do we need to go down the official route? Can't they organise in their own area? Wouldn't resident reps still be involved without the title?

What should be included within a Code of Conduct?

- Respect
- Councillors have a code of conduct and this should cover resident reps too.
- Respect the chair & officers
- Should be dealt with by the Standards Committee like Councillors

**5.1 APPENDIX 7**

## **Neighbourhood Voices**

### **1.0 Purpose of Neighbourhood Voices**

The role of Neighbourhood Voices will provide residents from across the Borough the opportunity to be involved in the work of the Council and the Hartlepool Partnership. Elected individuals will represent their ward at the agreed arrangements for neighbourhood issues, Face the Public Events and where relevant Neighbourhood Action Plan (NAP) Forums. Neighbourhood Voices will support Ward Councillors in their role and provide another route for residents to feed in their views and concerns to decision makers locally.

### **2.0 Roles & Responsibility**

The role of the Resident Representatives will be as follows:

- To regularly attend meetings that form part of the agreed arrangements for neighbourhood issues;
- To regularly attend Face the Public Events to represent their ward and to share their ideas, solutions, views and concerns;
- To regularly attend, where relevant, NAP Forums to represent their ward and share their ideas, solutions, views and concerns;
- To effectively reflect the interests of their ward;
- To support elected Ward Councillors in their work within the Ward;
- To strengthen the link between Ward Councillors and local resident associations or community groups;
- To strengthen the link between the Council and local resident associations or community groups;
- To be available and accessible to residents of their ward;
- To feedback and disseminate information to their ward on the work of the Neighbourhood Issues Forum, Face the Public Events and NAP Forums;
- To understand how the council works and advise or support other residents to use the appropriate mechanisms to engage;
- To raise concerns on behalf of other residents within their ward who do not feel able to raise those concerns themselves.

### **3.0 Standards of Behaviour / Code of Conduct**

This section is to be completed but all elected Neighbourhood Voices will be subject to a CRB check.

### **4.0 Election of Neighbourhood Voices**

Neighbourhood Voices will be elected for each ward every 2 years.

The following eligibility criteria will apply:

- (i) All residents of the ward aged 18 years and over, with the exception of Borough Councillors and Senior Council Officers (politically restricted post holders) will be eligible to stand for election. Politically restricted post holders are head of paid service, chief officers, officers with delegated powers under the Local Government Act 1972, political assistants and officers who regularly advise the Council, the Executive or their Committees or who regularly speak to the media on behalf of the Council.
- (ii) All candidates for election must represent a local Resident's Association or community group. Examples of community groups include Mother & Toddler Group, Youth Group, Friends of etc.
- (iii) All candidates for election must be willing to accept the roles and responsibilities of a Neighbourhood Voice as set out above.
- (iv) An elected Neighbourhood Voice must resign from their position if they no longer reside in the ward in which they were elected.

### 4.1 The election process

The election process will be supervised by the Returning Officer of the Council and may be conducted by an independent facilitator. The method of election will be as follows:

- i) Resident representatives will be elected at an open meeting.
- ii) The meeting will be notified to all Hartlepool residents through an advertisement in the local press.
- iii) All residents of the Borough aged 18 years or over will be entitled to vote.
- iv) The nomination period will commence with the issue of a notice of election, 20 working days prior to the week of the elections and nominations must be delivered to the Returning Officer before 12 noon, 10 working days prior to the week of the elections. A nomination will not be valid unless it is subscribed by ten residents of the ward for which the nomination is made. Both the nominee and the supporting signatories must appear on the current electoral register for the relevant ward.
- v) Voting will be by secret ballot.
- vi) In the event of a tied vote, a recount will take place. If there is no outright result following the recount, the Returning Officer will draw lots to decide on the successful candidate.
- vii) One resident representative from each Ward will be elected. In the event of there being no nomination for a Ward(s) the post will remain vacant but will be re-advertised following further promotion in that ward.
- viii) Casual vacancies will be filled at ordinary meetings in accordance with the election timetable set out above. All those present at the meeting are entitled to vote (Councillors, Neighbourhood Voices and members of the public). In the absence of a nomination from

- the relevant ward, the vacancy will remain vacant but will be re-advertised following further promotion in that ward.
- ix) The election results will be published at the Civic Centre and on the Council's website.

### 5.0 Information, Advice & Support

All information, advice and support will be fit for purpose and where possible tailored to the needs of Neighbourhood Voices. Neighbourhood Voices in turn will ensure that all information is directly relevant to the discussion being held and is:

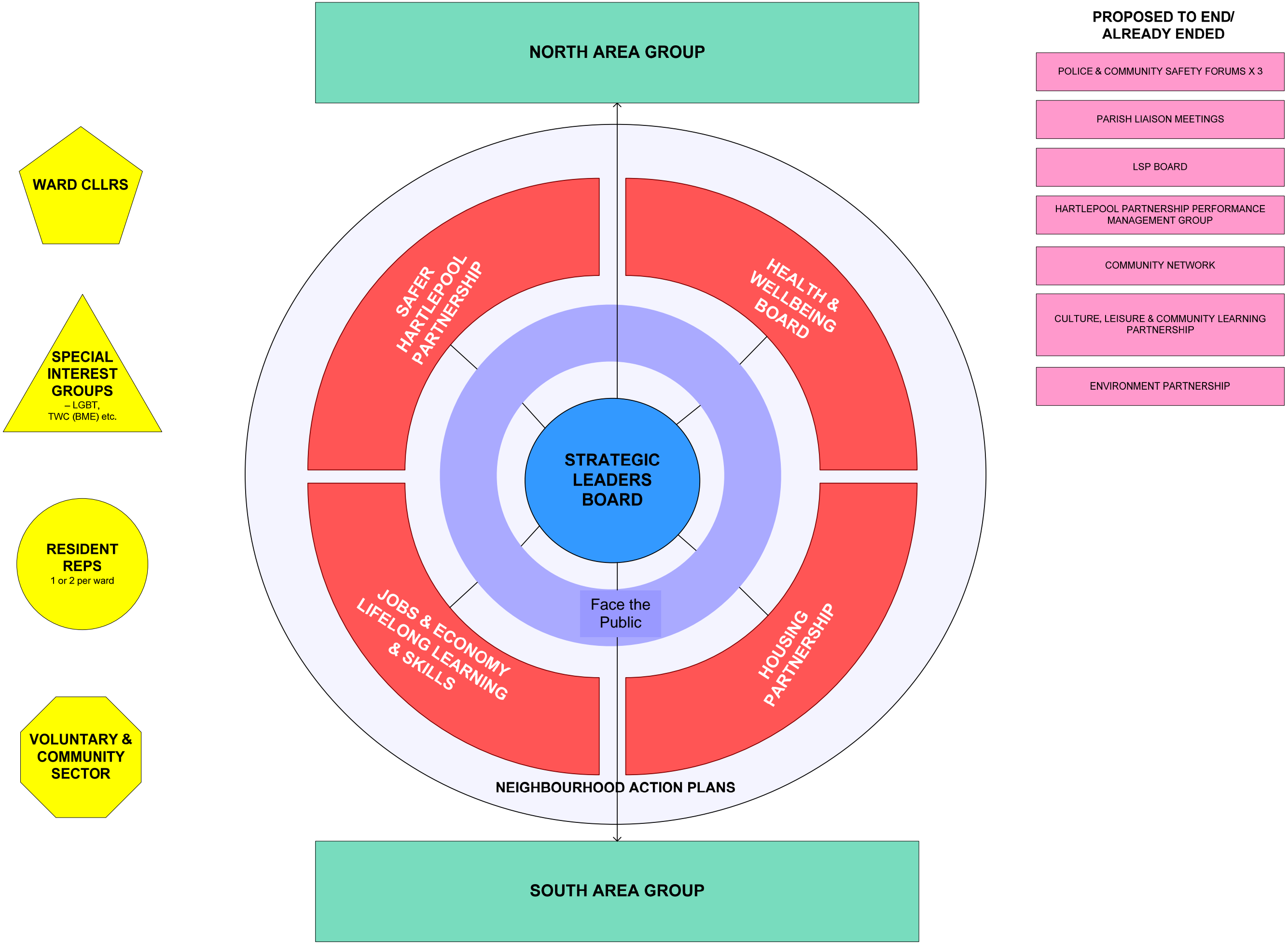
- Relevant
- Accurate
- Timely
- Objective
- Clear & concise
- Reliable

### 6.0 Developing Capacity & Capability

It is important that Neighbourhood Voices have the right skills, knowledge and experience to play an effective part in the discussions. Hartlepool Borough Council's Neighbourhood Management Team will support Neighbourhood Voices and will make them aware of opportunities to further develop their skills and update their knowledge as they arise.

**5.1 APPENDIX 8****Proposed Implementation Timetable**

| <b>What?</b>  | <b>When?</b>  |
|---|---|
| New Safer Hartlepool Partnership structure implemented  | Following Safer Hartlepool Partnership Exec decision in May 2011      |
| Parish Liaison meetings and Police & Community Safety Liaison Forums disbanded – will require constitutional change   | Following action of Cabinet decision in June 2011                     |
| Neighbourhood Consultative Forums reduced to quarterly for 2011/12.   | Following action of Cabinet decision in June 2011                     |
| NAP boundaries agreed by Cabinet and Hartlepool Partnership Board   | July 2011   |
| Hartlepool Partnership Board, Performance Management Group, Culture, Leisure & Community Learning Partnership, Environment Partnership and Health & Wellbeing Partnership disbanded | Following Hartlepool Partnership meeting on 8 <sup>th</sup> July 2011 |
| Shadow Health & Wellbeing Board implemented   | September 2011  |
| First quarterly meeting of the Strategic Partners Group   | September 2011  |
| New structure of the Jobs & Economy and Lifelong Learning & Skills theme group agreed by Portfolio Holder, the Economic Forum, Skills Partnership and the Strategic Partners Group. | September 2011  |
| NAP Forum celebration event held and NAPs outside of 5% most disadvantaged disbanded  | September 2011  |
| Review of Housing Partnership completed and new structure agreed by Portfolio Holder, the Housing Partnership and the Strategic Partners Group.                                     | September 2011  |
| First quarterly Face the Public Meeting   | October 2011  |
| First meeting of the new Jobs & Economy and Lifelong Learning & Skills theme group  | October 2011  |
| Last Neighbourhood Consultative Forum meetings held   | March 2012  |
| First quarterly meeting(s) held of Neighbourhood Issues Forum   | June 2012   |
| First elections held for new role of 'Neighbourhood Voice'  | June 2012   |





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

**Subject:** JACKSONS LANDING "TAKE OFF"

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## **SUMMARY**

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

The purpose of the report is to seek approval to purchase Jacksons Landing to facilitate a landmark regeneration scheme for the town.

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

The report provides details of the potential development proposals, and the business case for the property.

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

The report outlines proposals for the acquisition of a strategic and prominent building identified in the central investment framework. The acquisition will provide the opportunity for a transformational flagship development to be brought forward diversifying and underpinning the town's economy and bringing into use a key vacant building.

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

Key Decision test i and ii apply. Reference Number: RN 41/10

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

Cabinet 4<sup>th</sup> July 2011 and Full Council 4<sup>th</sup> August 2011.

## 6. DECISION(S) REQUIRED

It is recommended that Cabinet

- i) Notes the report
- ii) Seeks approval of Council to purchase Jacksons Landing by 31<sup>st</sup> August 2011 using Prudential borrowing, whilst noting the potential financial risks to the General Fund Revenue budget if a 'back to back' deal takes longer to complete, or is not achieved.
- iii) That the proposal to purchase is referred to Full Council on 4<sup>th</sup> August 2011 for final approval so that the purchase can be completed by the 31<sup>st</sup> August 2011 deadline.



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

**Date:** 4<sup>th</sup> July 2011

**Subject:** JACKSONS LANDING “TAKE OFF”

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**1. PURPOSE OF REPORT**

- 1.1 The purpose of the report is to seek approval to purchase Jacksons Landing to facilitate a landmark regeneration scheme for the town.

**2. BACKGROUND INFORMATION**

- 2.1 Jacksons Landing is identified as a prominent building on a strategically important site identified within the Council's Central Investment Regeneration Framework. The building is also identified within the Mayor's key derelict building and untidy land listing.
- 2.2 The site is currently occupied by a former retail outlet building. The building has been derelict for over 5 years with no interest in the building being forthcoming despite extensive marketing.
- 2.3 Scrutiny Coordinating Committee have considered reports on 25<sup>th</sup> March & 3<sup>rd</sup> June 2011 setting out a range of options to facilitate the regeneration of Jacksons Landing through intervention by the Council. The Scrutiny Coordinating Committee are very supportive of the proposal to take a proactive lead to purchase and facilitate redevelopment for the wider economic regeneration benefits of the town and were unanimous in their support at their last meeting on 3<sup>rd</sup> June 2011. Members acknowledged that the Council would need to move quickly and were of the view that purchasing the site was the most appropriate way forward.
- 2.5 A significant amount of work has been undertaken over the last 6 months to negotiate a price with the current owners Schroder's and develop a range of business plans considering opportunities to either refurbish the existing building or undertake a comprehensive redevelopment of the site. A 'lock out' agreement is in place until 31<sup>st</sup> August enabling a purchase to be completed at the agreed price by this date.
- 2.6 The site represents a major regeneration opportunity for the town and provides the potential for a landmark scheme. Option appraisals to date have

concentrated on refurbishment of the existing building. It is important however to consider all options available which may involve demolition of the existing structure and proposals will be sought from local and national developers to secure a comprehensive quality scheme. Further details are included in Section 3 of the report.

- 2.7 Acquisition of the site by the Council provides the control to ensure that the site is redeveloped with the correct mix of uses within agreed timescales, to a high standard of design reflecting the importance of the site to the future aspirations of the town

### **3. DELIVERY STRATEGY & FINANCIAL BUSINESS CASE**

- 3.1 Details of the strategy and business case are set out in confidential **Appendix 1. This item contains exempt information under Schedule 12A Local Government Act 1972 (as amended by the Local Government (Access to Information) (Variation) Order 2006) namely (para 3), information relating to the financial or business affairs of any particular person (including the authority holding that information.**

### **4. KEY DATES**

- 4.1 The following key dates are critical to achieve the necessary approvals to acquire the site by 31<sup>st</sup> August 2011:
- Scrutiny Committee - 3<sup>rd</sup> June 2011 (completed)
  - Cabinet – 4<sup>th</sup> July 2011
  - Full Council Meeting – 4<sup>th</sup> August 2011

### **5. SUMMARY**

- 5.1 Jacksons Landing 'Take Off' Project has identified that there is limited market interest to justify significant investment by the Council in refurbishing the existing building, however recent approaches by developers interested in undertaking a comprehensive redevelopment of the site have increased.
- 5.2 It is considered that comprehensive redevelopment will enable the provision of an ambitious landmark development scheme and the opportunity to achieve this should be explored.
- 5.3 To undertake a national marketing /development competition will take up to 12 months thereby exceeding the lock out period. The Council therefore will need to commit to purchase the site without a 'back to back deal in place but with

the knowledge of recent market interest and bids to purchase the site at values in excess of the purchase price.

- 5.3 There is a risk that a 'back to back' deal takes longer to complete than anticipated and this would result in a budget pressures in 2013/14. There is also a risk that market interest is not converted into an actual sale, in which case the Council would face a permanent budget pressure from 2014/15 however it is considered that these risks are low provided market conditions remain stable.
- 5.4 The timetable to enable the land purchase has been altered in accordance with the extension of the 'lockout' agreement and the revisions are set out in the report.

## **6. RECOMMENDATIONS**

- 6.1 It is recommended that Cabinet
- iv) Notes the report
  - v) Seeks approval of Council to purchase Jacksons Landing by 31<sup>st</sup> August 2011 using Prudential borrowing, whilst noting the potential financial risks to the General Fund Revenue budget if a 'back to back' deal takes longer to complete, or is not achieved.
  - vi) That the proposal to purchase is referred to Full Council on 4<sup>th</sup> August 2011 for final approval so that the purchase can be completed by the 31<sup>st</sup> August 2011 deadline.

## **7. BACKGROUND PAPERS**

- 7.1 Scrutiny Coordinating Committee 25<sup>th</sup> March 2011  
Scrutiny Co-ordinating Committee 3<sup>rd</sup> June 2011

## **8. CONTACT OFFICER**

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# **CABINET REPORT**

**4 JULY 2011**



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

**Subject:** THE MUNRO REVIEW OF CHILD PROTECTION

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## **SUMMARY**

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

- 1.1 The purpose of this report is to brief Cabinet on the contents of the Munro Review of Child Protection (which was published by the Department for Education in May 2011) and outline the impact of this report on local arrangements.

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

- 2.1 The report summarises the key findings and recommendations of the Munro Review of Child Protection. The review examines in detail the current arrangements for child protection and how existing practice has evolved over many years and become too focused on process and targets rather than being responsive to the needs of individual children and their families. There are strong messages in the review about the need to reduce the level of government prescription and allow for a greater emphasis on local discretion and professional judgment.
- 2.2 The review sets out what it considers to be the principles of an effective child protection system and these principles underpin the recommendations for reform. It promotes the need for systems to be child centred, aimed at helping children and their families and that support and services need to be delivered across a broad range of provision. It identifies early intervention and prevention as being critical to improving outcomes for children and notes it is clearly better for children to receive help before they have any, or only minor, adverse experiences. It makes recommendations for reform to the inspection framework and also how the Local Safeguarding Children Boards should have greater accountability to local leaders.

- 2.3 The review makes the case to radically improve the knowledge and skills of social workers and highlights the critical importance of being skilled in developing sound working relationships with children and families. It notes that achieving the required reforms will depend heavily on strong and skilled leadership.

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

- 3.1 The Munro Review makes 15 recommendations to the Government, national bodies and Local Authorities about changes that are required to improve child protection practice. These recommendations have significant implications for local child protection arrangements; it is essential Cabinet is aware of the recommendations of the review and is reassured that Child and Adults Services are considering local implementation arrangements.

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

Non-key.

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

Cabinet on 4 July 2011.

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

To note the contents of this report and endorse Child and Adults Services developing a plan to implement the recommendations of the review subject to adaptation once the government response is received.

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

**Subject:** THE MUNRO REVIEW OF CHILD PROTECTION

---

## **1. PURPOSE OF REPORT**

- 1.1 The purpose of this report is to brief Cabinet on the contents of the Munro Review of Child Protection (which was published by the Department for Education in May 2011) and outline the impact of this report on local arrangements.

## **2. BACKGROUND**

- 2.1 In June 2010, the government announced a national review of child protection to be led by Eileen Munro, Professor of Social Policy at the London School of Economics and a prominent academic in the field of safeguarding and child protection. Following interim reports published in September 2010 and January 2011, the final report and recommendations have been published with strong implications for all agencies working to safeguard children. The government has not yet published its response to the Munro Review. However, it is being urged to accept the recommendations in their entirety.
- 2.2 The central question to be answered through the review was ‘what helps professionals make the best judgments they can to protect a vulnerable child?’ The report sets out a number of recommendations and proposals for reform which aim to create the conditions which will promote the use of professional judgment in determining the help that should be given to children, young people and their families. The review is critical of the current arrangements which it describes as over-bureaucratised and focused on compliance rather than one that values and develops professional expertise and is focused on the safety and welfare of children and young people. It identifies that the current conditions have evolved and been shaped by four key driving forces:
- The importance of the safety and welfare of children and young people and the understandable strong reaction when a child is killed or seriously harmed;
  - A commonly held belief that the complexity and associated uncertainty of child protection work can be eradicated;
  - A readiness, in high profile cases, to focus on professional error without looking deeply enough into its causes; and

- The undue importance given to performance indicators and targets which only provide part of the picture and have skewed attention to process over the quality and effectiveness of help given.

