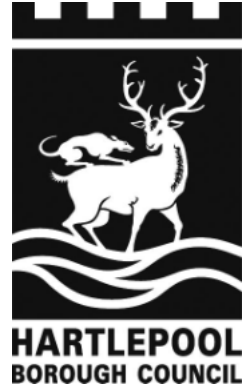


# CABINET AGENDA



**Monday 30 April 2012**

**at 9.15 am**

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

MEMBERS: CABINET:

The Mayor, Stuart Drummond

Councillors Hill 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 2 April 2012 (previously circulated)

**4. BUDGET AND POLICY FRAMEWORK**

No Items

**5. KEY DECISIONS**

No Items

**6. OTHER ITEMS REQUIRING DECISION**

- 6.1 Ward Members Budgets – *Director of Regeneration and Neighbourhoods*

**7. ITEMS FOR DISCUSSION/INFORMATION**

- 7.1 Young People's Learning Agency – Youth Contact – *Director of Child and Adult Services and Director of Regeneration and Neighbourhoods*

## 8. REPORTS FROM OVERVIEW OF SCRUTINY FORUMS

- 8.1 Final Report - 'Employment and Training Opportunities for 19-25 Year Olds' – *Regeneration and Planning Services Scrutiny Forum*
- 8.2 Scrutiny Investigation into Employment and Training Opportunities for 19-25 Year olds – Action Plan – *Director of Regeneration and Neighbourhoods*
- 8.3 Final Report – 'Private Sector Housing Schemes' – *Neighbourhood Services Scrutiny Forum*
- 8.4 Scrutiny Investigation into Private Sector Housing Schemes – Action Plan – *Director of Regeneration and Neighbourhoods*
- 8.5 Final Report – 'Early Intervention and Re-ablement Services' – *Adult and Community Services Scrutiny Forum*
- 8.6 Scrutiny Investigation into 'Early Intervention and Re-ablement Services' – Action Plan – *Director of Child and Adult Services*
- 8.7 Final Report – 'Young People's Access to Transport' – *Young People's Representatives, Children's Services Scrutiny Forum*
- 8.8 Scrutiny Investigation into 'Young People's Access to Transport' – Action Plan – *Director of Regeneration and Neighbourhoods*

# CABINET

30<sup>th</sup> April 2012



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

**Subject:** WARD MEMBER BUDGETS

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## SUMMARY

### 1. PURPOSE OF REPORT

To present to Cabinet considerations regarding the implementation of Ward Member budgets for 2012/ 13.

### 2. SUMMARY OF CONTENTS

At the Council meetings of 9<sup>th</sup> and 23<sup>rd</sup> February it was proposed and agreed that a ward fund of £181,500 be allocated equally to all Elected Members to directly address specific resident and ward issues. This fund will be created by allocating the under spends from both the Acting Chief Executive arrangements (£76,848) and the Joint Head of HR role (21,402) plus £83,250 from the 2011/12 favourable General Fund outturn for this municipal year.

It is assumed that ward member budgets will not be available to be expended on individuals, but are meant to be used for the wider and discernable community benefits for the Ward. Members will be expected to consult with each other to ensure that there is no duplication of expenditure.

It is assumed that the intention is not for Ward Member budgets to be expended on services which are already provided by the Council, unless it is for the purpose of enhancing upon the level of service currently provided. Similarly the funds are not intended to be used to provide services which are provided by other public agencies unless the purpose is to supplement to what is already being provided.

It is recognised that Ward Member budgets would need to be subject to various procedural arrangements to ensure accountability and transparency of decision-making. There would need to be a system

of reporting back on the use of Ward Member budgets for audit purposes and the scheme would need to be accompanied by guidance to Members on the exercise of these devolved powers (**Appendix 1**).