- 2.3 The review is especially clear that the child protection system must be fully focused on the needs of individual children and young people rather than centrally imposed processes, timescales and targets. The strongest message of the final report is a reduction in the level of government prescription, including the removal of some statutory timescales, with formal child protection procedures to be cut back and greater emphasis placed on local discretion and professional judgment. The review identifies the key components of an effective inspection framework and recommends changes to the current arrangements to a more intensive process of unannounced inspections. It notes this should be clearly focused on children and young people and the effectiveness of the help they receive by examining their journey through the child protection system from needing to receiving assistance.
- 2.4 The review highlights that clear lines of accountability are essential to building an effective child protection system and in order to achieve the move from a compliance culture to a learning culture, multi agency systems will need to be better at monitoring, learning and adapting their practice. It promotes the idea that the Local Safeguarding Children Board (LSCB) should have a greater level of accountability and that the annual report of the Board should be seen by the people who have influence over various services including, amongst others, the Director of Children's Services, the Chief Executive, lead Member and Leader of the Council. The review reaffirms the importance of multi agency training as being effective in helping professionals to develop a shared understanding of child protection work and makes recommendations for changes to be made to the way Serious Case Reviews are undertaken.
- 2.5 The review sets out what it considers to be the principles of an effective child protection system and these principles underpin the recommendations for reform. It promotes the need for systems to be child centred, helping children and their families and developing relationships with them. It notes that support and services for children and their families need to be flexible and across a broad range of provision and early help is better for children. The review makes reference to previous reviews of early intervention and prevention services and highlights that this review complements and supports their recommendations noting that preventative services can do more to reduce abuse and neglect than reactive services. The review suggests that a new duty is placed on local authorities and partner agencies to secure sufficient provision of local 'early help' for children and families.
- 2.6 The review reflects upon the report of the Social Work Task Force which reported in 2009 and proposes to build upon the work of the Social Work Reform Board by making the case to radically improve the knowledge and skills of social workers from initial training through to continuing professional development. It highlights the critical importance of being skilled in



developing sound working relationships with children and families and the use of professional judgment which is supported by an up to date knowledge of research and theory. The review reflects upon the leadership of social work services and highlights that achieving the required reforms will depend heavily on strong and skilled leadership at a local level and throughout the organisation. The review sets out the characteristics of an effective local system against which local authorities can assess themselves.

- 2.7 As anticipated, the review makes comment upon the Integrated Children's System which was introduced approximately 4 years ago and has had a significant impact upon the way in which social workers fulfil their role. It notes that whilst getting an effective recording system to support practice is critical, it is imperative that there is flexibility to allow for local redesign with social workers to ensure that any system meets their recording needs. It further highlights that as part of any redesign, all systems should be reviewed to determine whether they help or hinder practice and this should include business processes such as admin support, finance and personnel.
- 2.8 The review reflects upon the importance of career pathways and reinforces the recommendation of the Social Work Reform Board of the need for an alternative career path to the managerial route. It advocates the development of a Principal Child and Family Social Worker who has a senior manager role but is still actively involved in front line practice and supporting social work nationally through the appointment of a Chief Social Worker to advise the government. The final message of the review links to the public image of social work and the negative way the work of the profession is portrayed. It calls upon social workers and social work employers to work proactively with local and regional media to present a more positive balanced view of social work and its importance to society.
- 2.9 The review makes 15 recommendations; the table at **Appendix 1** outlines a summary of the recommendations and details the implications of these for local provision. The government response to the report is awaited and should this impact upon the local arrangements for implementation, a further report will be presented to Cabinet.

### **Comment**

- 2.10 The Munro Review is the first review in several years that has not been prepared in response to a national crisis around the protection of children. The proposals to reshape the child protection system around the needs of children and young people have been welcomed by all. In the past, the response to high profile deaths such as Victoria Climbié and Peter Connelly have led to a systems response where process and tightly defined arrangements have been seen as the way to prevent future tragedies occurring. This, over years, has led to a highly regulated service which is measured by how well services are achieving performance targets or complying with statutory guidance rather than how effectively they are protecting children and what difference this is making to their lives. This review acknowledges the risk inherent in child protection practice and the

fact this cannot be completely eradicated only that, with effective practice, the probability of harm can be reduced.

- 2.11 The review seeks to empower local areas to develop responsive practice that is shaped around the needs of children, young people and their families. It aims to ensure that social workers are freed up from bureaucracy in order to work effectively with children and their families through positive relationships and spending time listening to them, understanding their experiences, worries, hopes and dreams and helping them change. This radical change of direction should not be underestimated and presents many challenges to local areas to achieve. In these financially pressured times, finding capacity within services to deliver on the recommendations and change services so fundamentally will not be easy. There will need to be a significant change in the culture that directs child protection practice, supported by an infrastructure that gives professionals greater opportunity for innovation and space for professional judgment.
- 2.12 Hartlepool is consistently judged to have a good performing child protection service which means we are well placed to respond to the reviews and its recommendations for practice. Work began some time ago around the values of the service and the quality of services we wish to provide for service users. There are good quality assurance arrangements in place where practice is monitored, reviewed, and adapted. The service is well supported by an extensive training and development plan which promotes continuous professional development and application of learning into daily practice. However, we should not be complacent, there are things we can do better. The Social Work Health Check completed in 2010 highlighted the frustrations of workers with the limited amount of time they are able to spend with children and their families and the pressures placed upon them to maintain their records in the Integrated Children's System. We need to ensure that we free up workers to spend more time helping families and this can be achieved by reviewing current provision. However, it will also require fundamental organisational change from both workers and managers with significant changes made to the arrangements for practice and service delivery. Embarking on this change programme will be very challenging and could take years to fully realise. Nevertheless, the service is motivated and inspired by this review and is keen to take this unique opportunity to learn and improve local child protection practice.

### **3. RECOMMENDATIONS**

- 3.1 That Cabinet receives and notes the contents of this report and endorses Child and Adults Services developing a plan to implement the recommendations of the review subject to adaptation once the government response is received.

## SUMMARY OF RECOMMENDATIONS

## 6.1 APPENDIX 1

| RECOMMENDATIONS   | COMMENT  |
|---|--|
| <p><b>Recommendation 1:</b> The Government should revise both the statutory guidance Working Together to Safeguard Children and The Framework for the Assessment of Children in need and their Families and their associated policies to:</p> <ul style="list-style-type: none"> <li>• Distinguish essential rules from guidance;</li> <li>• Set out the key principles underpinning guidance;</li> <li>• Remove the distinction between initial and core assessments and the associated timescales in respect of these assessments;</li> <li>• Require local attention to be given to timeliness in the identification of children's needs and provision of help, the quality of assessments and the effectiveness of help provided;</li> <li>• Give local areas the responsibility to draw on research and theory to inform local practice;</li> </ul> <p>Remove constraints to local innovation and professional judgment.</p> | <p>This recommendation is action for the Government and is welcomed. Over several years, statutory guidance for child protection work has increased in length and mixes procedures with guidance and research. Shorter child protection procedures will assist multi agency workers in understanding professional roles and responsibilities. The current child protection procedures are being revised and as these are web based, they can be easily adapted if new guidance is issued.</p> <p>The relaxing of prescribed timescales will enable workers to undertake assessments in a timely way but with a driver around high quality assessments rather than a pressure to achieve timescales which are measured in performance targets. The division is developing as a learning organisation and workforce development focuses on theory and research and its application to practice. Work is being undertaken with the Integrated Children's System provider to ensure the system supports the use of professional judgment and is adaptable to local need.</p> |
| <p><b>Recommendation 2:</b> The inspection framework should examine the effectiveness of the contributions of all local agencies including health, education, police, probation and the justice system to the protection of children.</p>   | <p>This recommendation is to Ofsted and the Government to revise the inspection framework for child protection to bring in a programme of more intensive unannounced inspections which examines the work of partner organisations in child protection work as well as children's social care. The strong emphasis on a multi agency focus to these inspections is welcomed.</p>  |

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| <p><b>Recommendation 3:</b> The new inspection framework should examine the child's journey from needing to receiving help, explore how rights, wishes, feelings and experiences of children and young people inform and shape the provision of services and look at the effectiveness of the help provided to children and their families.</p>   | <p>This will be addressed in the revision of the inspection framework and promotes the inspection framework being focused on the effectiveness of child protection work, ensuring that children and their families receive the help they need and are at the centre of all interventions. HBC has received three safeguarding inspections since late 2009 and has been judged as a good performing authority. Changes to the inspection framework are welcome and local practice is in line with the spirit of this recommendation.</p>   |
| <p><b>Recommendation 4:</b> Local authorities and their partners should use a combination of nationally collected and locally published performance indicators to help benchmark performance, facilitate improvement and promote accountability. It is crucial that performance information is not treated as an unambiguous measure of good or bad performance as performance indicators tend to be.</p>                                   | <p>The Review includes a draft revised performance indicator set for child protection work focused on quality rather than quantitative measurements of activity. The revised indicators will assist the local authority in measuring the effectiveness of its work with vulnerable children and their families. Hartlepool Safeguarding Children Board (HSCB) as part of a Tees wide initiative is developing a sub regional indicator set and adopting these draft indicators alongside developing local indicators to evaluate practice. The draft new indicators are challenging but will enable those with responsibility for ensuring the effectiveness of child protection practice to answer the 'so what difference does it make' question.</p> |
| <p><b>Recommendation 5:</b> The existing statutory requirements for each Local Safeguarding Children Board (LSCB) to produce and publish an annual report for the Children's Trust Board should be amended, to require its submission instead to the Chief Executive and Leader of the Council, and, subject to the passage of legislation, to the local Police and Crime Commissioner and the Chair of the Health and Wellbeing Board.</p> | <p>HSCB produces an Annual Report and this is published on the HSCB website. The current report is in draft form and can be submitted to the senior leaders outlined in this recommendation once finalised. Senior leaders will need to ensure that robust relationships are in place with their counterparts across the local safeguarding partnerships as systems and structures continue to develop.</p>   |

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| <p><b>Recommendation 6:</b> The statutory guidance, Working Together to Safeguard Children, should be amended to state that when monitoring and evaluating local arrangements, LSCBs should, taking account of local need, include an assessment of the effectiveness of the help being provided to children and families (including the effectiveness and value for money of early help services, including early years provision), and the effectiveness of multi-agency training to safeguard and promote the welfare of children and young people.</p>   | <p>HSCB is an effective body and constantly strives to find means to reassure itself of the effectiveness of front line safeguarding practice. It has a number of subgroups that can refocus their work to realise this recommendation and any assessment of local need in relation to safeguarding children will link into the Joint Strategic Needs Analysis. HSCB delivers a broad range of multi agency training and this is evaluated for effectiveness and impact.</p>                 |
| <p><b>Recommendation 7:</b> Local authorities should give due consideration to protecting the discrete roles and responsibilities of a Director of Children's Services and Lead Member for Children's Services before allocating any additional functions to individuals occupying such roles. The importance of appointing individuals to positions where they have specific responsibilities for children's services should not be undermined. The Government should amend the statutory guidance issued in relation to such roles and establish the principle that, given the importance of individuals in senior positions being responsible for children's services, it should not be considered appropriate to give additional functions (that do not relate to children's services) to Director's of Children's Services and Lead Members for Children's Services unless exceptional circumstances arise.</p> | <p>This recommendations poses a significant challenge to local authorities as in the current financial climate, many local authorities, including Hartlepool, have moved to an arrangement where the Director of Children's Services covers other leadership roles.</p> <p>This recommendation calls on the Government to amend statutory guidance and their response is awaited on this recommendation as there significant implications for both the Government and local authorities.</p> |

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| <p><b>Recommendation 8:</b> The Government should work collaboratively with the Royal College of Paediatrics and Child Health, The Royal College of General Practitioners, local authorities and others to research the impact of health re-organisation on effective partnership arrangements and the ability to provide effective help for children who are suffering, or likely to suffer, significant harm.</p>  | <p>This recommendation is directed to the Government and health services to ensure that proposed changes within the health service do not have a detrimental impact upon the role of health colleagues to safeguard and protect children.</p>  |
| <p><b>Recommendation 9:</b> The Government should require LSCBs to use systems methodology when undertaking Serious Case Reviews (SCRs) and, over the coming year, work with the sector to develop national resources to:</p> <ul style="list-style-type: none"> <li>• Provided accredited, skilled and independent reviewers to jointly work with LSCBs on each SCR;</li> <li>• Promote the development of a variety of systems-based methodologies to learn from practice;</li> <li>• Initiate the development of a typology of the problems that contribute to adverse outcomes to facilitate national learning; and</li> <li>• Disseminate learning nationally to improve practice and inform the work of the Chief Social Worker</li> </ul> <p>In the meantime, Ofsted's evaluation of SCRs should end.</p> | <p>It has long been recognised that the current arrangements for Serious Case Reviews undertaken when a child dies or is seriously injured as a result of abuse or neglect have become too process focused and do not fully explore the reasons why things went wrong. The review recommends the use of root cause analysis and the adoption of a model developed by the Social Care Institute of Excellence as the framework for Serious Case Reviews in the future. This will require revision to statutory guidance and the development of skilled individuals who can support Safeguarding Boards in this new methodology.</p> <p>HSCB used a variety of models to ensure that learning from serious incidents is effective and that lessons learned are cascaded to all practitioners and embedded in their practice.</p> |

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| <p><b>Recommendation 10:</b> The Government should place a duty on local authorities and statutory partners to secure the sufficient provision of local early help services for children, young people and families. The arrangements setting out how they will do this should:</p> <ul style="list-style-type: none"> <li>• Specify the range of professional help available to local children, young people and families, through statutory, voluntary and community services, against the local profile of need set out in the local Joint Strategic Needs Assessment (JSNA);</li> <li>• Specify how they will identify children who are suffering or who are likely to suffer significant harm, including the availability of social work expertise to all professionals working with children, young people and families who are not being supported by children's social care services and specify the training available locally to support professionals working at the frontline of universal services;</li> <li>• Set out the local resourcing of the early help services for children, young people and families; and, most importantly</li> <li>• Lead of the identification of the early help that is needed by a particular child and their family, and to the provision of an "early help offer" where their needs do not meet the criteria for receiving children's social care services.</li> </ul> | <p>Since the announcement of the Early Intervention Grant and the shift to a single budget for prevention work, the department has been working on the development of a new service that will meet the needs of children and young people who require targeted services.</p> <p>The work has used national and local research and local management information to identify the needs of children and young people in Hartlepool, what services they require and where gaps exist in the provision of those services. A new model for early intervention and prevention services has been drafted and work is underway to develop the detail of what this may look like and how it should be delivered. The development of this work will be strategically managed through the Children and Young People's Partnership.</p> <p>In light of work underway, should a statutory duty be introduced to secure sufficient provision of local early help services, HBC will be meeting this duty.</p> |
| <p><b>Recommendation 11:</b> The Social Work Reform Board's Professional Capabilities Framework should incorporate capabilities necessary for child and family social work. This framework should explicitly inform social work qualification training, postgraduate professional development and performance appraisal.</p>   | <p>The review outlines a Professional Capabilities Framework and this will be used locally to inform the department's Workforce Development provision. HBC has a robust training, development and support programme for social work staff and has been identified as a site of good practice by Ofsted who are undertaking a survey later this year.</p>   |

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| <p><b>Recommendation 12:</b> Employers and higher education institutions (HEIs) should work together so that social work students are prepared for the challenges of child protection work. In particular, the review considers that HEIs and employing agencies should work together so that:</p> <ul style="list-style-type: none"> <li>• Practice placements are of the highest quality and – in time – only in designated Approved Practice Settings;</li> <li>• Employers are able to apply for special ‘teaching organisation’ status, awarded by the College of Social Work;</li> <li>• The merits of ‘student units’ which are headed up by a senior social worker are considered; and</li> <li>• Placements are of sufficiently high quality, and employers and HEIs consider if their relationship is working well.</li> </ul> | <p>Social care managers from HBC have been working with Teesside University on collaboration work in the training of student social workers.</p> <p>Hartlepool offers a number of places annually to the local universities for practice placements and has a number of qualified practice teachers within the service. These placements are of a high quality and the service would be keen to seek ‘teaching organisation’ status.</p>   |
| <p><b>Recommendation 13:</b> Local authorities and their partners should start an ongoing process to review and redesign the ways in which child and family social work is delivered, drawing on evidence of effectiveness of helping methods where appropriate and supporting practice that can implement evidence based ways of working with children and families.</p>  | <p>This report has generated a buzz within the workforce and a keenness from all levels of the service to move to a framework for practice that is in line with this review. The service is proposing to formulate a Quality Circle comprising of social workers, team managers, heads of service and the assistant director to look at the way the service is delivered and how arrangements can be developed and strengthened to facilitate a redesign of services. The review details the characteristics of an effective system and the Quality Circle will benchmark local arrangements against this model.</p> |



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| <p><b>Recommendation 14:</b> Local authorities should designate a Principal Child and Family Social Worker, who is a senior manager with lead responsibility for practice in the local authority and who is still actively involved in frontline practice and who can report the views and experiences of the front line to all levels of management.</p> | <p>There are a number of social workers in senior positions within the department. Previously the service has undertaken a successful 'back to the shop floor' week where managers were actively involved in front line practice. The management team spends time with frontline practitioners through attendance at team meetings, staff briefings etc. This recommendation is supported by the service but we will need to look at models for service delivery that maximise resources and support best practice.</p> |
| <p><b>Recommendation 15:</b> A Chief Social Worker should be created in Government, whose duties include advising the Government on social work practice and informing the Secretary of State's annual report to Parliament on the working of the Children Act 1989.</p>  | <p>The recommendation is to the Government to appoint a Chief Social Worker in a similar model to the Chief Medical Advisor to advice on the profession, promote continuous improvement and liaise with the media. This will strengthen the profession at a national level.</p>   |

# CABINET REPORT

4 July 2011



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

**Subject:** Peer Review of Adult Safeguarding – May 2011

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 To inform Cabinet of the outcome of a Peer Review of Adult Safeguarding, which was completed in May 2011.

### 2. SUMMARY OF CONTENTS

- 2.1 Hartlepool Borough Council commissioned Local Government Improvement & Development (LGID) to undertake a peer review of adult safeguarding arrangements.
- 2.2 The aim of the peer review is to assist local agencies to respond to the changing agenda for adult safeguarding. The peer review is a learning process which assesses current achievements and areas of good practice and identifies areas for improvement.
- 2.3 The review explored ambitions, performance and delivery structures against LGID Standards for Adult Safeguarding which have been developed in conjunction with the Association of Directors of Adult Social Services (ADASS), the Local Government Association, the Social Care Institute for Excellence and the NHS Confederation.

The standards are centred on four key themes:

- Outcomes for and the experiences of people who use services;
- Leadership, strategy and commissioning;
- Service delivery, effective practice and performance and resource management; and
- Working together.

**3. RELEVANCE TO CABINET**

All agencies have a duty to protect and safeguard people who are vulnerable to abuse. The peer review process provides assurance that local arrangements work well, as well as identifying areas for further development.

**4. TYPE OF DECISION**

No decision required.

**5. DECISION MAKING ROUTE**

For information only.

**6. DECISION(S) REQUIRED**

No decision required - for information only.

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

**Subject:** Peer Review of Adult Safeguarding – May 2011

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## **1. PURPOSE OF REPORT**

- 1.1 To inform Cabinet of the outcome of a Peer Review of Adult Safeguarding, which was completed in May 2011.

## **2. BACKGROUND**

- 2.1 Hartlepool Borough Council commissioned Local Government Improvement & Development (LGID) to undertake a peer review of adult safeguarding arrangements.
- 2.2 The aim of the peer review is to assist local agencies to respond to the changing agenda for adult safeguarding. The peer review is a learning process which assesses current achievements and areas of good practice and identifies areas for improvement.
- 2.3 The review explored ambitions, performance and delivery structures against LGID Standards for Adult Safeguarding which have been developed in conjunction with the Association of Directors of Adult Social Services (ADASS), the Local Government Association, the Social Care Institute for Excellence and the NHS Confederation.

The standards are centred on four key themes:

- Outcomes for and the experiences of people who use services;
- Leadership, strategy and commissioning;
- Service delivery, effective practice and performance and resource management; and
- Working together.

## **3. REVIEW PROCESS**

- 3.1 In preparation for the review a facilitated self assessment was to be completed by members of the Hartlepool Adult Protection Committee, with support from LGID, on 9 March 2011. A range of documentation was also submitted to the Review Manager in advance of the review. This included annual reports, policies and procedures, statistics, information about the local management arrangements, Serious Case Review summaries and relevant Scrutiny reports.

- 3.2 A peer review team visited Hartlepool for five days commencing 9 May 2011. The review team was made up of five people:
- A serving Director of Adult Social Services or Independent Chair of a Safeguarding Adults Board;
  - A specialist senior manager with direct experience of adult safeguarding;
  - A senior manager from the police;
  - A local government member peer with knowledge and experience of adult safeguarding;
  - A LGID Improvement manager to act as Review Manager.
- 3.3 The review team undertook a programme of focus groups, individual and group meetings with leaders, senior managers, staff, partners, people who use services and the wider community.
- 3.4 Involvement from the Local Authority included the Portfolio Holder for Adult Services, Scrutiny Chair, Chief Executive, Director of Adult Services, commissioners, safeguarding leads (including legal and training leads) and frontline staff.
- 3.5 Involvement from health partners included the Chief Executive of the PCT, Chief Executive of Acute Foundation Trust, Chief Executive of Mental Health Foundation Trust and NHS safeguarding leads.
- 3.6 Criminal justice system involvement included the senior manager from the specialist safeguarding division.
- 3.7 Other members of the Adult Protection Committee were also involved as well as carers, voluntary and community sector groups and the Local Involvement Network (LiNK).