Decisions taken by Ward Members in relation to the expenditure of their local budget will fall outside the stringent rules concerning recording and publication which apply to decisions taken by the Cabinet and Portfolio Holders. This is because the decisions taken by the Ward Members will not constitute 'executive decisions' as they will not involve significant expenditure. Moreover, such decisions will not be subject to call-in. This means that although the recording of the exercise of the devolved powers will be necessary for audit and good governance purposes, it can be less prescriptive than those for 'executive decisions', (**Appendix 2**).

**3. RELEVANCE TO CABINET**

Ward Member Budgets will affect all Wards within the Borough.

**4. TYPE OF DECISION**

Non- Key

**5. DECISION MAKING ROUTE**

Cabinet 30th April 2012

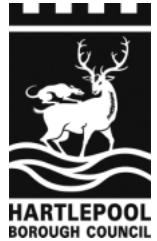
**6. DECISION(S) REQUIRED**

Cabinet are asked to;

- (i) Comment on the content of the report and approve the guidance as attached in **Appendix 1**.
- (ii) To agree to the delegation of powers as set out in the report to the Assistant Director (Neighbourhood Services) and approve the recording framework as set out in **Appendix 2**
- (iii) Approve the application framework.

# CABINET

30<sup>th</sup> April 2012



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

**Subject:** WARD MEMBER BUDGETS

---

## 1. PURPOSE OF REPORT

- 1.1 To present to Cabinet considerations regarding the implementation of Ward Member budgets for 2012/ 13.

## 2. BACKGROUND

- 2.1 Previously the Council allocated a minor works budget to the Neighbourhood Consultative Forums (NCSFs). In 2011/12 this was made up from £25,000 capital, with an additional allocation of £18,000 from the Highways Budget (£8,000 from the Local Transport Plan (LTP), and £10,000 from the Highways Maintenance budget).
- 2.2 Further to this an additional £15,000 was allocated to the Forums to address the common issue of the conversion of grass verges to hard standing, again funded by the LTP.
- 2.3 The framework when considering proposed schemes was as follows:
- a) Outline schemes were proposed by Member, Resident Representatives, Residents and Officers;
  - b) The Chair and Vice Chair of the NCFs assessed the proposal, and where appropriate instructed Officer to cost the works and report to the Forum;
  - c) Reports to the Forum included estimated costs, alternative options where appropriate, residents views' and other related information;
  - d) Minor works schemes were likely to include any works of improvement to an area which would benefit the community or a number of individual residents and enhance the quality of life in the neighbourhood. Individual repairs and improvements would not normally be funded from this budget but would be referred to a department to consider.

- 2.4 As part of the Council's efficiency programme it has been agreed that the minor works budget in its current format will not continue.

### 3. WARD MEMBER BUDGETS

- 3.1 At the Council meetings of 9<sup>th</sup> and 23<sup>rd</sup> February it was proposed and agreed that a ward fund of £181,500 be allocated equally to all Elected Members to directly address specific resident and ward issues. This fund will be created by allocating the under spends from both the Acting Chief Executive arrangements (£76,848) and the Joint Head of HR role (21,402) plus £83,250 from the 2011/12 favourable General Fund outturn for this municipal year.
- 3.2 At the Council working Group, 20<sup>th</sup> February 2012, Members suggested that the operation and governance of individual Ward Member budgets should mirror the principle used for the current minor works budgets as this had proved very successful in the past.
- 3.3 It is assumed that ward member budgets will not be available to be expended on individuals, but are meant to be used for the wider and discernable community benefits for the Ward. Members will be expected to consult with each other to ensure that there is no duplication of expenditure.
- 3.4 It is assumed that the intention is not for Ward Member budgets to be expended on services which are already provided by the Council, unless it is for the purpose of enhancing upon the level of service currently provided. Similarly the funds are not intended to be used to provide services which are provided by other public agencies unless the purpose is to supplement to what is already being provided.
- 3.5 Members should also have regard to the new Ward Profiles priorities which will be introduced from May 2012.
- 3.6 It is recognised that Ward Member budgets would need to be subject to various procedural arrangements to ensure accountability and transparency of decision-making. There would need to be a system of reporting back on the use of Ward Member budgets for audit purposes and the scheme would need to be accompanied by guidance to Members on the exercise of these devolved powers (**Appendix 1**).
- 3.7 It is assumed that the intention is any procedural and reporting arrangements would adopt a light touch and the parameters for the exercise of these spending powers should be as wide as possible. The administration of the scheme should aim to strike an appropriate balance between ensuring good governance on the one hand, and being easy and flexible for Ward Members to operate on the other.