#### **4. FEEDBACK**

- 4.1 On the final day of the review, the team presented initial findings to lead officers and key strategic partners. The findings focused on strengths and areas for consideration / development across each the key themes.
- 4.2 The summary of strengths included:
- Passionate, enthusiastic and committed adult social care staff with good supervision and audit arrangements;
  - Progress on personalization;
  - Good partnership working and working relationships;
  - Clear commissioning standards and quality assurance processes;
  - Work to capture views of people who have been safeguarded;
  - Consistent use, audit and review of Deprivation of Liberty Safeguards;
  - Committed political leadership;
  - Increased ownership through the recent Scrutiny Review;
  - Strong neighbourhood focus within community safety;
  - Engagement with the developing GP Commissioning Consortium.

4.3 The summary of areas for consideration included:

- Clearer communication regarding the vision of the Board;
- Better recording of outcomes for people using services;
- Opportunities for more joint working with Community Safety;
- Potential to do more work in relation to domestic violence, hate crime and anti social behaviour;
- Development of a culture that promotes challenge between agencies;
- Potential to develop better systems to collect, share and analyse data;
- Review of the current Hartlepool Safeguarding Vulnerable Adults Board and subgroups to reduce duplication and ensure clarity of purpose.

**5. NEXT STEPS**

5.1 A Feedback and Planning Session for all Board members, facilitated by LGID took place on 25 May.

5.2 The findings of the review were discussed and members were asked to consider next steps and how the Board should move forward.

5.3 It was agreed that current structures needed to be reviewed, and that the Board would hold a development day in September prior to being re-launched.

5.4 A development day has been planned for 20 September 2011 which will:

- Review and clarify the role of the Board;
- Agree practical issues including chairing, roles of sub groups, meeting structures, membership and terms of reference;
- Agree priorities for the coming two years, taking into account the priorities of the Teeswide Safeguarding Vulnerable Adults Board, which focus on personalisation, financial abuse, conviction rates for perpetrators and hate crime.

5.5 The first meeting of the re-launched Board will take place on 15 November 2011.

5.6 Quarterly adult safeguarding updates will continue to be provided through the Adult and Public Health Services Portfolio.

**6. CONTACT OFFICER**

Jill Harrison  
Assistant Director – Adult Social Care

# CABINET REPORT

4 July 2011



**Report of:** Scrutiny Co-ordinating Committee

**Subject:** FINAL REPORT – THE PROVISION OF FACE TO FACE FINANCIAL ADVICE AND INFORMATION SERVICES IN HARTLEPOOL

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 To present the Final Report of the Scrutiny Co-ordinating Committee following its investigation into 'The Provision of Face to Face Financial Advice and Information Services in Hartlepool'.

### 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 14 of the bound report, which is attached to back of the papers for the meeting.

# CABINET REPORT

4 July 2011



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

**Subject:** ACTION PLAN - THE PROVISION OF FACE TO FACE FINANCIAL ADVICE AND INFORMATION SERVICES IN HARTLEPOOL

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Scrutiny Co-ordinating Committee's investigation into the provision of face to face financial advice and information services in Hartlepool.

### 2. SUMMARY OF CONTENTS

- 2.1 The report provides brief background information into the Scrutiny investigation into the provision of face to face financial advice and information services in Hartlepool and provides a proposed Action Plan (**Appendix A**) in response to the Committee'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 Scrutiny Co-ordinating Committee, 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 Scrutiny Co-ordinating Committee in the new Municipal Year (subject to availability of the appropriate Portfolio Holder(s)).

**6. DECISION REQUIRED**

- 6.1 That Members of the Cabinet approve the Action Plan (**Appendix A refers**) in response to the recommendations of the Scrutiny Co-ordinating Committee's investigation into the provision of face to face financial advice and information services in Hartlepool.

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

**Subject:** ACTION PLAN - THE PROVISION OF FACE TO FACE FINANCIAL ADVICE AND INFORMATION SERVICES IN HARTLEPOOL

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## **1. PURPOSE OF REPORT**

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Scrutiny Co-ordinating Committee's investigation into the provision of face to face financial advice and information services in Hartlepool.

## **2. BACKGROUND INFORMATION**

- 2.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Scrutiny Co-ordinating Committee's investigation into the provision of face to face financial advice and information services in Hartlepool, 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, as part of the child poverty eradication agenda, was to explore and evaluate the provision of face to face financial advice and information services in Hartlepool.

## **3. ACTION PLAN**

- 3.1 As a result of the Scrutiny Co-ordinating Committee's investigation into the provision of face to face financial advice and information services in Hartlepool, the following recommendations have been made:-
- (a) That, in thinking laterally about the how face to face financial advice services can be configured / provided in the future, a mechanism be put in place under the banner of 'Connected Care' that focuses on the provision of core 'holistic' baseline services with the ability to 'bolt' on other services to meet the specific needs of individual communities;
  - (b) That a criterion and formal monitoring mechanism / database be developed, with full Elected Member involvement, for the award of all funding from the Council (including the Community Pool) and other partners for the provision of face to face financial advice and information services;
  - (c) That within the criteria (outlined in recommendation b):-

- i) Emphasis must be placed upon:
    - Simplicity of language and processes; and
    - Accountability and performance, to be achieved through the effective monitoring / evaluation of activities and outcomes.
  - ii) Clear 'baseline' aims and objectives must be defined for the provision of face to face financial advice services in Hartlepool, against which each application would be measured;
  - iii) There must be a requirement for each applicant to clearly define their aims / objectives, and specifically the activities they intend to undertake, in providing face to face financial advice services;
  - iv) There should be a requirement that no person waits more than a maximum of 10 days for a specialist face to face financial advice appointment and that an effective emergency response must also be available;
  - v) Details of the specialist the training and qualifications should be clearly specified, against which organisations can be assessed (i.e. showing that they either have, or are working towards, Matrix accreditation);
  - vi) In relation to Community Pool Funding, the capacity to retain part of the funding to be used to assist in achieving accreditation. 100% funding at first, decreasing in future applications; and
  - vii) Each organisation should be required to participate in a mechanism that enables the effective monitoring and evaluation of their outcomes against the agreed aims, objectives and activities.
- (d) That a web based monitoring process / database be identified that:
- Is implementable and accessible by all organisations who receive funding for the provision of face to face financial advice services, in a secure, transparent and generic way; and
  - Can be easily monitored in a consistent manner across all organisations.
- (e) A strategy needs to be developed to ensure that new financial advisors are trained and accredited in order to meet future demand;
- (f) That the centralised CAB case management database be utilised to help focus the provision of face to face financial advice services / resources

and identify potential issues for inclusion in ward specific advice packages;

- (g) That work be undertaken to improve the transmission of information between all organisations (navigators and providers);
  - (h) That in light of the vast resource of expertise that exists across the town, ways of improving partnership mechanisms to facilitate the sharing of this expertise, and information on the availability of services, need to be explored;
  - (i) That in recognition of the importance of preventative services, funding should be found to enable the continued provision of money skills / management sessions in schools, in partnership with Bardays Money Skills Project / Hartlepool Financial Inclusion Partnership;
  - (j) That consideration be given to creating a generic Information Advice and Guidance (I.A.G.) Service which meets the needs of all residents at all stages of their lives, in partnership with current providers. This Service to incorporate the CAB "Badge" as a means of ensuring that Hartlepool does not lose out on access to national monies and recognised monitoring mechanisms, whilst ensuring that advice is readily available in community settings that are accessible to residents; and
  - (k) That the provision of a Generic I.A.G. Service, which incorporates Careers, Jobs, Training, Money Management, Benefits, Housing and Retirement, etc, and runs alongside/incorporates the roll out of the Connected Care model, be explored.
- 3.2 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Scrutiny Co-ordinating Committee, 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. RECOMMENDATION

- 4.1 Cabinet is requested to approve the Action Plan attached as **Appendix A** in response to the recommendations of the Scrutiny Co-ordinating Committee's investigation into the provision of face to face financial advice and information services in Hartlepool.

**NAME OF FORUM:** Scrutiny Co-ordinating Committee

**NAME OF SCRUTINY ENQUIRY:** The Provision of Face to Face Financial Advice and Information Services in Hartlepool

**DECISION MAKING DATE OF FINAL REPORT:** 4 July 2011

| RECOMMENDATION | EXECUTIVE RESPONSE / PROPOSED ACTION  | FINANCIAL IMPLICATIONS  | LEAD OFFICER  | DELIVERY TIMESCALE         |
|----------------|---|-------------------------|---|----------------------------|
| (a)            | That, in thinking laterally about the how face to face financial advice services can be configured / provided in the future, a mechanism be put in place under the banner of 'Connected Care' that focuses on the provision of core 'holistic' baseline services with the ability to 'bolt' on other services to meet the specific needs of individual communities.   |                         |   |                            |
|                | This scrutiny investigation has been very helpful in exploring all elements of face to face financial advice together. It has offered an opportunity to look at all aspects of financial advice given by all organisations. The following actions acknowledge that there are a number of current models that offer face to face financial advice. The actions do not specify any specific model but are based on exploration of which models may be most effective in taking this forward |                         |   |                            |
|                | <p>i) Review how face to face financial advice is given to all adults within the holistic models of service e.g. Connected Care, Team Around, Family Intervention Project</p> <p>ii) Consider a model for how face to face financial advice can be included within all appropriate</p>  | <p>None</p> <p>None</p> | <p>Benefits Liaison Officer</p> <p>Benefits Liaison Officer</p> <p>Benefits Liaison Officer</p> | <p>Dec 2011</p> <p>Mar</p> |

# OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

## 8.2 Appendix A

**NAME OF FORUM:** Scrutiny Co-ordinating Committee

**NAME OF SCRUTINY ENQUIRY:** The Provision of Face to Face Financial Advice and Information Services in Hartlepool

**DECISION MAKING DATE OF FINAL REPORT:** 4 July 2011

| RECOMMENDATION |  | EXECUTIVE RESPONSE / PROPOSED ACTION   | FINANCIAL IMPLICATIONS   | LEAD OFFICER                              | DELIVERY TIMESCALE        |
|----------------|--|--|--|---|---------------------------|
| (b)            | That a criterion and formal monitoring mechanism / database be developed, with full Elected Member involvement, for the award of all funding from the Council (including the Community Pool) and other partners for the provision of face to face financial advice and information services. | models of service  |  |   | 2012                      |
|                |  | iii) Ensure that all staff working directly with families are equipped with the knowledge to support and signpost to financial advice services – include financial support within workforce plan           | This has financial implications but is unknown until number of staff is known and the cost of the training | /Workforce Development CAS                | Mar 2012                  |
|                |  | i) Review all council funding available for face to face financial advice<br>ii) Explore possibility of commissioning financial, welfare, and benefit and consumer advice including recommendations in (c) | None<br><br>Financial implications would depend on whether further funding needed to be                    | Cross dept officer group/Procurement team | Sept 2011<br><br>Dec 2011 |

**NAME OF FORUM:** Scrutiny Co-ordinating Committee

**NAME OF SCRUTINY ENQUIRY:** The Provision of Face to Face Financial Advice and Information Services in Hartlepool

**DECISION MAKING DATE OF FINAL REPORT:** 4 July 2011

| RECOMMENDATION |  | EXECUTIVE RESPONSE / PROPOSED ACTION   | FINANCIAL IMPLICATIONS  | LEAD OFFICER                                  | DELIVERY TIMESCALE |
|----------------|--|--|---|---|--------------------|
|                |  |  | identified to improve on current arrangements. This could be carried out with current allocations being pooled. |   |                    |
| (c)            | That within the criteria (outlined in recommendation b):-<br><br>i) Emphasis must be placed upon:<br><br>- Simplicity of language and processes; and<br><br>- Accountability and performance, to be achieved through the effective monitoring / evaluation of activities and outcomes. | i) to v) Develop a potential service specification for financial, welfare, benefit and consumer advice | None (funding would be pooled from existing budgets)  | Financial Inclusion Manager/ Procurement Team | Jan 2012           |

**NAME OF FORUM:** Scrutiny Co-ordinating Committee

**NAME OF SCRUTINY ENQUIRY:** The Provision of Face to Face Financial Advice and Information Services in Hartlepool

**DECISION MAKING DATE OF FINAL REPORT:** 4 July 2011

| RECOMMENDATION  | EXECUTIVE RESPONSE / PROPOSED ACTION | FINANCIAL IMPLICATIONS | LEAD OFFICER | DELIVERY TIMESCALE |
|---|--------------------------------------|------------------------|--------------|--------------------|
| <ul style="list-style-type: none"> <li>ii) Clear 'baseline' aims and objectives must be defined for the provision of face to face financial advice services in Hartlepool, against which each application would be measured;</li> <li>iii) There must be a requirement for each applicant to clearly define their aims / objectives, and specifically the activities they intend to undertake, in providing face to face financial advice services;</li> <li>iv) There should be a requirement that no person waits more than a maximum of 10 days for a specialist face to face financial advice appointment and that an effective emergency response must also be available;</li> </ul> |                                      |                        |              |                    |



**NAME OF FORUM:** Scrutiny Co-ordinating Committee

**NAME OF SCRUTINY ENQUIRY:** The Provision of Face to Face Financial Advice and Information Services in Hartlepool

**DECISION MAKING DATE OF FINAL REPORT:** 4 July 2011

| RECOMMENDATION   | EXECUTIVE RESPONSE / PROPOSED ACTION   | FINANCIAL IMPLICATIONS  | LEAD OFFICER   | DELIVERY TIMESCALE               |
|--|--|-------------------------|--|----------------------------------|
| <p>v) Details of the specialist training and qualifications should be clearly specified, against which organisations can be assessed (i.e. showing that they either have, or are working towards, Matrix accreditation);</p> <p>vi) In relation to Community Pool Funding, the capacity to retain part of the funding to be used to assist in achieving accreditation. 100% funding at first, decreasing in future applications; and</p> <p>vii) Each organisation should be required to participate in a mechanism that enables the effective monitoring and evaluation of their outcomes against the agreed aims, objectives and activities.</p> | <p>vi) Include this within Community Pool criteria</p> <p>vii) Develop a potential service specification for financial, welfare, benefit and consumer advice</p> | <p>None</p> <p>None</p> | <p>John Mennear</p> <p>Financial Inclusion Manager/ Procurement Team</p> | <p>Sept 2011</p> <p>Jan 2012</p> |
| (d) That a web based monitoring  |  |                         |  |                                  |

**NAME OF FORUM:** Scrutiny Co-ordinating Committee

**NAME OF SCRUTINY ENQUIRY:** The Provision of Face to Face Financial Advice and Information Services in Hartlepool

**DECISION MAKING DATE OF FINAL REPORT:** 4 July 2011

| RECOMMENDATION  | EXECUTIVE RESPONSE / PROPOSED ACTION   | FINANCIAL IMPLICATIONS   | LEAD OFFICER   | DELIVERY TIMESCALE                               |
|---|--|--|--|--|
| <p>process / database be identified that:</p> <ul style="list-style-type: none"> <li>- Is implementable and accessible by all organisations who receive funding for the provision of face to face financial advice services, in a secure, transparent and generic way; and</li> <li>- Can be easily monitored in a consistent manner across all organisations.</li> </ul> | <ul style="list-style-type: none"> <li>i) Explore information sharing protocols within the financial inclusion partnership</li> <li>ii) Explore the need for a database to capture information on all the face to face financial advice that's available in Hartlepool</li> <li>iii) Ensure that current monitoring arrangements are rigorous</li> </ul> | <p>None</p> <p>A system would need to be sourced which would have financial implications dependent on type of</p>  | <p>Community Engagement Officer</p> <p>Community Engagement Officer</p> <p>Procurement team/ Financial Inclusion Manager</p> | <p>Dec 2011</p> <p>Dec 2011</p> <p>Sept 2011</p> |
| (e)   | A strategy needs to be developed to ensure that new financial advisors are trained and accredited in order to meet future demand.  | <p>Financial Inclusion Partnership to explore the development of a face to face financial advice strategy and workforce development plan</p> <p>None for the development of a strategy</p> <p>Funding may need to be identified if training is</p> | Financial Inclusion Manager  | Mar 2012   |

# OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

## 8.2 Appendix A

**NAME OF FORUM:** Scrutiny Co-ordinating Committee

**NAME OF SCRUTINY ENQUIRY:** The Provision of Face to Face Financial Advice and Information Services in Hartlepool

**DECISION MAKING DATE OF FINAL REPORT:** 4 July 2011

| RECOMMENDATION |   | EXECUTIVE RESPONSE / PROPOSED ACTION  | FINANCIAL IMPLICATIONS                              | LEAD OFFICER                 | DELIVERY TIMESCALE       |
|----------------|---|---|---|------------------------------|--------------------------|
|                |   |   | identified with the development of a workforce plan |                              |                          |
| (f)            | That the centralised CAB case management database be utilised to help focus the provision of face to face financial advice services / resources and identify potential issues for inclusion in ward specific advice packages. | i) Discussion to take place with CAB on a partnership approach in this area.<br>ii) Explore information sharing protocols and how these could be incorporated within service specs            | None<br><br>None                                    | Financial Inclusion Manager  | Dec 2011<br><br>Dec 2011 |
| (g)            | That work be undertaken to improve the transmission of information between all organisations (navigators and providers).  | i) Financial Inclusion Partnership to work with partners to improve information sharing<br>ii) Explore information sharing protocols and how these could be incorporated within service specs | None<br><br>None                                    | Community Engagement Officer | Dec 2011                 |
| (h)            | That in light of the vast resource of expertise that exists across the town,  | Financial Inclusion Partnership to work with partners to explore  | None  | Benefit Liaison Officer      | Mar 2011                 |

**NAME OF FORUM:** Scrutiny Co-ordinating Committee

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| RECOMMENDATION |   | EXECUTIVE RESPONSE / PROPOSED ACTION   | FINANCIAL IMPLICATIONS  | LEAD OFFICER   | DELIVERY TIMESCALE |
|----------------|---|--|---|--|--------------------|
|                | ways of improving partnership mechanisms to facilitate the sharing of this expertise, and information on the availability of services, need to be explored.   | increased partnership working to enable more effective use of resources  |   |  |                    |
| (i)            | That in recognition of the importance of preventative services, funding should be found to enable the continued provision of money skills / management sessions in schools, in partnership with Barclays Money Skills Project / Hartlepool Financial Inclusion Partnership. | Financial Inclusion Partnership to work with children's services and financial institutions to explore funding opportunities for financial education | The exploration would have no funding implications but the development of a educational financial package would need funding. | Community Engagement Officer/Sure Start, Extended Services and Early Years Manager | Dec 2011           |
| (j)            | That consideration be given to creating a generic Information Advice and Guidance (I.A.G.) Service which meets the needs of all residents at all stages of their lives, in partnership  | Await further guidance (expected in Sept 2011) re: government aspiration for an all age guidance service   | None  | Financial Inclusion Manager/ Customer & Support                                    | Dec 2011           |

**NAME OF FORUM:** Scrutiny Co-ordinating Committee

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| RECOMMENDATION   | EXECUTIVE RESPONSE / PROPOSED ACTION   | FINANCIAL IMPLICATIONS | LEAD OFFICER  | DELIVERY TIMESCALE |
|--|--|------------------------|---|--------------------|
| with current providers. This Service to incorporate the CAB "Badge" as a means of ensuring that Hartlepool does not lose out on access to national monies and recognised monitoring mechanisms, whilst ensuring that advice is readily available in community settings that are accessible to residents. |  |                        | Services Manager/ Head of Integrated Youth Services   |                    |
| (k) That the provision of a Generic I.A.G. Service, which incorporates Careers, Jobs, Training, Money Management, Benefits, Housing and Retirement, etc, and runs alongside/incorporates the roll out of the Connected Care model, be explored.  | Await further guidance (expected in Sept 2011) re: government aspiration for an all age guidance service | None                   | Financial Inclusion Manager/ Customer & Support Services Manager/ Head of Integrated Youth Services | Dec 2011           |

Comment [c1]: Officer name required



# **SCRUTINY CO-ORDINATING COMMITTEE**

## **FINAL REPORT**

### **THE PROVISION OF FACE TO FACE FINANCIAL ADVICE AND INFORMATION SERVICES IN HARTLEPOOL**

**APRIL 2011**

# **CABINET**

**4 July 2011**



**Report of: Scrutiny Co-ordinating Committee**

**Subject: FINAL REPORT – THE PROVISION OF FACE TO FACE FINANCIAL ADVICE AND INFORMATION SERVICES IN HARTELPPOOL**

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## **1. PURPOSE OF REPORT**

- 1.1 To present the findings of the Scrutiny Co-ordinating Committee following its investigation into the provision of face to face financial advice and information services in Hartlepool.

## **2. SETTING THE SCENE**

- 2.1 During 2009/10, as part of the Council's commitment to meeting the Government's target for the eradication of child poverty by 2020, the Scrutiny Co-ordinating Committee undertook a detailed 'Child Poverty' investigation. As part of this investigation, it had been shown that poor financial management and debt is one of the key issues impacting on poverty in families. It was also noted that families with limited financial resources could have their situations made worse by an inability to access "mainstream" credit facilities and as a result may make use of loan sharks or purchase arrangements that charge huge interest rates.
- 2.2 In identifying its Work Programme for the 2010/11 Municipal Year, the Scrutiny Co-ordinating Committee, identified the need to build on the outcome of this investigation, and was drawn in particular to the importance of face to face financial advice and information services as a vital support mechanism to provide all Hartlepool families with access to the financial advice / help they need.
- 2.3 The Committee felt strongly that an evaluation of the way in which these services are provided in Hartlepool should be undertaken, including the potential need for:
- expansion to meet growing demand;
  - contraction to reflect reducing funding; and
  - Alternative delivery mechanisms in order to do the best within the resources available.

- 2.4 On this basis, the Scrutiny Co-ordinating Committee at its meeting on the 23 July 2010 approved an investigation in to 'The provision of Face to Face Financial Advice Services in Hartlepool' as the main focus of its work programme for 2010/11.

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

- 3.1 The overall aim of the Scrutiny investigation was, as part of the child poverty eradication agenda, to explore and evaluate the provision of face to face financial advice and information 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 how 'face to face' financial advice and information services are provided in Hartlepool (including areas of partnership working);
- (b) To examine how effective / efficient the provision of 'face to face' financial advice and information services in Hartlepool are in meeting the needs of Hartlepool residents;
- (c) To seek the views of service users and the groups / bodies that are responsible for the provision of 'face to face' financial advice and information services in Hartlepool;
- (d) To identify and compare examples of good practice in the provision of face to face financial advice and information services;
- (e) To gain an understanding of the impact of current and future budget pressures on the way in which face to face financial advice and information services are provided in Hartlepool; and
- (f) To explore how face to face financial advice and information 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 SCRUTINY CO-ORDINATING COMMITTEE**

- 5.1 The membership of the Scrutiny Co-ordinating Committee was as detailed overleaf:-



Councillors: C Akers-Belcher, S Akers-Belcher, Cook, Cranney, Flintoff, Griffin, James, London, A Marshall, McKenna, Preece, Richardson, Shaw, Simmons, Thomas and Wells.

Resident Representatives: Evelyn Leck, Linda Shields and Angie Wilcox

## **6. METHODS OF INVESTIGATION**

6.1 Members of the Scrutiny Co-ordinating Committee met formally from the 3 September 2010 to the 25 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 supplemented by verbal evidence;
- (b) Evidence from Leeds City Council as an example of good practice in the provision of financial inclusion and in turn face to face financial advice and information;
- (c) Site visit, facilitated by Stockton CAB, to gain and understanding of their operating practices and activities;
- (d) Evidence received from the town's Member of Parliament;
- (e) The views of local residents and service users;
- (f) Evidence from Linda Evans, Regional Financial Inclusion Champion;
- (g) Evidence from Groups / bodies who provide face to face financial advice and information services:

- Hartlepool Citizens Advice Bureau (CAB);
- West View Advice and Resource Centre;
- Manor Residents (Connected Care);
- TBI Solicitors – limited free advice;
- Credit Union;
- Hartlepool Financial Inclusion Partnership;
- Hartlepool Borough Council (Revenues & Benefits Team); and
- TMJ Legal Services.

- (h) Representatives from Groups / bodies who navigate individuals towards face to face financial advice and information service providers;

- Jobcentre plus;
- The Councils Benefits team;
- Families Information Service;
- Age UK Teesside;
- The Families Information Service;
- The Albert Centre; and
- Job Smart Consortium (now called 'Hartlepool Works').

\*Please note that the above list is not exhaustive as there are a number of other workers e.g. children's centres family workers and Team around the Primary School that would signpost to the main providers.

## **FINDINGS**

### **7 HOW 'FACE TO FACE' FINANCIAL ADVICE AND INFORMATION SERVICES ARE PROVIDED AND FUNDED IN HARTLEPOOL**

- 7.1 As a starting point for the investigation, it was important for the Committee to gain a clear understanding of how face to face advice services are provided in Hartlepool. In doing this, Members learned that the provision of advice is split into two stages, navigation and provision. The differentiation between these two groups being that navigators can assist with an initial discussion about financial support but are not sufficiently trained to actually provide the advice needed.
- 7.2 Following consideration of the Committee's earlier child poverty investigation by Cabinet, a 'mapping' exercise was undertaken of independent advice and guidance provided across all sectors in Hartlepool. This exercise had shown that there are currently over 500 workers who navigate residents to financial advice. These workers are located across many groups, including Children's Centres and the Teams Around the Schools, however, the main provision of navigation activities is through:-
- Jobcentre plus;
  - Jobsmart;
  - Age concern;
  - Albert Centre;
  - Benefits team;
  - Families Information Service Hartlepool (FISH); and
  - Connected Care.
- 7.3 The Committee learned that whilst there are many 'navigating' organisations in Hartlepool, there are only 4 main providers of face to face financial advice and information services in Hartlepool.
- 7.4 The Committee was encouraged to discover that all organisations that provide face to face financial advice and information are required to be licensed through the Office of Fair Trading, and in order to acquire these licences rigorous training / qualifications are required.

#### **How Face to Face Advice and Information Service 'Providers' Operate**

- 7.5 Members explored with interest the role, remit and activities of Hartlepool's four key providers of face to face advice and information. In doing this, the Committee at its meeting on 28 January 2010 and 11 March 2011, considered evidence from each of the groups (including questionnaires) and welcomed input from service users. Details of the services provided are outlined in the table over the page.

| <b>Organisation</b>                      | <b>Services Provided</b>   | <b>How Services are Provided</b>  |
|--|--|---|
| Hartlepool Citizens Advice Bureau (CAB)  | <ul style="list-style-type: none"> <li>- Face to face advice.</li> </ul>   | <ul style="list-style-type: none"> <li>- Only offer on site appointments.</li> <li>- Outreach limited to Hartlepool Carers Group.</li> </ul>  |
| West View Advice and Resource Centre     | <ul style="list-style-type: none"> <li>- Face to face advice.</li> <li>- SLA with Housing Hartlepool for referred clients.</li> <li>- Advice &amp; support relating to specific Health Conditions.</li> <li>- Budgetary / Debt / Welfare Benefit Advice.</li> <li>- Personal/Family Matters</li> </ul> | <ul style="list-style-type: none"> <li>- On site appointments.</li> <li>- Extensive outreach (Town Wide) - 11 Outreach Surgeries in venues throughout Hartlepool identified as being in the top 30% super output areas for deprivation).</li> <li>- A comprehensive service at our Main Office in Miers Avenue available Monday to Friday.</li> <li>- Home Visits for the Housebound.</li> <li>- Hospital / Hospice visits.</li> <li>- Engages through Money Matter Road Shows.</li> </ul>  |
| Manor Residents (through Connected Care) | <ul style="list-style-type: none"> <li>- Face to face advice.</li> <li>- Navigator Service.</li> <li>- Handyman Service.</li> <li>- Benefits/Welfare Advice.</li> <li>- SAILS Project.</li> <li>- Meals on Wheels.</li> <li>- Supported Living Project (Glamis Walk)</li> </ul>                        | <ul style="list-style-type: none"> <li>- Community lead programme.</li> <li>- Predominantly offering outreach in the South of the town. (Roll out due to take place to cover the whole of Hartlepool)</li> <li>- Support people in other areas if requested.</li> <li>- Provide the people of South Hartlepool with a holistic approach to their issues and help them access all the information, support and guidance they need.</li> <li>- Anyone who lives in South Hartlepool can access Connected Care. Particularly those who:- <ul style="list-style-type: none"> <li>a) Have multiple or complex needs.</li> <li>b) Are in contact with services but are experiencing difficulties.</li> <li>c) Aren't in contact with any services.</li> <li>d) Are hard to reach or feel excluded.</li> </ul> </li> </ul> |

|  |                                       |   |
|--|---------------------------------------|---|
|  |                                       | <ul style="list-style-type: none"> <li>- Encourage co operation between services.</li> <li>- Connected Care has facilitated numerous successful events that have attracted many residents. Partner Agencies have used these events as a forum to promote services etc.</li> </ul> |
| Jobcentre Plus   | - Benefit advice for jobseekers only. |   |
| <b>Other smaller advice providers</b>  |                                       |   |
| <p>TBI Solicitors - limited free advice.</p> <p>TMJ Legal Services - limited free advice (this company ceased to be funded for outreach work mid-way through the investigation).</p> <p>HMRC (Her Majesty's Revenue and Customs) - a telephone helpline and email support.</p> |                                       |   |

- 7.6 In addition to the work undertaken by the providers outlined above, Members noted with interest the work of the Financial Inclusion Partnership (FIP). The Committee acknowledged the importance of the partnerships activities in the delivery of a number of Money Matters Road Shows and the production of Money Matters publications. Members welcomed the success of these activities in encouraging residents to seek advice and information to address their money or debt concerns, and were exceptionally supportive of the role of the partnership in maximising the up-take of welfare benefits and promoting the pitfalls associated with high interest lenders and unlicensed lenders (Loan Sharks).

### **How Hartlepool's Three Key Providers of Face to Face Advice and Information Are Funded**

- 7.7 The Committee learned that resources for the provision of face to face advice in Hartlepool is provided / obtained through a variety of sources and were please to find that organisations are not wholly reliant on funding from the local authority. Details of funding sources are outlined in the table overleaf.
- 7.8 Members are strongly of the view that given the tightening of local authority budgets, the continued identification / attraction of alternative funding will be crucial. It is also felt that the creation of a system / structure in Hartlepool that facilitates access to all types and levels of available funding will be a key role for the local authority.

| Organisation                            | Funding Source and Amount   | What Funding is Used For?   |
|---|---|---|
| Hartlepool Citizens Advice Bureau (CAB) | <p>Council '<b>Community Pool</b>' Funding:-</p> <p>£80.035 (2009/10)<br/>£80.289 (2010/11)<br/>£36.130 (2011/12) – 6 month allocation only)</p> <p>Government's <b>Financial Inclusion Fund</b> (continuation of this funding was confirmed during the course of the investigation)</p> <p>Also - Legal Services Commission, Financial Services Authority and the Northern Rock Foundation</p> | <p>2 FTE dedicated debt caseworkers (funded from the Government's Financial Inclusion Fund)</p> <p>Services from: Main Office, Hartlepool Carers Centre and Hartlepool County Court (Housing Issues Only).</p> <p>The focus of our services is giving advice and assistance with Debt Advice, Housing Advice, Employment Law, Welfare Benefits, Consumer Advice, Money Guidance. Taxes and a variety of other subjects and topics.</p>  |
| West View Advice and Resource Centre    | <p>Relies heavily on <b>grant funding from Charitable foundations.</b></p> <p>Council '<b>Community Pool</b>' Funding:-</p> <p>£29,443 (2009/10)<br/>29,118 (2010/11)<br/>£13,103 (2011/12 – 6 month allocation only)</p> <p><b>Sure Start</b> - very small amount of funding to deliver bespoke service at Sure Start Centres.</p>   | <p>Community Pool grant - Contribution to the salary costs of an Advice Manager, Tribunal Disability Worker, Home Disability Worker and a General Advice Worker.</p> <p>SLA's with Belle Vue &amp; Housing Hartlepool.</p> <p>Contract with HBC for Children's Centres, Agreement with Macmillan Cancer Support</p> <p>Services from: Main Office &amp; Stranton CC, Lynfield CC, Hindpool, CC, Chatham CC, Rift House CC, Rossmere CC, St John Vianney CC, Belle Vue Centre, Central Library, Wynyard House, home visits for the housebound.</p> |

|  |  |  |
|--|--|--|
| Manor Residents (through Connected Care) | <p>Predominantly funded by PCT through HVDA core grants to voluntary sector.</p> <p>Joint Council / PCT funding in the region of £50,000.</p> <p>Council '<b>Community Pool</b>' Funding:-<br/>£5,684 (2009/10);<br/>No funding applied for (2010/11 or 2011/12)</p> | <p>Community Pool grant - Contribution to insurance and accountancy costs</p> <p>Services from: Main Office</p> <p>The service runs five days a week, with six appointments each day, however demand is such that we could operate to full capacity with two advisors on full time basis</p> |
|--|--|--|

- 7.9 In looking at the arrangements within the Council, Members discussed links between financial inclusion and health and well-being. Members acknowledged the importance of information sharing and the expansion of existing staffs knowledge and were of the view that the Council's Contact Centre must play a key role in the 'joined up' provision of advice services. Members welcomed indications that staff development programmes were currently being examined with a view to providing basic awareness sessions to front line and benefits staff.

### **Partnership Working in the Provision of Face to Face Advice and Information Services in Hartlepool**

- 7.10 During the course of the investigation it was apparent to Members that a key element in the provision of effective advice and information services is partnership working. It was also evident that partnership working was to become even more important given the reducing level of resources and the growing demand for services resulting from the current economic climate.
- 7.11 In looking at how partnership working in the provision of face to face advice operates in Hartlepool, the following was of particular interest:
- i) **The Financial Inclusion Partnership**, which operates as a sub group of the Economic Forum (a theme partnership of the Local Strategic Partnership). This partnership works to provide a co-ordinated, targeted cross agency response to financial inclusion. It offers the opportunity to pool resources to deliver projects and aims to bring advice, information and agencies "closer to communities" to reach the most vulnerable in accessible non threatening venues. The partnership has:
- Delivered a number of Money Matters Road Shows and produced Money Matters publications to encourage residents to seek advice and information to address their money or debt concerns and to maximise the up-take of welfare benefits;
  - Taken a lead role in promoting the pitfalls associated with high interest lenders and unlicensed lenders (Loan Sharks);

- Linked with the DWP Financial Inclusion Champions Initiative; and
  - Provide a mentoring role to local agencies and partners in respect of increasing their understanding of issues related to financial exclusion.
- ii) **The West View Advice and Resource Centre**, which operates a close working relationships and partnerships with both statutory and voluntary sector. Examples of this being:
- Department of Works and Pensions;
  - Hartlepool Borough Council;
  - Surestart Centres;
  - Housing Hartlepool;
  - Macmillan;
  - Belle Vue Community Centre; and
  - Hartlepool Financial Inclusion Partnership.
- iii) **Connected Care** which operates close working relationships with:
- Manor Residents Association;
  - OFCA;
  - Child and Adult Services (HBC);
  - Accent Foundation;
  - Homeless Team;
  - Cleveland Police;
  - Intra Health;
  - Strengthening Families Programme;
  - Fire Brigade;
  - Hartlepool Mind;
  - Job Centre Plus;
  - Housing Hartlepool; and
  - Neighbourhood Services (HBC).
- iv) **Families Information Service Hartlepool (FISH)**, which operates close partnerships with statutory, voluntary and private organisations, including:
- Jobcentreplus (working alongside a Jobcentreplus outreach advisor half a day per week);
  - Hartlepool Financial Inclusion Partnership (contributed to and distribute the “Money Matters” information booklet); and
  - Housing Benefit and Council Benefit teams.

7.12 The Committee welcomed input from ‘providers’ and ‘navigators’ and was pleased to find that a wide variety of types and levels of partnership working are being undertaken. Members welcomed indications from the organisations / groups in attendance that they viewed partnership working, and the sharing of information and resources, as the way forward in the provision of face to face advice and information services. There was, however, some concern that not all organisations were fully integrating with

the ethos of partnership working and Members felt strongly that this could not be allowed to continue.

- 7.13 In developing partnership Members welcomed the opportunity to develop a joint staff development and awareness programme had been identified and that this was to be delivered through key partners by the end of March 2011. The Committee was also pleased to find that the opportunity to work with the national charitable organisation (Child Poverty Action Group (CPAG)) had arisen to access basic training in financial support for families. In terms of this opportunity for training from CPAG for specific workers, the Committee felt strongly that it should also be extended to voluntary organisations.
- 7.14 It was also apparent to the Committee that, whilst a wide variety of services are provided, which could be effectively tapped into, not all organisations were aware of the services available. In light of this, Members were of the view that a more joined up approach would be beneficial, through the sharing of information, building upon the 'mapping' exercise of services undertaken following the Committee's previous 'Child Poverty' investigation.
- 7.15 The overall view of the Committee was that the provision of face to face advice needed to be expanded in partnership with other organisations, with an emphasis on the availability of services to all communities across the town. It was, however, recognised that the ability to do this would be reliant on the availability of resources and the identification of an effective operating structure.

## **8 MEETING THE NEEDS OF HARTLEPOOLS RESIDENTS**

- 8.1 In order for the Committee to effectively ascertain if face to face advice services are being provided effectively in Hartlepool, it was necessary for the Committee to gain a true understanding of residents needs. Members noted that households are categorised into three groups when talking about financial inclusion. These are as follows:-

- 1) On the Breadline estimated as **26.8%** of all Hartlepool households.

The definition of this being:

- Young lone parents and single people living on benefits or earning low incomes and who have poor financial capability. They struggle to cope with unexpected household expenses due to a lack of savings or realisable assets.
- Live in the lowest value council, housing association and rented properties. High proportion of households have no full-time earner, majority pay no tax due to their low earnings/income.
- Shop in discount stores and are high spenders on childcare products and services such as utilities – prepayment arrangements.
- Find it difficult to obtain banking facilities and credit and as a result are most likely to default.



2) Credit Hungry Families estimated as **13.1%** of all Hartlepool households.

The definition of this being:

- Typically couples in their 20's – 30's with young or school aged children. Little or no ability to save. Income is below average with a high proportion being used to fund existing debts – no reserves for emergencies – low financial awareness.
- Use credit extensively from a variety of sources to maintain their lifestyle often 'maxing out' credit cards and taking on loans for luxuries, holidays and have goods on hire purchase agreements.
- Live in low value housing terraced/semi's, but large number have mortgages, other typically rent from council, private landlords, etc.
- Will often run out of cash before next payday so may use wage advance companies. This group are the largest risk for debt defaults.

3) Elderly Deprivation estimated as **15.2%** of all Hartlepool households

The definition of this being:

- Pensioners living in poor circumstances and almost completely dependent upon state income. During their working lives were unable to make provision for old age.
- Manage their finances well to but still struggle to meet basic necessities such as rent, food, utilities – if they have any savings at all this would be set aside for their funeral.
- Majority live alone in small rented flats or sheltered accommodation.
- Have poor access to transport – so shop locally. Socially isolated due to lack of money for leisure/interests, some may have access to family support.

8.2 In addition to the above information, the Committee noted with concern that in Hartlepool:

- i) Personal insolvencies have increased from 10.9 per 10,000 of the population in 2005 to 30.1 per 10,000 of the population in 2009.
- ii) 10,000 households in Hartlepool are involved in financial arrangements with home credit companies. The Financial Inclusion Partnership has estimated that if the poorest families were removed from Doorstep lending arrangements, this would release at least £4 million into the local economy.
- iii) According to HMRC 3,715 families in Hartlepool are not claiming essential Working Family Tax Credits that they are entitled to.
- iv) The number of children living in families claiming income support/ job seekers allowance is 4,925 of these 3,555 live with a lone parent.
- v) The Basic Bank Account Report published recently by the Financial Inclusion Taskforce confirmed that the number of un-paid or 'returned items' (e.g. standing orders and direct debits) due to a lack of available

funds on deposit in an individuals account at the time payment is requested, is rising. This is a significant problem for people with incomes of under £15,000 per annum.

vi) 28.6% of children in Hartlepool are living in families on key benefits.

vii) In Hartlepool, 10.5% of adults with children are lone parents.

viii) There are 56,100 working age adults in Hartlepool (worklessness currently stands at 33.8%).

8.3 It was clear to the Committee that the information provided reinforced the perceived need within Hartlepool's communities for financial help and advice, with a continuing increase in demand for debt advice. Members were concerned, that despite the considerable efforts of all groups and organisations involved, there continued to be a significant amount of unmet need and were particularly concerned regarding:

- i) The number of Hartlepool households involved in financial arrangements with home credit companies;
- ii) The level of unclaimed benefits; and
- iii) The situation affecting many **elderly women** who, following the death of their husbands, have their pensions cut by half and find themselves in poverty.

8.4 It was also clear to the Committee that all those organisations / groups involved were subject to a number of barriers to the take up of face to face advice services. These included:-

- i) The **stigma** attached to debt and peoples reluctance to own up and to and seek advice. How this could be addressed was something that the Committee felt needed to be explored further and Members were particularly concerned to find that reticence to seek help is especially prevalent amongst the elderly (particularly relevant given the elderly deprivation figures referred to in Section 8.1 above;
- ii) **Raising awareness** of the services available;
- iii) **Unclaimed benefit entitlements.** Particular concern was expressed in relation to people's reluctance to apply for family tax credits, given anecdotal evidence regarding over payments and the subsequent size of repayments required from claimants. In relation to this, the Committee acknowledged that failure to promptly report changes to family circumstances played a significant part in such errors. Members felt strongly that a key factor in encouraging prompt notification of changes would be the removal of the perception that the reporting would always result in a reduction in benefits.