#### 4. LEGAL IMPLICATIONS - VIRES (POWERS) ISSUES

- 4.1 Prior to the Local Government Act 2000, it was a fundamental principle that Local Authorities could only act collectively, so an individual Councillor could not take a decision on his/her own. Thus under the Local Government Act 1972, the Council's functions could only be exercised by full Council, a committee or a sub-committee, or by an officer, but not by an individual member. The introduction of 'executive arrangements' in the Local Government Act 2000 enabled decision-making powers to be delegated by the Executive to a committee of the executive, individual Portfolio Holders, or through an officer. Neither full Council nor the Council's Cabinet can delegate decision-making powers to Ward Members.
- 4.2 Therefore, any scheme of devolved budgets to Ward Members should be compliant with the law and not be exercised in conflict with the Council's proper and effective governance. This means that, in practice, Ward Member budgets would need to be delegated to an officer who would be required to consult with the Ward Member in order to determine the local priorities for that Ward.
- 4.3 Ward Member budgets must be used for purposes which fall within the existing 'well-being powers' contained in the Local Government Act 2000 and cognisance to the 'general power of competence' under the Localism Act, 2011, which will eventually replace the 'well being' provisions. This means that they must be applied for purposes which are for the promotion or improvement of the economic, social and environmental well-being of the Ward, or any part of it, or all or some of its residents, or persons who visit or work in the Ward. These powers must also be exercised by having regard to the Council's new Ward profiles which are to be introduced from May 2012.
- 4.4 Decisions taken by Ward Members in relation to the expenditure of their local budget will fall outside the stringent rules concerning recording and publication which apply to decisions taken by the Cabinet and Portfolio Holders. This is because the decisions taken by the Ward Members will not constitute 'executive decisions' as they will not involve significant expenditure. Moreover, such decisions will not be subject to call-in. This means that although the recording of the exercise of the devolved powers will be necessary for audit and good governance purposes, it can be less prescriptive than those for 'executive decisions', **(Appendix 2)**.

#### 5. FINANCIAL IMPLICATIONS

- 5.1 Consideration regarding continued funding in future years will have to be included as part of the Council's Medium Term Financial Strategy as a budget pressure from 2013/14 onward.

**6. RISK IMPLICATIONS**

- 6.1 Openness and Transparency: There needs to be an audit process and justification for expenditure, and an element of consultation and engagement would be beneficial to ensure monies are properly spent and not used adversely i.e. through party political themes/ ventures.
- 6.2 A year end report to the Neighbourhood Forums and relevant Portfolio Holder is proposed to consider what funds have been utilised and for what purpose.

**7. SCRUTINY FEEDBACK**

- 7.1 A report was presented to the Scrutiny Co-ordinating Group on the 13<sup>th</sup> April 2012 where Members supported all proposals including the delegation of powers to the Assistant Director (Neighbourhood Services)

**8. BACKGROUND PAPERS**

- 8.1 There are no background papers.

**9. RECOMMENDATIONS**

- 9.1 Cabinet are asked to;
- (i) Comment on the content of the report and approve the guidance as attached in **Appendix 1**.
  - (ii) To agree to the delegation of powers as set out in the report to the Assistant Director (Neighbourhood Services) and approve the recording framework as set out in **Appendix 2**
  - (iii) Approve the application framework.

**10. CONTACT OFFICER**

Dave Stubbs  
Director of Regeneration and Neighbourhoods  
Regeneration and Neighbourhoods  
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Email: dave.stubbs@hartlepool.gov.uk



**WARD MEMBER BUDGET GUIDANCE (MARCH 2012)**

Support and advice with identifying, developing and implementing options is available from the Neighbourhood Managers.