- iv) The availability of **funding** and its impact on the level and type of services that can be provided.
- 8.5 In relation to reducing funding, Members were concerned to find that a key area of impact related to the provision of support for people attending tribunals. A particular example of this being to impact on the large number of people who were currently having their Disability Living Allowance (DLA) reassessed, with the potential of a benefit cut. The results of the funding cuts being that many people were finding themselves having to go to the appeal tribunal unsupported.
- 8.6 Members placed great emphasis throughout the investigation on the mechanisms in place to raise awareness of the services available and felt strongly that a wide variety of mechanisms should be implemented. Concern was expressed regarding a reliance on accessing information through the internet and the need to recognise that some people who need services may have communication difficulties.
- 8.7 Attention was also drawn to the ways in which information is relayed to young people and Members were very pleased to learn that links had been established with colleges and work was ongoing regarding the provision of money skills / management sessions, in partnership with Barclays Money Skills Project and the Financial Inclusion Partnership. Members were, however, concerned that no funding was allocated to support this initiative in the future and felt that in placing emphasis on the importance of prevention funding needed to be secured.
- 8.8 Members acknowledged the role of the Money Matters booklet as an effective means of communication and supported its circulation as widely as possible

### **Effectiveness of the Face to Face Advice Services Provided**

- 8.9 In exploring the effectiveness of the face to face services provided, Members considered a wide variety of sources of information; these included operational details of providers and navigators, case studies and service user satisfaction, through questionnaires and face to face evidence from a number of clients across the three providers.
- 8.10 Case studies considered by Members demonstrated the wide variety of issues dealt with by providers and the positive outcome their activities have on the lives of service users. Members were also delighted to receive personnel evidence from service users which, whilst reinforcing the vital importance of face to face advice, highlighted waiting times for appointments as a significant barrier to the provision of these excellent services. Details of case studies considered by the Committee are outlined overleaf.

### Case Study 1 - Health Case Study

- Client Diagnosed With Terminal Cancer
- Married With 3 Children And Homeowner With Mortgage
- Due to our assistance now in receipt of the following:
  - DLA High Care High Mobility totaling £121.25 each week;
  - ESA awarded of £96.85 per week;
  - Tax Credits now increased to £132 per week;
  - Now receives full Council Tax benefit and has even received a refund of £200 which following benefit award meant account was in credit; and
  - Macmillan Grant awarded to repair boiler.

Client was very emotional and so very grateful. Said that they are “dumbstruck” at the help they received.

### Case Study 2 - Timing Problems Case Study

Waiting time for first available appointment - 4 weeks.

- Client extremely distressed as two weeks after approaching our centre for an appointment they received a County Court Judgement (CCJ) for non-payment of their water rates.
- Client's only debt is to Hartlepool Water for over £2000 in outstanding water rates.
- Client advised us that they has been suffering from alcoholism for some time and had neglected to pay the water bills. Client advised that they are now in recovery through support from the Albert Centre (who referred them to us) and would like to start paying off this debt.
- Application completed to the Anglian Water Assistance Fund for a grant to clear these outstanding water arrears.
- Letter received from the Anglian Water Assistance Fund confirming that client Y had been successful and a provisional award had been made.
- Six months later we received a letter from the Anglian Water Assistance Fund confirming that award had been paid as client Y had showed commitment to paying the water over the past six months. Water arrears cleared in full.

Client had worked all of life until this recent diagnosis and that all they want to do is to look after partner and family and keep a roof over their heads.

### Case Study 3

Carla was elderly, lonely and depressed and living in squalor, with no contact from the outside world

Actions:-

- Connected Care made initial contact and built up trust.
- Handyman service made first steps in cleaning the home.
- Client was placed on SAILS project and accessed Meals on Wheels.
- Navigator coordinated services / referral to agencies.

Carla's conclusion:-

- I can't thank Connected Care enough.
- I now know that there's someone out there for me. My life is worth living!
- All I needed was someone to start the ball rolling. I had the courage to admit I needed help and Connected Care was only happy to support me and co ordinate my access to a variety of services”.

#### Case Study 4

June was sinking further into depression, at risk of losing her home, seriously ill and a high risk of taking her own life.

##### Actions:-

- Benefits Advice Service ensured that benefits were maximised.
- Connected Care liaised with Housing Hartlepool to discuss arrears.
- Supported Client in attending court.
- Co-ordinated medical, debt and emotional support.

##### Carla's conclusion:-

- I am now able to sleep at night.
- I no longer feel suicidal and I don't take as much medication. I am now receiving the correct benefits, my benefits are in place and I'm in receipt of Discretionary Housing Payments to support me paying my arrears. If it wasn't for Connected Care I would not be here!

*Case Studies 1 and 2 (provided by the West View Advice and Resource Centre), Case Studies 3 and 4 (provided by Manor Residents – through Connected Care)*

- 8.11 The Committee was interested to find that evaluations / surveys had been undertaken by a number of the organisations providing services. Members were particularly impressed with results in relation to the activities of West View Advice and Resource Centre in that 80% of their clients had seen their income improve, 60% felt more able to cope and perhaps most importantly 46.6% felt that Health/Mental Wellbeing had improved.
- 8.12 Similar work had been undertaken by Hartlepool Citizens Advice Bureau showing that customer satisfaction with their services was good, it was also shown that during 2009/10 new enquiries had increased by 44%, specific debt enquiries had increased 66% and there had been a significant increase in the number of young people seeking debt advice. Members were concerned to discover that the upward trends identified by the CAB were mirrored across all providers.
- 8.13 During the course of discussion, the Committee looked in detail at how services are currently provided, and may be provided in the future. In relation to the CAB, Members were concerned to receive indications that the continuation of face to face debt advice by the CAB would be dependent on the organisations obtaining financial inclusion fund resources. The Committee noted with interest that whilst other providers were facing similar financial challenges, they had indicated that the provision of debt advice would continue to be a priority. The Committee felt strongly that regardless of funding, this should be the stance expected of all providers, especially those who were also receiving Council Community Pool funding.
- 8.14 The Committee was, however, pleased to learn that the continuation of funding through the Financial Inclusion Fund was to continue in 2011/12. In relation to Community Pool funding, the Committee considered the issue of value for money in relation to the services provided and was clear in its view that funding should be utilised as a priority for the provision of front line

services and not directed towards the provision of management / back office services.

- 8.15 On an operational basis, Members considered a number of issues in relation to the staffing and operation of the organisations. In relation to Hartlepool **Hartlepool CAB**, the Committee felt strongly that the offer of 'self help' services was not the way forward for the provision of face to face advice and in relation to the number of enquiries dealt with, against employment levels, noted with interest fluctuations in levels of support from volunteers. Members were encouraged to see that arrangements were in place to expand the number of volunteers, however, it was recognised that there was a need for caution in filling the advice gap in this way, as a result of the temporary nature of voluntary workers and the need for specialist training in order to be truly effective.
- 8.16 The Committee was interested to find, in relation to the **West View Advice and Resource Centre**, that in 2010/11 debt advice continues to be the main source of advice sought and that 2,026 clients referrals had been dealt with over a 6 month period, with an average of £123,000 new debt enquiries dealt with per month. Members noted with concern that whilst previously the most common debts had involved door step lenders, this had changed in recent years, with personal loans/credit card debts now being the more common problem.
- 8.17 Members found that the only source of funding would be from the Council's community pool (as detailed earlier in the report) and were impressed with the 'value for money' obtained from their activities.
- 8.18 In relation to **Connected Care**, emphasis was placed upon the cross community nature of their activities for all Hartlepool residents and whilst concern was expressed regarding the potential impact of reduced public funding on services of this type, the organisation remained committed to the provision of face to face advice. The committee was impressed to find that approximately 2,500 clients per year were supported by Connected Care, often with multiple needs, of these 6 per week were debt advice related.
- 8.19 Members were also impressed with the 'value for money' obtained from Connected Care activities and noted with interest that they had achieved their aims with no Council Community Pool funding since 2009/10.
- 8.20 The Committee gave further consideration to the activities of navigators, in addition to other providers. Evidence from **Age UK (Teesside)** showed that whilst no face to face financial advice was provided information, advice and guidance was provided to the over 50s age group. Members noted with interest that the type of advice provided was mainly signposting individuals, carers and supporters and acknowledged that although the service was provided mainly by volunteers, there were a number of resource implications in terms of ensuring volunteers were adequately trained and sources of information were up to date and accurate.

- 8.21 Evidence provided by **Families Information Service Hartlepool**, highlighted to the Committee the breadth of services provided by navigators, (in this case the provision of specialist advice on child care issues, tax credit advice, advice for young parents who may wish to continue in education and signposting individuals to relevant organisations). Attention was also drawn to the groups success in referring, over the previous 12 months, 28 families to organisations such as WVARC, CAB and Children's Centres where all or part of the package of support involved financial assistance.
- 8.22 The breadth of services offered by navigators was further reinforced by evidence from the **Albert Centre and Job Centre Plus**. In relation to the activities of Job Centre Plus, it was also brought to the attention of Members that as part of the various sources of face to face advice provided by Job Centre Advisors (to specific client groups as a route back to employment) there is an eagerness to go out and provide advice in various community settings. Members were surprised to find that other bodies were unaware of these services and that on a broader level, there was room for improvement in the transmission of information between organisations in terms of the services available.
- 8.23 Members were particularly interested in evidence provided in relation to the activities of Job Smart Consortium, which facilitated the transmission of information to the public in the most appropriate manner, and how the sharing of information between over 40 agencies providing similar support met methods of communicating information to the public. Members recognised the importance of establishing working links, and the support from voluntary and private sector organisations, in enabling this service to operate and reiterated the potential for this ethos to form the basis of a system for face to face advice provision in the future.

## **9 VIEWS OF RESIDENTS AND SERVICE USERS**

- 9.1 In addition to the information already provided in relation to the effectiveness of face to face advice services, Members noted that anecdotal evidence from the 'mapping' exercise previously undertaken showed that services offering face to face financial advice are overstretched with waiting lists for appointments. In exploring further the effectiveness of advice and information services, the Committee carried out a survey through the key providers to further ascertain service user's views.
- 9.2 Members noted that whilst it was acknowledged that the sample size was relatively small (with 75 questionnaires returned); it was felt that the results of the survey gave a 'snapshot' view of service provision. It was also noted that responses from Hartlepool CAB had missed the deadline for inclusion the evaluation. Whilst this was disappointing, the Committee was satisfied that it had received evidence on performance and service user's views earlier in the investigation, through the results of the CAB Client Profile Survey (2010).

9.3 The results of the survey showed that:-

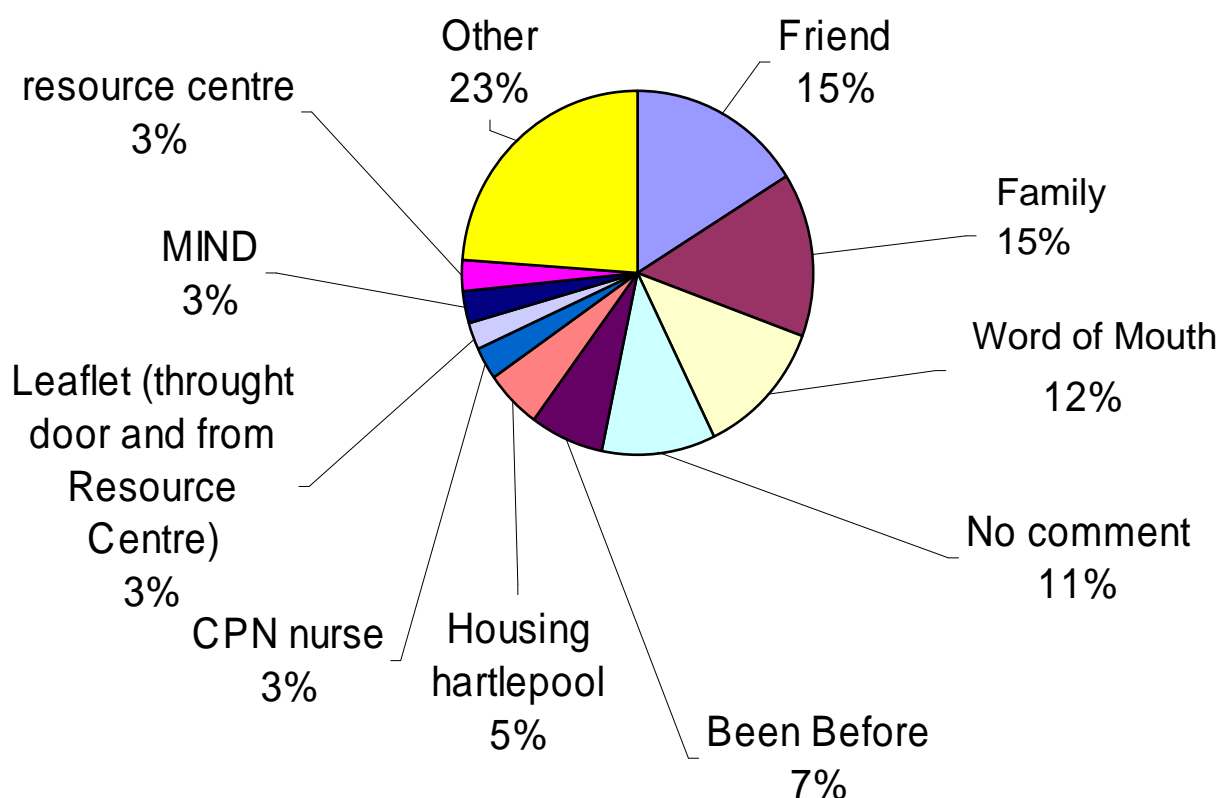
1) Advice had been received from:

- West View Advice and Resource Centre (WVARC) (64%);
- Connected Care (32%); and
- Other (Families Information Service, Credit Union, Miers Avenue Resource Centre) (4%).

2) When asked **if the service received could be improved**, the responses received were:

- 23% felt that the service they received could be improved;
- 69% felt that the service they received could not have been improved; and
- 8% had no view.

3) How did you find out where to get face to face advice?

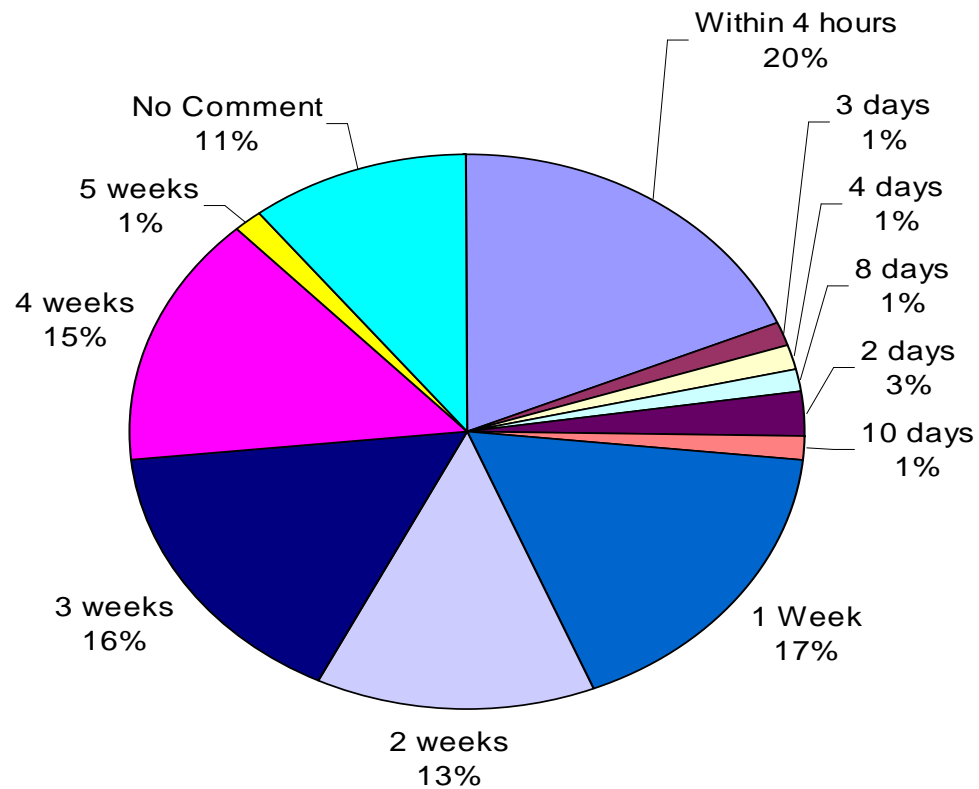


Other Includes - Chatam House Notice Board, Civic Centre, Councillor, Colleague, Community Centre, Credit Union, DWP Referral, Employment Link, McMillan Nurse, Hartlepool Book, Hartlepool Mail, Kilmarnock Road Centre, Library, OC Health, Phoenix Centre, Support Worker, Sure Start, OFCA.

9.4 The Committee noted with particular interest the high number of individuals who found out about the services through family / friends or word of mouth, rather than any formal mechanism.

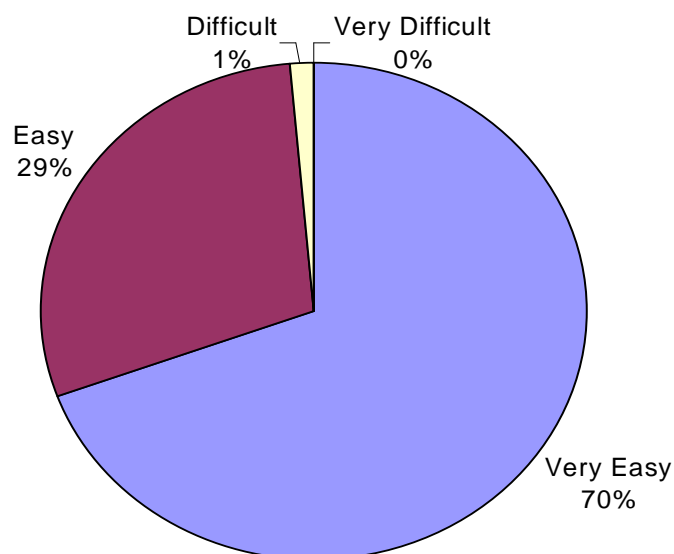


4) How long did you wait between your initial assessment and formal advice appointment?

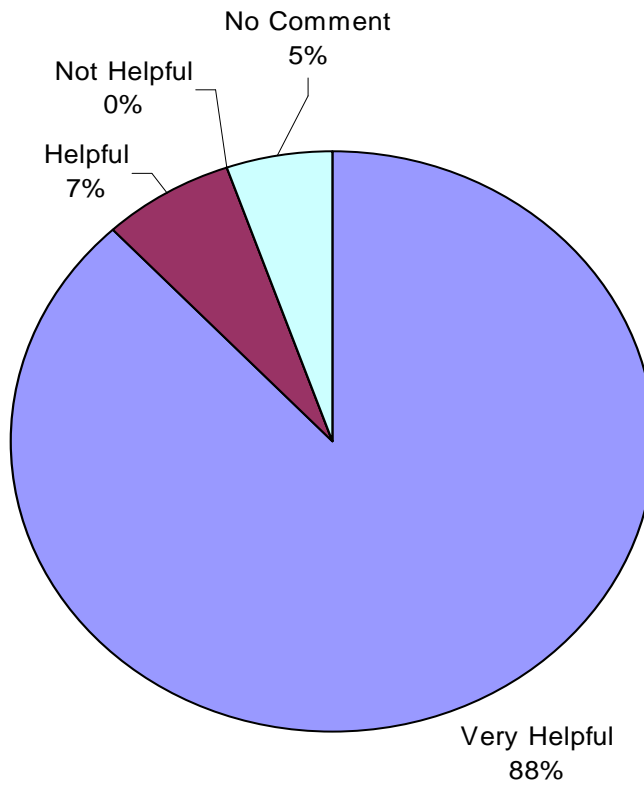


9.5 It was clear to the Committee that the results of the survey supported the views found throughout the rest of the investigation, in that demand and the availability of resources was resulting in the majority of people waiting weeks rather than days for appointments. Members felt strongly that this was unacceptable and needed to be reduced to properly meet resident's needs.