**What can Members fund through the scheme?**

Ward budgets provide Ward Members with a dedicated and flexible resource to address local issues and priorities. Members have full discretion in deciding their own local priorities, however the Ward profiles should be considered to ensure there is no duplication of expenditure or conflicting priorities. The projects, services or facilities, however need to benefit the Ward, be locally derived, meet an identified need and improve social economic or environmental well-being of residents. Projects cannot undermine Council or partners' priorities or service delivery and must be lawful.

**What is the budget for 2012/13?**

Each Elected Member will receive an allocation of £5,500 for 2012/13; all must be allocated by 14 December 2012 to enable services to be produced with the constraints. At present there is no indication that the programme will continue beyond 31 March 2013 and therefore Members should note that there is no guarantee that there will be administrative support to allocate and manage any unspent funds which might be 'rolled-over' into the next financial year.

**What consultation methods are available?**

The Neighbourhood Issues Forums will have dedicated sessions for Members to discuss priorities with local residents. If Members wish to conduct any additional consultation it is advised that this should be started as soon as possible, noting the December deadline for in-year spending. Any additional consultation will have to be funded from the individual Member Ward budgets.

**What is the process for getting approval for a proposal?**

Neighbourhood Managers support the work of Members in developing proposals. They will work with departments and external providers to work up deliverable proposals. The size, complexity and mode of delivery affects how long this will take. The proposal needs to be developed in sufficient detail to allow proper procurement to take place. Details of the proposal will need to be formally agreed by Ward Members for sign-off. Proposals should be ideally agreed by all three ward members, although the agreement of two ward members is sufficient.

Projects will be signed off under delegated authority by the Assistant Director (Neighbourhood Services) after approval from the legal and finance departments. The reports will then be published at the following Neighbourhood Forum and on the Council website on a quarterly basis to ensure transparency and reported annually to the relevant Portfolio Holder.

**RECORD OF USE OF DELEGATED AUTHORITY**  
**BY THE ASSISTANT DIRECTOR (NEIGHBOURHOOD SERVICES)**

**WARD MEMBER BUDGETS – INDIVIDUAL WARD MEMBER BUDGETS**

<b>RELEVANT WARD MEMBER/S:</b>	
<b>RELEVANT AREA COMMITTEE</b>	
<b>RECOMENDATION/S OF WARD MEMBER/S: (example)</b>	Approve £2400.00 funding for Highways Design Team £800 from Cllr X Ward Member Budget £800 from Cllr Y Ward Member Budget £800 from Cllr Z Ward Member Budget
<b>REASONS FOR RECOMMENDATIONS:</b>	To enable the design team to draw up options for a possible change in road layout at the junction of any other Drive and Nowhere Lane that improves visibility and reduces the risk of accident by moving the car parking spaces adjacent to the junction
<b>OTHER OPTIONS CONSIDERED:</b>	Highways area Capital Funds
<b>RELEVANT WARD SUPPORT BUDGET/S:</b>	The £2400.00 for the work will come from the budgets from Cllrs X, Y & Z.
<b>CONSULTATIONS</b>	The local (names) resident association who raised the issue have undertaken an estate wide door to door consultation.
<b>OUTCOME OF CONSULTATIONS</b>	The consultation outcome support a change in road layout and residents whose cars are parked on the roadside would welcome being able to park closer to their properties.
<b>INFORMATION/ ADVICE TAKEN INTO ACCOINT:</b>	Local (named) Road have been raising for some time local concern regarding the poor visibility for drivers turning right out of Anyother Drive onto Nowhere Lane due to a row of parking spaces that when in use block drivers vision. Car Parking spaces were installed on the roadside when the Tram car park was built opposite. Prior to the car park being built this space has previously been used by residents to park their cars so the road side spaces were installed during this process as a replacement.
<b>LEGAL AND RESOURCE IMPLICATIONS:</b>	The requested £800 can be met by Cllr X from their £5,500 Ward Member Budget. The requested £800 can be met by Cllr Y from their £5,500 Ward Member Budget. The requested £800 can be met by Cllr Z from their £5,500 Ward Member Budget.
<b>APPROVED:</b>	<b>NOT APPROVED</b>
<b>SIGNED</b>	<b>IF NOT APPROVED, STATE REASONS</b>
<b>CONTACT OFFICER</b>	<b>DATE</b>
	<b>Contact No</b>