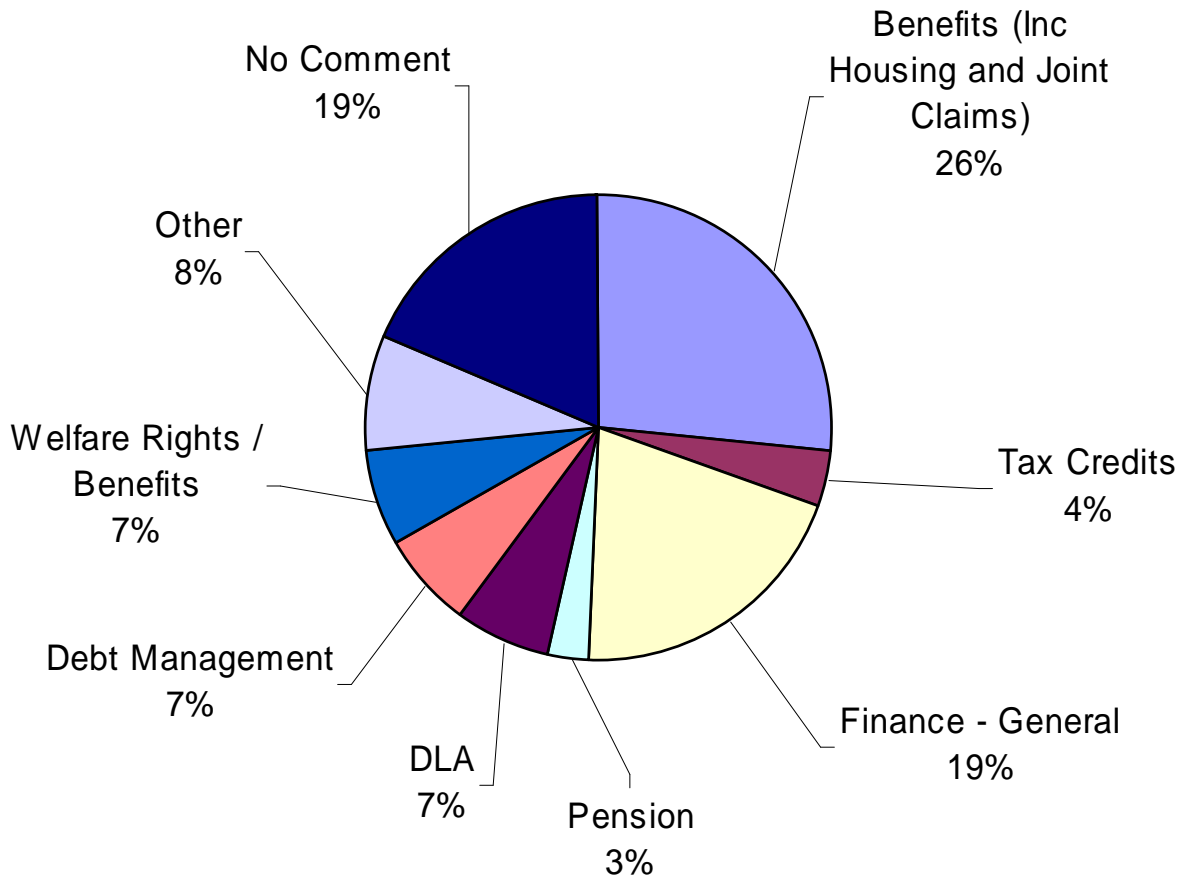
5) How easy / difficult was it to find the financial advice you received?



6) How helpful was the financial advice you received?



7) What type of advice was received?



- 9.6 Members were exceptionally pleased to find that the vast majority of those asked had found face to face advice services easy to access and that the advice provided made a significant improvement to people's lives. It was also noted that the survey clearly showed that resources need to be focused on the provision of benefits advice and debt management.

## **10 GOOD PRACTICE IN THE PROVISION OF FACE TO FACE FINANCIAL ADVICE AND INFORMATION SERVICES**

- 10.1 As part of the Forum's investigation into the provision of face to face advice and information services in Hartlepool, Leeds City Council was identified as an example of good practice. During the course of discussions with a representative from Leeds, Members noted with interest the effectiveness of their services and the emphasis placed upon partnership working and development of an effective financial inclusion model.
- 10.2 A key aspect of this was the provision of face to face advice and the Committee was particularly interested in the processes utilised to clearly identify areas / categories of need (in order to effectively focus the provision of resources and advice) and the gearing of provision to meet individual community's needs. Members felt strongly that the focusing of resources and the establishment of a process that provides community specific services will be essential to the successful provision of face to face advice in the future.

### **Visit to Stockton CAB**

- 10.3 The operational activities of activities of Stockton Citizens Advice Bureau (CAB) were also identified, by the Regional Financial Inclusion Champion, as of value for consideration by the Committee. On this basis, Members of the Committee undertook a site visit on the 9 February 2011.
- 10.4 During the course of the visit, Members noted with interest that whilst the provision of debt advice is not specifically included within the package of core activities required of all CAB's, Stockton places great importance on its provision. In doing this, Stockton have in place 9 specialist case workers and, given the upward trend in debt enquiries (up 60% from the year), have actively increased emphasis on financial inclusion / prevention / education.
- 10.5 Members were impressed with the focus of the CAB's activities on prevention and education and highlighted other key issues / factors around enabling people financially to return to work. On the basis of the latter, the Committee was pleased to find that options were already being explored with Job Centre Plus around financial capability and preparing people to return to work.
- 10.6 The Committee was concerned to find that the upward trend in the debt enquiries was being mirrored across the region. Members were also interested to discover that in Stockton, as in Hartlepool, the highest number

of overall queries now related to debt and benefits, and more specifically to store/credit card and unsecured personal loan debts.

- 10.7 Whilst uncertainty around the availability of future funding and waiting times were also issues for Stockton, the Committee was impressed with their commitment to continued provision of financial advice services, regardless of potential funding allocations (all be it with a pro rata reduction in the number of specialist case workers). In dealing with funding uncertainties, the Committee commended the CAB on its activities in tapping in to local and national funding (including Northern Rock and Barclaycard funding) and felt that the utilisation of the CAB brand would be crucial in Hartlepool's future activities to access all possible available funding streams / sources.
- 10.8 In the award of funding through the Council, Members noted that in Stockton there is strong emphasis on accountability in the use and focus of funding for the attainment of very clear aims around the provision of face to face advice. The Committee had through its investigation identified a need for this to be mirrored in the criteria for the award of any funding (i.e. Community Pool Funding) and that emphasis must be place on accountability in the provision of the agreed aims / objectives.
- 10.9 Throughout the investigation, emphasis had been placed upon the importance of outreach and partnership working. The Committee expressed concern that practices in relation to these activities differed from CAB to CAB and felt strongly that this was an area of potential improvement which needs to be explored by Hartlepool's CAB. Attention was also drawn that availability of a centralised CAB case management database and it was felt that this could be a powerful tool in focusing services / resources and the identification of ward specific advice packages / mechanisms.
- 10.10 In looking to the future, in order to meet increasing demand and reduced conventional funding sources, the Committee supported fully the need to re-think 'what' and 'who' provides services. In light of this, and the importance of partnership working, it was felt that the viability of using the lessons learned from Stockton CAB in the provision of effective face to face financial advice services should be explored. These included the:-
- i) Training members of tenant / community groups who could go back to their groups and deliver advice / help; and
  - ii) The establishment of "One Stop" style Job Clubs where advice on welfare benefits, financial capability, employment and training advice could be provided.

**Evidence from Linda Evens, the Regional Financial Inclusion Champion**

- 10.11 As part of the Committee's investigation Members welcomed the views of Linda Evens, the Regional Financial Inclusion Champion. Evidence provided reinforced the importance of educating/training for front line staff and the need to:

- i) Establish a co-ordinated partnership approach between providers; and
  - ii) Explore various funding opportunities including combined and external funding.
- 10.12 In relation to the importance of training, the Committee noted with interest that following the mapping exercise, the opportunity to develop a joint staff development and awareness programme was also identified. The intention of this programme was to cut across all those relevant organisations that provide service to individuals and families and ensure that a more holistic knowledge of financial inclusion matters is provided. Members were fully supportive of this programme, which was to be led and co-ordinated by the Financial Inclusion Partnership and delivered through key partners by the end of March 2011.
- 10.13 The Committee also learned that, as part of the research, the opportunity had been identified to work with the national charitable organisation Child Poverty Action Group (CPAG) to access basic training in financial support for families. This training was targeted by CPAG at specific workers within Sure Start together with their partners. Members were again supportive of this training and welcomed indications that the availability of other training from CPAG was being explored.

## **11 EVIDENCE FROM IAIN WRIGHT, MEMBER OF PARLIAMENT FOR HARTLEPOOL**

- 11.1 As part of the evidence gathering process the Committee, at its meeting on the 28 January 2011, welcomed evidence from Iain Wright, MP. During the course of discussions, Members were encouraged to learn that the MP:-
- i) Acknowledged, and fully supported, the need and importance of providing face to face financial advice services to the residents of Hartlepool;
  - ii) Shared their concerns regarding:
    - The importance of providing strong / effective face to face advice services in the future, in order to deal with increased demand as a result of the increasingly uncertain economic climate;
    - The impact of reduced public funding at a time when demand for such services was going to increase and commented on the need to explore how face to face financial advice could be maintained with reduced public funds.
- 11.2 The MP was vocal in his support for the excellent quality, and level, of face to face advice services provided in Hartlepool and felt strongly that their retention / enhancement would be essential to the future wellbeing of Hartlepool residents. It was, however, highlighted that in order to achieve

this' alternative ways of providing the service, whilst retaining expertise and enhancing capacity, would have to be explored.

- 11.3 The MP also emphasised the benefits of early intervention and investing in preventative services, views which were supported by Members, and importance of providing accurate independent, impartial financial advice and information to all sectors of the community.

## 12 **HOW FACE TO FACE FINANCIAL ADVICE AND INFORMATION SERVICES COULD BE PROVIDED IN THE FUTURE**

- 12.1 It was recognised by the Committee that current and future budget pressures would play a key role in development of a mechanism for the provision of face to face financial advice and information services in the future. Member were also acutely aware of the need to ensure the provision of a face to face financial advice services that meets increasing demand in the most effective / efficient way, whilst also achieving 'value for money' in an environment where funding is under continuing pressure.
- 12.2 It was clear to the Committee that services provided in Hartlepool are vital to the wellbeing of residents and is generally provided well across the board. However, the implications of the current economic climate in terms of increased demand, reduced council funding and reduced external grants (with more organisations bidding for smaller pots of money), would require a new way of thinking around how services are provided and how funding is targeted and obtained.
- 12.3 The Committee recognised that in addition to increased demand as a result of the wider economic climate, changes in welfare benefits were likely to further increase demand for support e.g. migration from Incapacity Benefits to ESA/JSA, Housing Benefit reductions, etc. Compounding the situation, organisations are already working to full capacity.
- 12.4 It was evident through the investigation that the public and 'navigator' preference is for the commissioning / provision of outreach face to face advice services as a priority. It was also clear to Members that:-
- i) A vast resource of expertise exists across the town and that improved partnership mechanisms to facilitate the sharing of this expertise, and information on the availability of services, would be a way of improving the effectiveness of existing services;
  - ii) Partnership working is vital and providers need to work together with the Financial Inclusion Partnership to identify local issues and formulate custom made packages of service to meet the very different needs of individual communities;
  - iii) That a town wide approach is needed to the development of projects and that this would contribute considerably to the type and success of future

funding bids. Success already achieved in obtaining People's Millions funding in this way was recognised, however, Members felt strongly that as funding sources tighten up / disappear this route of funding was to become increasingly important.

12.5 The Committee requested from each of the organisation involved in the investigation, and those residents who had kindly contributed, suggestions as to how they feel services could be better provided in the future. Members noted with interest the following suggestions for the way forward:-

- i) Pooling of resources between organisations (consortium working);
- ii) Reduction in waiting times, through proper resourcing and increasing availability of expertise;
- iii) More advocacy work on behalf of clients;
- iv) Up skilling of the workforce to deal with increasing demands as some services cease;
- v) Identification of gaps in provision and the need for a flexible service that will cope with an ever changing world;
- vi) The provision of effective training to enable staff to better assess a clients situation and to raise awareness of benefits available;
- vii) The provision of services in locations that are easily accessible to residents within their own communities and the sharing of building / facilities to reduce overheads;
- viii) The provision of a dedicated team who are actively involved in the shaping of the services and willingness to be proactive in their job role; and
- ix) Improved awareness of services through improved advertising (i.e. regularly in papers and / or on community centre notice boards).

12.6 Taking in to consideration all of the information provided, it was apparent to the Committee that face to face financial advice services are currently provided well. There is, however, a need in order to ensure the provision of effective services in the future to think laterally about the how services are configured / provided.

12.7 Members felt strongly that the focusing of resources and accountability for the provision of services supported by local authority funding would be essential. The establishment of a process which focuses on the provision of a core 'holistic' set of baseline face to face financial advice services was supported by the Committee, with the added ability to 'bolt' on other services that are specific to the needs of individual communities.

- 12.8 The Committee was of the view that with effective partnership working, this approach would create a fully co-ordinated approach to the provision of services and that this should be done under the very effective banner of Connected Care. Members felt that this would also enable the commissioning of custom made service packages, enable the effective monitoring of provision through commissioning arrangements and provide greater weight and focus to future funding bids.

## **13 CONCLUSIONS**

### **13.1 The Scrutiny Co-ordinating Committee concluded:-**

- (a) That the provision of face to face financial advice services in Hartlepool is very effective and providers and navigators should be commended on their commitment to improving the health and wellbeing of residents;
- (b) That the length of waiting times for advice / information appointments is in many cases too long and must be reduced in order to improve the level and quality of service provided;
- (c) That in order to ensure the continued provision of effective face to face financial advice services in the future, HBC needs to think laterally about the how services are configured / provided;
- (d) That key barriers to the take up of face to face financial advice services are the stigma attached to debt and peoples reluctant to own up to and seek advice, awareness of services and the availability of sufficient funding to meet increasing demand;
- (e) That in relation to raising awareness of the service available, a wide variety of mechanisms should be implemented, with over reliance on accessing information through the internet avoided;
- (f) That the provision of face to face advice needs to be expanded in partnership with other organisations, with emphasis on the availability of services to all communities across the town;
- (g) That emphasis needs to be placed on prevention as a way forward and in doing this, the provision of education across all age groups of residents to facilitate a fundamental change in financial behaviour would be essential;
- (h) That the establishment of links with colleges, and the work being undertaken around the provision of money skills / management sessions, in partnership with Barclays Money Skills Project, was welcomed. However, there was concern regarding the allocation of future funding for this initiative;



- (i) That the establishment of working links with, and support from, voluntary and private sector organisations, will be essential for the future provision of an effective face to face financial advice service;
- (j) That the utilisation of the CAB's capacity to access a wide range of funding sources would be beneficial in the future as part of an overall package to enable organisations in Hartlepool to access all possible funding streams / sources;
- (k) That not all navigating bodies are fully aware of the face to face financial advice services provided by their partners and as such there is room for improvement in the transmission of information between organisations;
- (l) That a vast resource of expertise exists across the town and that improved partnership mechanisms to facilitate the sharing of this expertise, and information on the availability of services, would be a way of improving the effectiveness of existing services;
- (m) That a mechanism is required for the future provision of face to face financial advice services that focuses on the provision of core 'holistic' baseline services, with the ability to 'bolt' on other identified services that are specific to the needs of individual communities;
- (n) That the provision of (l) above, would create a fully co-ordinated approach to the provision of services and that this should be done under the very effective banner of Connected Care;
- (o) That as part of the criteria for the award of funding from the Council (i.e. Community Pool Funding) emphasis must be placed upon accountability, and as part of this the need for clearly defined aims around the provision of face to face financial advice, which can be easily monitored;
- (p) That given the impact of financial issues / problems on the health and wellbeing of residents, there is a clear benefit for the PCT / FT (and potentially GP Consortiums in the future) in the provision of effective face to face financial advice and information services;
- (q) That the commissioning of custom made service packages through effective partnering arrangements would enable the effective monitoring of provision and provide greater weight and focus to future funding bids; and
- (r) That the centralised CAB case management database could be a powerful tool in helping to focus services / resources and identify ward specific advice packages.

## **14 RECOMMENDATIONS**

- 14.1 The Scrutiny Co-ordinating Committee has taken evidence from a wide range of sources to assist in the formulation of a balanced range of

recommendations. The Committee recognises that face to face financial advice and information services are effectively provided in Hartlepool and commend providers on their commitment to improving the health and wellbeing of residents.

14.2 In taking forward / improving the provision of face to face financial advice and information services in Hartlepool, the Committee's key recommendations to the Cabinet are as outlined below:-

- (a) That, in thinking laterally about the how face to face financial advice services can be configured / provided in the future, a mechanism be put in place under the banner of 'Connected Care' that focuses on the provision of core 'holistic' baseline services with the ability to 'bolt' on other services to meet the specific needs of individual communities;
- (b) That a criterion and formal monitoring mechanism / database be developed, with full Elected Member involvement, for the award of all funding from the Council (including the Community Pool) and other partners for the provision of face to face financial advice and information services;
- (c) That within the criteria (outlined in recommendation b):-
  - i) Emphasis must be placed upon:
    - Simplicity of language and processes;
    - Accountability and performance, to be achieved through the effective monitoring / evaluation of activities and outcomes;
  - ii) Clear 'baseline' aims and objectives must be defined for the provision of face to face financial advice services in Hartlepool, against which each application would be measured;
  - iii) There must be a requirement for each applicant to clearly define their aims / objectives, and specifically the activities they intend to be undertaken, in providing face to face financial advice services;
  - iv) There should be a requirement that no person waits more than a maximum of 10 days for a specialist face to face financial advice appointment and that an effective emergency response must also be available;
  - v) Details of the specialist the training and qualifications should be clearly specified, against which organisations can be assessed (i.e. showing that they either have, or are working towards, Matrix accreditation);
  - vi) In relation to Community Pool Funding, the capacity to retain part of the funding to be used to assist in achieving accreditation. 100% funding at first, decreasing in future applications; and

- vii) Each organisation should be required to participate in a mechanism that enables the effective monitoring and evaluation of their outcomes against the agreed aims, objectives and activities.
- (d) That a web based monitoring process / database be identified that:
- Is implementable and accessible by all organisations who receive funding for the provision of face to face financial advice services, in a secure, transparent and generic way; and
  - Can be easily monitored in a consistent manner across all organisations.
- (e) A strategy needs to be developed to ensure that new financial advisors are trained and accredited in order to meet future demand;
- (f) That the centralised CAB case management database be utilised to help focus the provision of face to face financial advice services / resources and identify potential issues for inclusion in ward specific advice packages;
- (g) That work be undertaken to improve the transmission of information between all organisations (navigators and providers);
- (h) That in light of the vast resource of expertise that exists across the town, ways of improving partnership mechanisms to facilitate the sharing of this expertise, and information on the availability of services, need to be explored;
- (i) That in recognition of the importance of preventative services, funding should be found to enable the continued provision of money skills / management sessions in schools, in partnership with Barclays Money Skills Project / Hartlepool Financial Inclusion Partnership;
- (j) That consideration be given to creating a generic Information Advice and Guidance (I.A.G.) Service which meets the needs of all residents at all stages of their lives, in partnership with current providers. This Service to work closely with the national CAB as a means of ensuring that Hartlepool does not lose out on access to national monies and recognised monitoring mechanisms, whilst ensuring that advice is readily available in community settings that are accessible to residents; and
- (k) That the provision of a Generic I.A.G. Service, which incorporates Careers, Jobs, Training, Money Management, Benefits, Housing and Retirement, etc, and runs alongside/incorporates the roll out of the Connected Care model, be explored.

## **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:

Danielle Swainston, Sure Start Extended Services and Early Years Manager;  
Patrick Wilson, Employment Development Officer;  
Carol Ann Jones, Financial Inclusion Partnership;  
Carol Auckland, Project Officer – Job Smart; and  
Sarah Tudor, Families Information Services Manager.

### External Representatives:

Iain Wright, MP for Hartlepool;  
Joe Micha, Hartlepool Citizens Advice Bureau;  
Katherine Urwin, Senior Debt Advice Worker, West View Advice Service and Resource Centre;  
Val Evens, West View Advice Service and Resource Centre;  
Alison Thompson, West View Advice Service and Resource Centre;  
Claire Jewson, Hartlepool Carers;  
Ray Harriman, Connected Care;  
Elaine Gel, Specialist Benefits Advice Worker;  
Brenda Parkinson, Job Centre Plus;  
Elizabeth Briggs, Age UK Teesside;  
Peter Carroll, Navigator;  
Rachel Lowry, Connected Care;  
David Roberts, Leeds City Council; and  
Service Users from West View Advice Service and Resource Centre and Hartlepool Citizens Advice Bureau.