*Approved forms should be sent to the Assistant Director (Neighbourhood Services) for publication on the Council's website and distributed by the Neighbourhood Manager in an update report to the following meeting of the Neighbourhood Forums and published on the Council's website. Projects not approved will be collated by the Assistant Director (Neighbourhood Services) for publication and a report on any such issue should be submitted by the Neighbourhood Manager to the following meeting of the NFs for information.*

*The AD (NS) will submit an annual report to the relevant Portfolio Holder recording all Ward Member budget spend.*

# CABINET REPORT

30<sup>th</sup> April 2012



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

**Subject:** YOUNG PEOPLE'S LEARNING AGENCY – YOUTH CONTRACT

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## SUMMARY

### 1. PURPOSE OF REPORT

To update Cabinet on the current position of the North East local authorities regional submission for the Young People's Learning Agency (YPLA) Youth Contract.

### 2. SUMMARY OF CONTENTS

The report provides background information on the YPLA Youth Contract tender specification which is targeted at addressing youth unemployment and includes the expected service requirements and financial payment model.

### 3. RELEVANCE TO CABINET

The number of young people not in education, employment or training (NEET) agenda falls within the Regeneration and Economic Development and Skills and Child and Adult Services Portfolios respectively. However, due to the potential contract value and the need for close cross regional work with the North East Local Authorities, the report has been submitted to Cabinet.

### 4. TYPE OF DECISION

Non-Key Decision.

### 5. DECISION MAKING ROUTE

To be considered by Cabinet on 30th April 2012.

**6. DECISION(S) REQUIRED**

This report is for information, once the YPLA has confirmed who the preferred provider is, a further report will be submitted to Cabinet.

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

**Subject:** YOUNG PEOPLE'S LEARNING AGENCY – YOUTH CONTRACT

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## **1. PURPOSE OF REPORT**

- 1.1 To update Cabinet on the current position of the North East local authorities regional submission for the Young People's Learning Agency (YPLA) Youth Contract.

## **2. BACKGROUND**

- 2.1 On 25 November, 2011, the Government announced almost £1 billion of funding to deliver a new Youth Contract over the next three years from 2012-13 to support the participation of 16-24 year olds in education, training and work.

- 2.2 The Youth Contract contains three main elements:

1. The first is additional support for unemployed 18-24 year olds, including work experience places, wage incentives and additional support from Jobcentre Plus Advisers. The delivery of this element is being led by the Department for Work and Pensions (DWP).
2. The second is subsidies for small businesses taking on an Apprentice aged 16-24. This element is being led by the Department for Business, Innovation and Skills and the National Apprenticeship Service.
3. The third is a new programme of additional support aimed at 16-17 year olds who are not in education, employment or training (NEET). The programme will give providers freedom to address young people's individual needs. It will be strongly based on payment by results, incentivising organisations to help young people to re-engage sustainably in education, training or employment with training.

## **3. POLICY CONTEXT**

- 3.1 The third element to the Youth Contract programme will make a key contribution to achieving the Government's commitment to reach full participation of 16-17 year olds in education or training by 2015, as well as helping to reduce the risks of long-term unemployment.

3.2 In December 2011, the Departments for Education, Business, Innovation and Skills and Work and Pensions published *Building Engagement, Building Futures*, a joint strategy to maximise the participation of 16-24 year olds in education, training and work. This programme will fit within the overall context set out in that strategy, helping to achieve the Government's commitment to achieving full participation of 16-17 year olds in education or training.