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

**APRIL 2011**

**Contact Officer:** Joan Stevens– Scrutiny Manager  
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) Scrutiny Co-ordinating Committee report 'Child Poverty and Financial Inclusion'
- (ii) Report of the Scrutiny Manager entitled 'Scrutiny Investigation into the Provision of Face to Face Financial Advice and Information Services in Hartlepool - Scoping Report' presented to the Scrutiny Co-ordinating Committee on 3 September 2010;
- (iii) Report of the Extended Services and Early Years Manager / Hartlepool Financial Inclusion Partnership Development Officer entitled 'The Provision of Face to Face Financial Advice and Information Services in Hartlepool - Setting the Scene Report' presented to the Scrutiny Co-ordinating Committee on 15 October 2011;
- (iv) Hartlepool CAB – Annual Report 2009-2010;
- (v) Hartlepool CAB – Client Feedback Survey;
- (vi) Evaluation of the DWP Growth Fund – Revised Final Report – December 2010;
- (vii) Financial Inclusion Evidence Review: the costs of financial distress and the benefits of access to debt advice;
- (viii) Hartlepool Credit Union and Hartlepool Credit Union Forum – Organisational Options for Moving Forward;
- (ix) Financial Inclusion Initiatives – Economic Impact and Regeneration in City Economies – Leeds Case;
- (x) Leeds City Council - Economic Policy and Programmes Unit Briefing note - Challenges Ahead and Business Case for Debt Advice;
- (xi) <http://www.hvda.co.uk/directory-of-voluntary-and-community-groups.html>
- (xii) <http://hartlepool.fsd.org.uk>
- (xiii) <http://www.direct.gov.uk/en/index.htm>
- (xiv) <http://www.hmrc.gov.uk/index.htm>

# **CABINET REPORT**

**04 July 2011**



**Report of:** Health Scrutiny Forum

**Subject:** FINAL REPORT – CONNECTED CARE

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## **SUMMARY**

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

- 1.1 The purpose of this report is to outline the findings and conclusions of the Health Scrutiny Forum's investigation into 'Connected Care'.

### **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.



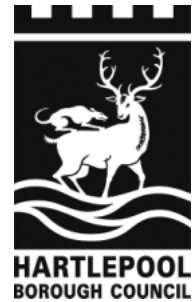
# HEALTH SCRUTINY FORUM

## FINAL REPORT CONNECTED CARE

JULY 2011

# CABINET

4 July 2011



**Report of:** Health Scrutiny Forum

**Subject:** FINAL REPORT – CONNECTED CARE

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## 1. PURPOSE OF REPORT

- 1.1 To present the findings of the Health Services Scrutiny Forum following its investigation into 'Connected Care'.

## 2. SETTING THE SCENE

- 2.1 At the meeting of the Health Scrutiny Forum on 22 June 2010, Members determined their work programme for the 2009/10 Municipal Year. The topic of 'Connected Care' was selected as a scrutiny topic for consideration during the current Municipal Year.

- 2.2 Connected Care was developed by Turning Point, a social enterprise organisation specialising in the provision of specialist and integrated services to meet the health and social care needs of individuals, families and communities. In essence Connected Care is a :-

*"model for community led commissioning...bring[ing] the voice of the community to the design and delivery of all health, housing, education and social service delivery."*<sup>1</sup>

- 2.3 The Connected Care service was established as one of the first national pilots in the Owton Ward of Hartlepool in 2006 and was jointly funded by the Authority and the PCT. The premise of Connected Care in Hartlepool was to integrate health and social care with strategies for social inclusion and then link Connected Care to locality based commissioning.

- 2.4 In April 2009 the Health Scrutiny Forum completed an investigation into 'Reaching Families in Need' where Members recommended:-

*"That learning from the Connected Care Scheme is rolled out to other areas of deprivation in the Town."*<sup>2</sup>

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<sup>1</sup> Turning Point, 2009

<sup>2</sup> Health Scrutiny Forum, 2009



The response from NHS Hartlepool was that the Connected Care programme roll out would be considered once an evaluation was completed by Durham University.

- 2.5 In February 2010, the 200+ page evaluation undertaken of Connected Care in Hartlepool by Durham University was electronically circulated to Members of the Forum and a hard copy deposited in the Members Library by the Chair of the Health Scrutiny Forum.
- 2.6 Connected Care is currently being delivered in the Owton Ward of Hartlepool by 'Who Cares (NE)', which is a Social Enterprise model of delivery operated by residents and local community organisations. There are plans to extend Connected Care into other areas of the Town, although the major barrier to the development of Connected Care in Hartlepool is "access to working capital."<sup>3</sup>

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

- 3.1 The overall aim of the Scrutiny investigation was to explore and evaluate the impact of Connected Care 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 development and current delivery model of Connected Care in Hartlepool;
  - (b) To examine the impact of Connected Care on the communities where it has been operational;
  - (c) To analyse the lessons learnt from the Durham University evaluation and how these and other lessons have been / might be applied to the development of Connected Care;
  - (d) To gain an understanding of the impact of current and future budget pressures on the way in which Connected Care is provided in Hartlepool; and
  - (e) To explore how Connected Care 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

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<sup>3</sup> Director of Child & Adult Services, 2010

- (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:-

Councillors S Akers-Belcher, Barker, Cook, Fleet, Griffin, A Lilley, G Lilley, McKenna and Simmons

Resident Representatives: Mary Green, Norma Morrish and Linda Shields.

## **6. METHODS OF INVESTIGATION**

6.1 Members of the Health Scrutiny Forum met formally from 23 November 2010 to 29 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 presentations from staff involved in the Connected Care Programme, supported by written and verbal evidence;
- (b) Verbal and written evidence from Housing Hartlepool, Accent Foundation, IntraHealth, Hartlepool Carers and Owton Fens Community Association (OFCA);
- (c) Verbal evidence from local people involved in the Connected Care programme; and
- (d) Focus Group meeting with local people and the Navigators from the Connected Care programme.

## **FINDINGS**

### **7. THE DEVELOPMENT AND CURRENT DELIVERY MODEL OF CONNECTED CARE**

7.1 In order to understand how Connected Care had developed in Hartlepool, Members of the Health Scrutiny Forum gathered the following evidence:-

## **The development of Connected Care**

- 7.2 At their meeting of 1 February 2011, Members heard from the Chair of the Connected Care Steering Group that Connected Care had developed out of the concerns raised by Ward Councillors in the Owton Manor Ward; which was one of the most deprived wards in Hartlepool. Ward Councillors were particularly concerned about the disparate way that funding in the Owton Ward was being distributed and the fact that overall outcomes for residents were not improving in line with the financial expenditure.
- 7.3 Members at their meeting of 23 November 2010 gathered evidence that Connected Care as a programme had been developed by the social care organisation Turning Point. In 2006, Hartlepool and specifically the Owton Ward had been chosen as one of the first pilots in the country for Connected Care, with the aim of integrating social and health care strategies for social inclusion.
- 7.4 The Connected Care Manager informed the Forum at their meeting of 1 February 2011 that the original key aims of the Connected Care Service were to:-
- (i) Provide holistic rather than fragmented response;
  - (ii) Ensure that services were simple to access and use and employed a “one stop” ethos;
  - (iii) Ensure that services are centred around the individuals perception of their problems and what outcomes would make a positive difference;
  - (iv) Ensure that Connected Care is concerned with building community capacity by putting the community in control of the services they need;
  - (v) Ensure the co-production and co-delivery of services and share skills and expertise from across the community; and
  - (vi) Design and deliver flexible services that employ a local work force that are willing to do things differently.

## **The current delivery model of Connected Care**

- 7.5 The Members of the Forum were particularly pleased to learn; at their meeting of 1 February 2011; that the provision to residents of the Owton Manor Ward via the Connected Care Programme was one of a ‘holistic’ one-stop shop. There was a continual commitment to consultation with local groups and partners to ensure that services were meeting the needs of the local populous, as well as ensuring that there was constant innovation to delivery. The main aim of the Connected Care Programme was to facilitate access to services for those residents of Owton Manor in need of that level

of support, via one venue rather than having to deal with a multitude of people at a wide range of venues.

7.6 In order to achieve the delivery model as highlighted in paragraph 7.5, the Members of the Health Scrutiny Forum considered the Service Navigation scheme which had benefitted 1,392 people between 2009-2010. The Service Navigation Scheme was delivered by Navigators whose role it was to identify and engage with those individuals in greatest need of support and in doing so:-

- (i) Supporting people to change their lifestyle by working in partnership with other service providers;
- (ii) Helping, guiding and supporting them to find the right services in the community to address their needs;
- (iii) Ensuring access to relevant knowledge, information and support in order to enable informed choices concerning access to health and social care services; and
- (iv) Working with other local services and providers to influence and improve the delivery of services.

7.7 With the Navigators being one of the key facets to the successful delivery of Connected Care in Hartlepool, Members also recognised that there were a number of other projects that Connected Care worked with, which ensured that the residents of Owton Manor could utilise the most appropriate support provision to meet their individual needs. Some of the projects accessed by residents involved in the Connected Care Programme are as follows:-

- (i) Handyman Service  
This project offers a simple handyman service to elderly or infirm residents, providing simple tasks such as light bulb changing, path clearance in snowy conditions, decorating and garden maintenance.
- (ii) Families Accessing Support Team (FAST)  
The FAST project provides a multi-agency voluntary sector response to reduce incidents of crime and disorder through a combination of case workers, family befriender support worker and training and employment officer.
- (iii) Nurturing Young Peoples Development Project (NYPD)  
The NYPD Project provides young people with a drop-in centre that provides advice and guidance designed to motivate and encourage young people to not only become ambassadors and peer mentors, but to realise the opportunities that are available to them through project, training and educational programmes.

- (iv) Supported Access to Independent Living (SAILS)  
Essentially a 'good neighbour' scheme, SAILS is geared towards individuals whose needs require an intensive level of support, this can be through assistance with shopping, tidying the garden, home visits, ensuring the individual can gain access to social activities and home visits for Benefit advice.
- (v) Supported Accommodation for Young People  
This programme was funded by the Northern Rock Foundation and brought together providers such as Hartlepool Borough Council, the Accent Foundation and Housing Hartlepool to deliver supported accommodation for young people; including the provision of 24 hour support, a crash pad and support to move on accommodation.

## **8. THE IMPACT OF CONNECTED CARE ON THE COMMUNITY**

- 8.1 The Members of the Health Scrutiny Forum were particularly interested in hearing from a number of sources, about the impact that Connected Care had made on residents of the Owton Manor Ward of Hartlepool. In order to understand this impact, Members considered evidence as detailed below:-

### **Evidence from IntraHealth**

- 8.2 When the Health Scrutiny Forum met on 1 March 2011, the Patient and Liaison Officer from IntraHealth was in attendance and provided Members with a very detailed presentation relating to the involvement of IntraHealth with the Connected Care Programme. Members were informed that one of the key focuses of IntraHealth was to help their patients and support their local community, something they felt Connected Care could help them achieve.
- 8.3 The Patient and Liaison Officer explained to Members how IntraHealth was involved in Connected Care, as well as the Patient and Liaison Officer being a member of the Connected Care Steering Group, IntraHealth's involvement with Connected Care is detailed below:-
- (i) Working with Connected Care Navigators;
  - (ii) Ensuring that the Navigators are an active member of IntraHealth's Patient Participation Group;
  - (iii) By having Navigator drop-in sessions held 1.5 hours weekly at Wynyard Road Medical Centre; and
  - (iv) Joint participation in community events.
- 8.4 Members were already au fait with SAILS (see paragraph 7.7(vi)) and the Patient and Liaison Officer explained that IntraHealth had been involved with SAILS through their Wynyard Road Medical Centre. IntraHealth were able to

offer support to 20 people accessing the SAILS scheme and the Forum was pleased to note that this had led to some very positive local publicity (see Appendix A).

8.5 Through the partnership working of IntraHealth with the Connected Care programme and specifically through the SAILS scheme, the Patient and Liaison Officer at IntraHealth felt that the following benefits had been achieved for the community:-

- (i) Reduction in emergency hospital admissions;
- (ii) Service excellence;
- (iii) Holistic Care – Health & Social;
- (iv) Efficiency; based on:-
  - a. Medical response not always being required;
  - b. Navigators being part of the skill mix that now can be offered; and
  - c. Patients wanting and now expecting a responsive service.

It was acknowledged that some of the above benefits were difficult to quantify and that work with the London School of Economics and Political Science (LSE) into defining the 'cost' benefits of Connected Care, would be vital in proving the worth of the scheme.

### **Evidence from Accent Foundation**

8.6 When the Health Scrutiny Forum met on 1 March 2011, the Area Manager (North East) from the Accent Foundation was in attendance. The Area Manager informed Members that the Accent Foundation was a housing provider with currently 100 properties in Hartlepool. Members were interested to learn that the Accent Foundation had only just started working with the Connected Care programme.

8.7 The Area Manager from the Accent Foundation informed the Health Scrutiny Forum that the Connected Care programme had enabled them to work to support young people in ensuring that they could achieve and sustain tenancy arrangements, whilst helping to support those tenants who had debt problems.

8.8 The Forum was delighted to learn that the work of the Accent Foundation with Connected Care had led to increased partnership working with organisations such as IntraHealth and Housing Hartlepool. This meant that through the Glamis Walk Supported Living Project, 7/8 units owned by the Accent Foundation were being utilised for supported housing schemes and the combined efforts of IntraHealth and Housing Hartlepool were ensuring that tenants were kept on the 'right track', therefore, leading to sustainable tenancies.

## **Evidence from Housing Hartlepool**

- 8.9 During the meeting of the Health Scrutiny Forum of 1 March 2011 the Housing Manager (Neighbourhoods) from Housing Hartlepool was present and provided Members with a detailed overview of the involvement of Housing Hartlepool with Connected Care.
- 8.10 The Housing Manager detailed to Members the different programmes that Housing Hartlepool were involved in through Connected Care. The Health Scrutiny Forum had already heard details of the Handyman Scheme (see paragraph 7.7(i)), but were interested to learn that through the funding of the scheme by Housing Hartlepool, 430 tenants had benefitted from the services provided by the Handyman Scheme and during the bad winter weather of 2010/11, the service had been invaluable to residents in clearing paths to and from their residencies.
- 8.11 Members of the Health Scrutiny Forum were pleased to hear that Housing Hartlepool were working very closely with the Connected Care Navigators to sustain tenancies. Navigators were also helping Housing Hartlepool tenants through attendance at court hearings and ensuring that the tenant was accessing their full benefit entitlement. It was through this partnership working that the Housing Manager; was pleased to announce; had lead to a reduction in eviction rates for those Housing Hartlepool tenants who were part of the Connected Care scheme.

## **Evidence from Hartlepool Carers**

- 8.12 The Centre Manager from Hartlepool Carers was present when the Health Scrutiny Forum met on 1 March 2011. Forum Members were informed that Hartlepool Carers had utilised the Connected Care programme to help support some of the clients that Hartlepool Carers worked with.
- 8.13 It was, however, recognised by Members that Hartlepool Carers themselves offered a Low Level Support Service; operated by 115 volunteers; to support residents in New Deal for Communities (NDC) areas. The Low Level Support Service aimed to offer:-
- (a) Emotional support e.g. Befriending, Sitting Service and visiting services;
  - (b) Shopping or collecting shopping as necessary;
  - (c) Chaperone to any medical appointments, hospital visits etc;
  - (e) Dog walking & sitting service;
  - (f) Small DIY jobs & Gardening services;
  - (g) Driving services; and

- (h) Social groups support services & holidays

### Evidence from Local People Accessing Connected Care

- 8.14 Through verbal evidence provided at the meeting of the Health Scrutiny Forum held on 1 February 2011, written testimonials of people benefiting from the Connected Care service presented to Members at their meeting on 1 March 2011 and by gathering the views of local people at a Focus Group held on 28 February 2011, Members of the Health Scrutiny Forum reinforced the view that Connected Care was ensuring that people in Owton Manor were becoming more empowered and better able to make positive choices.
- 8.15 A summary of the views of local people who have been involved with the Connected Care programme in Hartlepool as received by Members of the Health Scrutiny Forum throughout their investigation are detailed in the following individual case studies:-

**Case Study 1:** Had suffered from financial difficulties and through a Benefits Advice Worker was put in touch with a Connected Care Navigator. Up to that point, they felt like there was no 'personal' feedback from the statutory and non-statutory bodies that they were trying to access for help. The Navigator helped to arrange phone calls, letters and meetings to get everything back on track and gave the individual "hope", something they hadn't been experiencing before.

It was the flexible approach by the Navigator that allowed for different people with different circumstances to receive a personalised service which met their needs. It was revealed that the individual had been tenant of the year previously, but the lack of awareness of the Connected Care programme; by the housing provider (they had directed the individual to Citizens Advice Bureau, which was seen as impersonal in nature); meant that within 6 months of the award the individual was being portrayed as a poor tenant. The work of the Navigator lead the person to make a heartfelt statement that the Navigator had "done so much for me, really grateful".

**Case Study 2:** The Connected Care Navigator had ensured that this individual had remained in a tenancy after the passing of their spouse. Originally the 'Benefits Office' had said they were at the risk of being evicted, but the Navigator had arranged meetings and supported the individual in having the tenancy transferred into their name.

The individual made an observation about the impersonal nature of the 'booths' at the Civic Centre when advice was sought, whereas within the Connected Care service individuals could discuss their problems in private confidential settings. Some of the quotes from the individual in terms of the Navigators were: "Think of people, not of themselves"; "Make you feel wanted"; "Greatest people on this world"; and "Worth millions".



**Case Study 3:** Had been in jail and become estranged from their child. In moving back to the area to try and be with their child, they were struggling to find out where to go. Through the support of Connected Care, this individual had started out as a volunteer with Manor Residents, had moved into a flat and were currently working towards moving into a house. They were also gaining qualifications and said that they had now come too far to lapse back into drug usage that had originally been the catalyst to their jail sentence.

The non-judgemental approach of the Navigator, by seeing the individual as having a past, but recognising that it was in the past, had enabled the individual to feel a sense of worth. As the individual stated “I would be lost without them”, the Connected Care Navigators were there as someone to talk to “talking to you, not at you” and to help find solutions to their problems. The biggest change was that the local community, who had initially isolated the individual, saw them now as a valued member of their community.

**Case Study 4:** Had had been in trouble with the law and lost their children as result. The circle that they were in was that they couldn't have their children back without a house, but without their children they couldn't get a house. Initially accessing a Hairdressing course through the Helping Hands scheme, they had been one of the first tranche of people to benefit from the Connected Care service, leading to them securing a house and being reunited with their children.

## **Evidence from Owton Fens Community Association (OFCA)**

- 8.16 Representatives from OFCA provided Members with evidence of the impact that Connected Care had made on the Owton Manor community, when they met on 1 March 2011. The representative from OFCA commented that the Connected Care model had made a huge difference to the lives of residents in the Owton Manor area of the Town. Emphasis was placed on the current work being under taken by Connected Care, Turning Point and the LSE to prove the financial worth of Connected Care to all organisations, whether they be housing providers, the Local Authority or the NHS.

## **9. LESSONS LEARNT FROM THE DURHAM UNIVERSITY EVALUATION OF CONENCTED CARE**

- 9.1 When Members of the Health Scrutiny Forum met on 1 February 2010, the Chair of the Connected Care Steering Group was present to talk to the Forum about the lessons learnt from the evaluation into Connected Care undertaken by Durham University. It was recognised by Forum Members that due to the publication of the report back in February 2010 a number of the recommendations were already being actioned.
- 9.2 The Chair of the Connected Care Steering Group drew Member's attention to the importance that the evaluation placed on the Navigators being independent of the services provided. This meant that as the Navigators didn't have any vested interests, then they didn't have to defend

organisations when things went wrong. The report then went on to highlight a number of lessons that could be learnt by other Connected Care programmes as detailed below:-

- (a) A Service Co-ordinator that oversees the services can play a transformational role in acting as 'maker of the services', in setting up the services and embedding Connected Care with other services locally;
- (b) Commissioners overseeing Connected Care need to work continuously to sustain partnerships between statutory services and communities. Connected Care needs to be a significant priority for commissioners to mitigate the tension between pursuing nationally determined targets and long term partnership goals;
- (c) Leadership is critical as implementation involves transformation of a service system rather than the simple provision of additional services;
- (d) For Connected Care to be embraced within wider services, partner organisations need to train their own staff to understand new roles and relationships. Staff need to be enabled to work across service boundaries and develop collaborative relationships and mechanisms including spheres of information sharing and confidentiality;
- (e) It is important to reach agreement on vision and outcomes early in order to focus energies on service change and to secure relationships with the full range of services across health, housing and social care to implement change;
- (f) Community members as part of the service solution bring local 'know-how', an understanding of their local area and a greater commitment to sustain contact with users of the service until all issues are resolved. Service users in the community who were interviewed valued the service as 'someone on their side' and perceived it as less impersonal than, and independent of, local statutory services;
- (g) Dynamic forms of user engagement need to be sustained in order to continuously inform service delivery;
- (h) Connected Care service design is based, in principle, on shifting power from commissioners to the community. Community organisations can play a critical role in securing greater accountability at a local level. In communities, where there is little history of engagement, the need for continued investment in capacity building is critical. It is also important to understand levels of prior community engagement to highlight any capacity building that is needed locally; and
- (i) Wider community involvement is not an easy objective to achieve. There is a need to establish processes that develop and sustain

community engagement in the planning, management and delivery of a Connected Care service.