#### 4. YPLA – TENDER SPECIFICATION – YOUTH CONTRACT ELEMENT 3

4.1 On the 21<sup>st</sup> February 2012, the YPLA advertised the tender specification for the third element of the Youth Contract, with the YPLA (which will become the Education Funding Agency from April 2012) responsible for contracting this programme in England, in partnership with the Department for Education and DWP.

4.2 In total, £150 million of funding was announced to support the Youth Contract in 2012-15. £24m of this funding will be provided to Devolved Administrations in Scotland, Wales and Northern Ireland to put in place support for young people in their areas. This specification relates to delivery in England, with overall funding of £126m.

4.3 The tender noted that the third element of the Youth Contract has three key objectives:

- **Objective 1** – This is the main objective of the programme – to support 16-17 year olds who are not in education, employment or training and at risk of long-term disengagement to move into education, training or employment with training and to sustain this outcome.
- **Objective 2** – To increase these young people's experience and qualifications so that they have the opportunity to continue in education and successfully find work, reducing the proportion who become unemployed in adult life.
- **Objective 3** – To test methods of local delivery and payment by results, increasing the effectiveness of these models and developing best practice.

4.4 From this tender specification, the YPLA sought proposals from organisations in the public, private, voluntary and community and social enterprise sectors to deliver the Youth Contract from July 2012 until 31<sup>st</sup> March 2015.

4.5 Under this tender specification, the YPLA has allocated £6,494,447 for the North East region (excepting Newcastle and Gateshead who will receive separate funding through the 'City Deals' programme) to support 2,546

NEET young people by March 2015. The tender stated that only one contract would be awarded for each regional area.

## **5. PRE-QUALIFICATION QUESTIONNAIRE (PQQ) SUBMISSION FOR THE NORTH EAST**

- 5.1 Following confirmation of the tender opportunity, the remaining ten Local Authorities within the North East agreed to submit a PQQ with Sunderland City Council leading on writing the application and identified within the bid as the lead accountable body.
- 5.2 The PQQ was submitted before the deadline on 5<sup>th</sup> March 2012 and proposed that this project will be delivered as a consortium covering the following areas: County Durham, Darlington; Hartlepool, Middlesbrough, North Tyneside, Northumberland, Redcar & Cleveland, South Tyneside, Stockton on Tees, and Sunderland. All ten local authority partners have endorsed the consortium approach. Each will be responsible for co-ordinating delivery within their area.
- 5.3 Within the PQQ, it stated that to ensure full geographical coverage local authorities are planning to commence delivery using existing partnership arrangements established for NEET delivery programmes. This will enable the project to utilise the expertise of partners such as local Colleges, Foundation Learning providers, third sector organisations, as well as delivery teams within the local authority themselves in each of the areas.

## **6. FINAL INVITATION TO TENDER (ITT) DOCUMENTATION**

- 6.1 On 22<sup>nd</sup> March 2012, the YPLA informed Sunderland City Council that their PQQ had been successful and that they had been invited to tender and submit a final application before the deadline of 4<sup>th</sup> May 2012 at 12:00 noon. Within this document final key details have been confirmed as shown in paragraph 7 to 11.

## **7. CONTRACT DESCRIPTION**

- 7.1 This contract is for support to 16-17 year olds who are NEET and at risk of long-term disengagement to move into education, training or employment with training and to sustain this outcome. This is the main objective of this programme. YPLA also want to increase these young people's experience and qualifications so that they have the opportunity to continue in education and successfully find work, reducing the proportion who become unemployed in adult life.

## 8. THE SERVICE REQUIREMENT

- 8.1 The Government believes that delivery organisations are best placed to understand what works to support young people to move towards sustainable education, training and employment outcomes. To achieve this, the Government wants to give delivery organisations as much freedom as possible to deliver in the most innovative and effective way possible to achieve the desired outcomes. YPLA are inviting bidders to demonstrate how they will successfully help some of the most disengaged 16-17 year olds into education, training and work with training. Over the period of the contract, the programme will focus increasingly on 17 year olds.
- 8.2 In order to allow this flexibility, the Government has defined the key target group for the programme, the structure of payments and the outcomes that they wish to incentivise, leaving the content of the programme to delivery organisations to design and implement.
- 8.3 The Government do not intend that this programme will replace or substitute for education or training provision or other support that is already available within the system. The intention is to supplement that through additional help from experienced organisations who can help young people to navigate what is on offer and make a sustainable transition into education, training or employment. For example, a young person might join this programme and receive support that enables them to move into Foundation Learning provision at 4 months, then on into an Apprenticeship at 7 months. The young person would continue to be supported through this programme over a period of up to 12 months as they make this transition into sustainable education, training or employment with training.

## 9. TARGET GROUP

- 9.1 The core target group for this programme is:
- 16 and 17 year olds who are:
    - Currently NEET and
    - With low levels of attainment (no GCSEs at A\*-C)
- 9.2 The programme is to engage with the most disengaged 16-17 year olds in local authority areas. Over the period of the contract it is anticipated that focus will increasing shift to 17 year olds.

## 10. CONTRACT DURATION

- 10.1 The contract period will be June 2012 to 31<sup>st</sup> March 2016. No more young people can begin to be supported within this contract after 31<sup>st</sup> March 2015, but the YPLA will continue the contract until March 2016 to allow for payments to be made for those young people as they progress through to sustainable outcomes.



## 11. DELIVERY AND PAYMENT MODEL

- 11.1 The programme is to be complimentary to existing methods of delivery. The focus of this element of delivery is on offering support to young people to help them to make the transition back into education or training.
- 11.2 As this programme is intended to supplement existing local delivery (such as Foundation Learning, Apprenticeships or Further Education) the maximum payment for an individual is to be capped at £2,200. Payment is to be made in 3 stages which are:
- An initial payment when a young person joins the programme and an action plan is drawn up and agreed with them.
  - A re-engagement payment when a young person successfully moves on to a publically funded full or part time learning programme (funded by the YPLA) or an Apprenticeship.
  - A sustainability payment when the young person has remained engaged for 5 months on an eligible re-engagement activity.
- 11.3 Although the individual payment is capped at £2,200, the YPLA has encouraged providers to submit proposals at a discounted price.

## 12. SCALE OF THE CONTRACT

- 12.1 The YPLA wishes to procure services at a regional level and expect to issue one contract per regional lot.

Name of regional lots	Number of NEETS in 2010	Indicative contract amounts per area
<b>SOUTH EAST (A)</b> (includes the following 6 local authority areas: Brighton & Hove, East Sussex, West Sussex, Kent, Medway, Surrey)	3,672	£9,367,843
<b>SOUTH EAST (B)</b> (includes the following 13 local authority areas: Bracknell Forest, Buckinghamshire, Hampshire, Isle of Wight, Milton Keynes, Oxfordshire, Portsmouth, Reading, Slough, Southampton, West Berkshire, Windsor & Maidenhead, Wokingham)	3,470	£8,854,098
<b>LONDON NORTH</b> (includes the following 21 local authority areas: Barking & Dagenham, Enfield, Haringey, Hackney, Havering, Newham, Redbridge, Tower Hamlets, Waltham Forest, Barnet, Brent, City of London, Ealing, Harrow, Hillingdon, Hounslow, Camden, Islington, Hammersmith & Fulham, Kensington & Chelsea, Westminster)	3,317	£8,463,731
<b>LONDON SOUTH</b> (includes the following 12 local authority areas: Bexley, Bromley, Croyden, Greenwich, Kingston, Lambeth, Lewisham, Merton, Richmond, Southwark, Sutton, Wandsworth)	1,921	£4,900,791