## **10. THE IMPACT OF CURRENT AND FUTURE BUDGET PRESSURES ON CONNECTED CARE**

- 10.1 The Connected Care Manager was present at the Health Scrutiny Forum meeting of 1 February 2011, where Members were informed of the budgetary pressures on the continuation of the Connected Care programme. Like many publically funded programmes, Connected Care was likely to feel pressured by the general reduction in public spending by the current Government through the removal of Working Neighbourhoods Fund (WNF) and the Comprehensive Spending Review (CSR).
- 10.2 Members were aware of the impact of the withdrawal of WNF and the challenges faced by the Local Authority (amongst others) by the CSR announcement. However, the Connected Care Manager informed Members that detailed discussions were being undertaken by Connected Care, Turning Point and the LSE in order to quantify the impact of Connected Care to the community. There was some initial evidence that the overall cost of an eviction for Housing Hartlepool was £6,000, therefore, if Connected Care could be proven to have stopped an eviction, then that was how much the service was worth to Housing Hartlepool. Similarly clearing old people's paths during snowy weather, may save the local NHS money in hospital admissions due to slips and falls. The Connected Care Manager emphasised that this did not mean that for example they would go to Housing Hartlepool asking for £6,000, but that it would enable a more open discussion in terms of the value of funding Connected Care.
- 10.3 With the positive evaluation of Connected Care in Hartlepool, as undertaken by Durham University (see Section 9), the Connected Care Manager highlighted that although Connected Care was not a cost free service, it did demonstrate an example of the Government's policy direction of the 'Big Society' and Members were delighted to learn that Andrew Lansley, Secretary of State for Health; had recently visited the Connected Care programme in Hartlepool and been impressed by the service provided and achievements made.

## **11. HOW CONNECTED CARE MIGHT BE DELIVERED IN THE FUTURE**

- 11.1 Members of the Health Scrutiny Forum had already made their intentions clear in terms of future delivery of Connected Care back in April 2009 (see paragraph 2.4). This desire to see a 'roll-out' of the Connected Care model to other areas of the Town had yet to be realised, but Members were informed by the Connected Care Manager at their meeting of 1 February 2011 that 'Who Cares North East Limited' had been set up as social enterprise organisation. The evaluation by Durham University highlighted the development of the Social Enterprise as:-

*“Its aims were to extend its service navigation, low level support, Handyman and benefits and welfare advice services across the south of Hartlepool, beyond the boundaries of the Owton estate.”<sup>4</sup>*

- 11.2 Although the social enterprise would allow greater benefits for the people of Owton Manor, so it was also seen as a vehicle that may allow for the ‘roll-out’ of Connected Care to other areas of the Town which may benefit from this service. Forum Members, however, recognised that other providers were providing support to other communities in the Town and that these needed to be taken into account when factoring in any full scale roll-out of Connected Care delivery. The recognition of individual communities having different needs was an element of the evaluation by Durham University, which stated:-

*“One of the prime features of the service that enhances its potential to provide appropriate service is its localism and the opportunity for Connected Care to be based on a deep understanding of the distinctive problems facing that local community.”<sup>4</sup>*

- 11.3 When Connected Care partner organisations had been present at the Health Scrutiny Forum meeting of 1 March 2011, there was considerable support for a roll-out of Connected Care across Hartlepool. The Housing Manager from Housing Hartlepool commented that it could only benefit the organisation, with Housing Hartlepool likely to be the main housing provider in areas targeted, whilst the Patient and Liaison Officer from IntraHealth spoke of the impact the scheme could make in other areas of the Town where IntraHealth were already delivering services.

## **12. CONCLUSIONS**

- 12.1 The Health Scrutiny Forum concluded:-

- (a) That Connected Care service have made an major impact on the lives of the people of Owton Manor, ensuring that they are more empowered members of their local community;
- (b) That the proactive impact of Connected Care in terms of benefitting other statutory and non-statutory services was difficult to quantify, but that efforts were being made through the work being undertaken by the LSE, to address that issue;
- (c) That support existed within organisations currently involved in Connected Care to see the service rolled out across the Town;
- (d) That care needed to be taken to ensure that any roll-out of Connected Care did not duplicate efforts already on-going within communities;

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<sup>4</sup> Callaghan et al., 2009

- (e) That organisations involved with Connected Care needed to ensure that they continued to promote the role of Connected Care to all staff and service users; and
- (f) That a 'one-size-fits-all' delivery model for Connected Care would not work and expansion of the scheme must take into account the needs of the community to ensure the delivery of a bespoke service.

### **13. RECOMMENDATIONS**

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

- (a) That a strategy is devised to identify those communities within Hartlepool who may benefit from the delivery of the Connected Care model;
- (b) That once recommendation (a) is completed, Connected Care is rolled-out to other communities in Hartlepool:-
  - (i) Ensuring that the necessary governance structure is in place;
  - (ii) Identifying the needs of the individual community from residents and ensuring the delivery of a bespoke service that covers any gaps in existing provision;
  - (iii) Ensuring that partnership arrangements are in place for current service providers and that duplication of work does not occur for those providers already delivering relevant services in that community; and
  - (iv) That a feasibility study is carried out in support for the Connected Care roll-out through the transfer of staff and / or resources.
- (c) That following the completion of the work being undertaken by the LSE:-
  - (i) That the findings are shared with the Health Scrutiny Forum; and
  - (ii) That where evidence demonstrates the financial benefits of Connected Care, those organisations benefitting from early intervention by Connected Care, are invited to support or further support the Connected Care programme through resource allocation.

- (d) That in order to ensure the safety of Connected Care Navigators and as part of a multi-disciplinary approach to meeting the needs of individuals, that a feasibility study be undertaken into Navigators accessing Care First, Rio, Employee Protection Register and other related systems.

## **ACKNOWLEDGEMENTS**

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

### Hartlepool Borough Council:

Geraldine Martin – Head of Service, Adult Social Care

Jill Harrison – Assistant Director, Adult Social Care

Councillor Ray Wells

### External Representatives:

Ray Harriman – Connected Care Manager

Angie Wilcox – Manager, Manor Residents Association

Kevin Cranney – OFCA

Marjorie James – OFCA

Christopher Akers-Belcher – LINK Co-ordinator, Hartlepool LINK

Stephen Thomas – LINK Development Officer, Hartlepool LINK

Professor Gerald Wistow – Chair of the Connected Care Steering Group

Helen Ivison – Housing Manager (Neighbourhoods), Housing Hartlepool

Elizabeth Carroll – Patient and Liaison Officer, Intrahealth

Tracy Jefferies – Centre Manager, Hartlepool Carers

Wanda Graham – Area Manager (North East), Accent Foundation

Those individuals involved in the Connected Care Programme who provided evidence at the Forum Meetings and the Focus Group held on 28 February 2011.

**COUNCILLOR STEPHEN AKERS-BELCHER  
CHAIR OF THE HEALTH SCRUTINY FORUM**

**April 2011**

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

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

- (a) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Connected Care – Scoping Report' presented at the meeting of the Health Scrutiny Forum of 23 November 2010
- (b) Turning Point (2009) *Connected Care*, Available from <http://www.turning-point.co.uk/commissionerszone/centreofexcellence/Pages/ConnectedCare.aspx> (Accessed 27 September 2010)
- (c) Final Report of the Health Scrutiny Forum entitled 'Reaching Families in Need' presented at the meeting of Cabinet of 17 August 2009
- (d) Callaghan, G., Quinn, J. (2010) *Evaluation of Connected Care in Hartlepool*, Durham University
- (e) Report by the Director of Child and Adult Services entitled 'Progress Report – Connected Care' presented to Cabinet of 8 February 2010
- (f) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Connected Care – Setting the Scene – Covering Report' presented at the meeting of the Health Scrutiny Forum of 1 February 2011
- (g) Presentation by the Connected Care Manager entitled 'Health Scrutiny – Connected Care: Connected Services – Connecting People' delivered to the Health Scrutiny Forum meeting of 1 February 2011

- (h) Report of the Connected Care Manager entitled 'Supported Accommodation Service for Young People Aged 18-24' presented to the Health Scrutiny Forum meeting of 1 February 2011
- (i) CD / Booklet of the Connected Care service entitled 'Partnership Working in Owton' presented to the Health Scrutiny Forum meeting of 1 February 2011
- (j) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Connected Care – Partner Organisations – Covering Report' presented to the Health Scrutiny Forum meeting of 1 March 2011
- (k) Presented by the Patient and Community Liaison Officer entitled 'IntraHealth and Connected Care' delivered to the Health Scrutiny Forum meeting of 1 March 2011
- (l) Testimonies from Connected Care service users presented to the Health Scrutiny Forum meeting of 1 March 2011
- (m) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation Connected Care – Additional Evidence from Hartlepool Carers' presented to the Health Scrutiny Forum of 29 March 2011
- (n) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Connected Care – Feedback from Focus Group' presented to the Health Scrutiny Forum of 29 March 2011
- (o) Callaghan, G., Quinn, J. (2009) *Hartlepool Key Lessons*, [online], Turning Point, Available from [http://www.turning-point.co.uk/commissionerszone/centreofexcellence/Pages/Hartlepoolkeylessons.aspx?dm\\_t=](http://www.turning-point.co.uk/commissionerszone/centreofexcellence/Pages/Hartlepoolkeylessons.aspx?dm_t=) (Accessed 21 March 2010)
- (p) Minutes of the Health Scrutiny Forum of 22 June 2010, 23 November 2010, 1 February 2011, 1 March 2011 and 29 March 2011.



Hartlepool Mail

## Sails project 'changing lives of isolated people'

# Flagship scheme supporting the lonely

A PIONEERING partnership scheme is changing the lives of older people living in loneliness and isolation.

The flagship Supporting Access to Independent Living Services (Sails) project is aimed at keeping people healthy and happy in their own homes and also enjoying community pastimes.

It is being developed as part of an ongoing partnership to help people over the age of 60 enjoy a balanced lifestyle with advice on all aspects of their health, social and financial needs.

Central to the scheme is the link-up between IntraHealth's Wynyard Road medical practice and Connected Care, a Government pilot scheme to encourage co-operation between health, social care and housing services to offer integrated, personalised care and support.

Award-winning IntraHealth won a contract to provide GP services for NHS Hartlepool and works with a number of partner agencies to provide healthcare to people across the town.

It runs practices in Wynyard Road and at Hartfields.

The beauty of the Sails project is that those patients who are living lonely lives can be identified and contacted.

Elizabeth Carroll, IntraHealth's patient and community liaison officer said the programme, in the Owton Ward area of Hartlepool, is transforming lives.

She said: "The aim of the service is to enable residents to remain living independently in their own homes through a range of integrated support services. It is brilliant to be working with Connected Care to enable our patients to take advantage of this exciting initiative."

Those eligible must live in the south wards of Hartlepool and be either aged 60 or over, a carer, have a chronic or long-term illness, suffered a recent bereavement or feel isolated.

by Paul Watson

ps.watson@harta.co.uk

Everyone signing up to Sails gets an initial benefits assessment to see if they are receiving benefits due to them and their family. Patients do not have to divulge personal information such as savings if they do not want to.

Sails staff will contact each household on a daily or weekly basis, by agreement, either by phone or a home visit.

Dependent upon their needs, patients can access the meals on wheels service, handyman service and also a range of social activities on offer at the Manor Residents Association Resource Centre, in Kilmarnock Road.

Connected Care administrator Sammie Carroll, who runs the Sails project, said: "People should not have to worry about being lonely and isolated."

"The partnership aspect of Sails means that there is always someone we can call upon who will be able to help people who are isolated in the community."

"It helps to integrate people and also ensures their health and everyday needs are looked after. Nobody should have to feel they are alone or live an isolated existence."

"Our message is that we are here – so come and join us."

Patients or their relatives/carers who are interested in taking part in the Sails project should ring Mrs Carroll on (01429) 223195.



DELIGHTED WITH SCHEME: (Left to right) Doris Hargreaves, Elizabeth Carroll and Sammie Carroll. (IRN: 517342)

## Difference made to Doris's life 'amazing'

PENSIONER Doris Hargreaves admits she was a virtual prisoner in her own home before the Sails project 'changed her life'.

The now-sprightly 83-year-old has become a regular visitor to the resource centre and both Elizabeth and Sammie keep in constant touch with her to make sure she is safe and well.

Doris, who moved to the town two years ago from Essex to be nearer family members, told the Mail: "If it was not for Liz and Sammie I don't know where I would be. They are brilliant."

"I can always ring one of them up and get help and advice straight away."

Mrs Hargreaves, who lives half-a-mile away from the Manor Residents Association Resource Centre, is contacted every Monday morning by telephone and collected on days that she wants to visit the

centre for social activities.

She previously suffered a nervous breakdown but is now an active and sprightly member of the community and the Sails programme which helps people from 60 upwards with the oldest member of the programme aged 90.

Doris quipped: "I'm one of the younger ones!"

"This has been life-changing for me and I would urge any other elderly people in the area to get in touch and enjoy the benefits."

"Before this I would be sitting at home watching TV and looking out of the window."

"It means a great deal to me knowing that there is someone out there who I can contact and who have become very close friends for me."

"There was nothing like this in Essex and the difference in my life is amazing."

## Connected Care facts and contacts

CONNECTED CARE was the first national pilot scheme and was launched in the Owton ward of Hartlepool three years ago.

It is a partnership between local residents, ward councillors, community associations and local services including health.

Its main aim is to improve the overall delivery of health and social care services in a targeted area and covers 2,900 households and almost 6,800 people.

It is regularly monitored to provide a model that can be rolled out in other parts of the country.

The Sails initiative is one part of the overall Connected Care programme which also runs schemes to improve community safety and tackle anti-social behaviour.

Connected Care can be contacted on freephone 0800 6340868 or (01429) 297201.

# CABINET REPORT

04 July 2011



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

**Subject:** ACTION PLAN – CONNECTED CARE

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Health Scrutiny Forum's investigation into 'Connected Care'.

### 2. SUMMARY OF CONTENTS

- 2.1 The report provides brief background information into the 'Connected Care' 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 Health 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 Health Scrutiny Forum on 11 August 2011 (subject to availability of the appropriate Portfolio Holder(s)).

**6. DECISION REQUIRED**

- 6.1 That Members of the Cabinet approve the Action Plan (**Appendix A** refers) in response to the recommendations of the Health Scrutiny Forum's investigation into 'Connected Care'.

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

**Subject:** ACTION PLAN – CONNECTED CARE

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**1. PURPOSE OF REPORT**

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Health Scrutiny Forum's investigation into 'Connected Care'.

**2. BACKGROUND INFORMATION**

- 2.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Health Scrutiny Forum's investigation into 'Connected Care', 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 explore and evaluate the impact of Connected Care in Hartlepool.

**3. ACTION PLAN**

- 3.1 As a result of the Health Scrutiny Forum's investigation into 'Connected Care', the following recommendations have been made:-
- (a) That a strategy is devised to identify those communities within Hartlepool who may benefit from the delivery of the Connected Care model;
  - (b) That once recommendation (a) is completed, Connected Care is rolled-out to other communities in Hartlepool:-
    - (i) Ensuring that the necessary governance structure is in place;
    - (ii) Identifying the needs of the individual community from residents and ensuring the delivery of a bespoke service that covers any gaps in existing provision;
    - (iii) Ensuring that partnership arrangements are in place for current service providers and that duplication of work does not occur for those providers already delivering relevant services in that community; and

- (iv) That a feasibility study is carried out into support for the Connected Care roll-out through the transfer of staff and / or resources.
  - (c) That following the completion of the work being undertaken by the LSE:-
    - (i) That the findings are shared with the Health Scrutiny Forum; and
    - (ii) That where evidence demonstrates the financial benefits of Connected Care, those organisations benefitting from early intervention by Connected Care, are invited to support or further support the Connected Care programme through resource allocation.
  - (d) That in order to ensure the safety of Connected Care Navigators and as part of a multi-disciplinary approach to meeting the needs of individuals, that a feasibility study be undertaken into Navigators accessing Care First, Rio, Employee Protection Register and other related systems.
- 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 Health Scrutiny Forum on 11 August 2011 (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 Health Scrutiny Forum's investigation into 'Connected Care'.

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

### 8.4 Appendix A

**NAME OF FORUM:** Health Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Connected Care

**DECISION MAKING DATE OF FINAL REPORT:** July 2011

| RECOMMENDATION | EXECUTIVE RESPONSE / PROPOSED ACTION  | FINANCIAL IMPLICATIONS  | LEAD OFFICER   | DELIVERY TIMESCALE   |
|----------------|---|---|--|--|
| (a)            | That a strategy is devised to identify those communities within Hartlepool who may benefit from the delivery of the Connected Care model  | Implement agreed 2 year pilot programme to evaluate the development of the Connected Care model across the borough  | £200K existing recurrent HBC and PCT funding + £480K re-ablement funding from NHS over 2 years | J Harrison<br>G Martin<br>July 2011 – May 2013   |
| (b)            | That once recommendation (a) is completed, Connected Care is rolled-out to other communities in Hartlepool:-<br><br>(i) Ensuring that the necessary governance structure is in place;<br><br>(ii) Identifying the needs of the individual community from residents and ensuring the delivery of a bespoke service that covers any gaps in existing provision; | Development of the CC model into other areas of the borough has been agreed by portfolio holder and implementation will begin summer 2011.<br><br>Work with CC Board to develop robust governance and ensure representation from central and north areas of the town on the board<br><br>Burbank audit completed. CC will continue to work with residents from central and north areas to identify services required in each area | As above<br><br>Cost neutral<br><br>Cost neutral   | G Martin<br><br>G Wistow<br>R Harriman<br>G Martin<br><br>R Harriman<br>G Martin<br>Over 2 years to May 2013<br><br>September 2011<br><br>Over 15 months to September 2012 |

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

### 8.4 Appendix A

**NAME OF FORUM:** Health Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Connected Care

**DECISION MAKING DATE OF FINAL REPORT:** July 2011

| RECOMMENDATION  | EXECUTIVE RESPONSE / PROPOSED ACTION   | FINANCIAL IMPLICATIONS   | LEAD OFFICER           | DELIVERY TIMESCALE                |
|---|--|--|------------------------|-----------------------------------|
| (iii) Ensuring that partnership arrangements are in place for current service providers and that duplication of work does not occur for those providers already delivering relevant services in that community; and | CC will remain committed to working with 3 <sup>rd</sup> sector services within local communities and has already commenced talks with other providers in the town.                | Emphasis on rationalising resources to avoid duplication and maximise financial efficiencies | R Harriman<br>G Martin | Commenced and ongoing to May 2013 |
| (iv) That a feasibility study is carried out into support for the Connected Care roll-out through the transfer of staff and / or resources.   | Monitor development of the Connected Care model across the borough to determine whether positive re-ablement/preventative outcomes justify the transfer of resources in the future | Cost neutral   | J Harrison<br>G Martin | March 2013                        |
| (c) That following the completion of the work being undertaken by the LSE:-   |  |  |                        |                                   |
| (i) That the findings are shared with the Health Scrutiny Forum; and  | Disseminate research findings from LSE to Health Scrutiny Forum  | Cost neutral   | G Martin               | July 2012                         |

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

### 8.4 Appendix A

**NAME OF FORUM:** Health Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Connected Care

**DECISION MAKING DATE OF FINAL REPORT:** July 2011

| RECOMMENDATION  | EXECUTIVE RESPONSE / PROPOSED ACTION   | FINANCIAL IMPLICATIONS   | LEAD OFFICER | DELIVERY TIMESCALE |
|---|--|--|--------------|--------------------|
| (ii) That where evidence demonstrates the financial benefits of Connected Care, those organizations benefitting from early intervention by Connected Care, are invited to support or further support the Connected Care programme through resource allocation.                                  | Drive partnership working across the health and social care economy and use positive outcomes from the LSE research to encourage pooling resources to maximise outcomes for all agencies benefitting from the preventative/early intervention approach | Potential for cost savings by increasing the number of agencies contributing funding to the Connected Care model of services | G Martin     | September 2012     |
| (d) That in order to ensure the safety of Connected Care Navigators and as part of a multi-disciplinary approach to meeting the needs of individuals, that a feasibility study be undertaken into Navigators accessing Care First, Rio, Employee Protection Register and other related systems. | Work has already commenced to look at accessing Navigators to the Care First data system and the Employee Protection Register (EPR)  | Unclear at this time but some cost may be necessary for any additional lines / equipment                                     | T Smith      | December 2012      |