<b>EAST OF ENGLAND</b> (includes the following 11 local authority areas: Bedford Borough, Cambridgeshire, Central Bedfordshire, Essex, Hertfordshire, Luton, Norfolk, Peterborough, Southend, Suffolk, Thurrock)	5,368	£13,695,096
<b>SOUTH WEST</b> (includes the following 16 local authority areas: Bath & NE Somerset, Bournemouth, Bristol, Cornwall, Devon, Dorset, Gloucestershire, Isles of Scilly, North Somerset, Plymouth, Poole, Somerset, South Gloucestershire, Swindon, Torbay, Wiltshire)	4,359	£11,120,602
<b>WEST MIDLANDS</b> (includes the following 14 local authorities areas: Birmingham, Coventry, Dudley, Herefordshire, Sandwell, Shropshire, Solihull, Staffordshire, Stoke on Trent, Telford & Wrekin, Walsall, Warwickshire, Wolverhampton, Worcestershire)	5,679	£14,488,508
<b>EAST MIDLANDS</b> (includes the following 9 local authorities areas: Derby City, Derbyshire, Leicester City, Leicestershire County, Lincolnshire, Northamptonshire, Nottingham, Nottinghamshire, Rutland*)	3,881	£9,901,180
<b>YORKSHIRE &amp; HUMBER - excludes Leeds, Bradford and Wakefield</b> (includes the following 12 local authority areas: Barnsley, Calderdale, Doncaster, East Riding, Kingston upon Hull, Kirklees, North East Lincolnshire, North Lincolnshire, North Yorkshire, Rotherham, Sheffield, York)	4,217	£10,758,640
<b>MANCHESTER &amp; CHESHIRE</b> (includes the following 12 local authority areas: Bolton, Bury, Cheshire East, Cheshire West & Chester, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford, Warrington, Wigan)	3,967	£10,120,851
<b>MERSEYSIDE, LANCASHIRE &amp; CUMBRIA (excludes Liverpool)</b> (includes the following 10 local authority areas: Blackburn-Darwen, Blackpool, Cumbria, Halton, Knowsley, Lancashire County, Sefton, St. Helens, Wirral)	3,482	£8,884,299
<b>NORTH EAST (excludes New castle and Gateshead)</b> (includes the following 10 local authority areas: County Durham, Darlington, Hartlepool, Middlesbrough, North Tyneside, Northumberland, Redcar & Cleveland, South Tyneside, Stockton on Tees, Sunderland)	2,546	£6,494,447

\* 2009 figures as 2010 not available Source: CCIS, 2010

- 12.2 The YPLA has not currently issued a formula on how the number of learners accessing this provision will be allocated across each local authority area. However, there are a number of options available such as an even split of the 2,546 against each local authority area.

### 13. THE COMMERCIAL TIMELINE

- 13.1 The high-level timetable for the Youth Contract bidding round is as follows:

Activity	DATE
Invitation To Tender (ITT) document dispatched to shortlisted organisation	22 <sup>nd</sup> March 2012
ITT Workshop with PQQ shortlisted organisations	26 <sup>th</sup> March 2012

<b>Activity</b>	<b>DATE</b>
Deadline for ITT Q & A	<b>25<sup>th</sup> April 2012 12 noon</b>
Final version of Q & A published	<b>27<sup>th</sup> April 2012</b>
Full tender submissions to Education Funding Agency (EFA)	<b>4<sup>th</sup> May 2012 12:00 noon</b>
ITT evaluation and moderation	<b>8<sup>th</sup> May – 29<sup>th</sup> May 2012</b>
Notification letters to preferred bidders and unsuccessful applicants	<b>6<sup>th</sup> June 2012</b>
Standstill Period	<b>6<sup>th</sup> June to 19<sup>th</sup> June 2012</b>
Contract Award	<b>20<sup>th</sup> June 2012</b>
Mobilisation meetings between preferred bidders and EFA.	<b>20<sup>th</sup> June to 30<sup>th</sup> June 2012</b>
Anticipated start date for delivery (start engagement of young people within the whole regional lot)	<b>July - September 2012</b>

#### **14. NEXT STEPS - PREPARATION OF THE SUNDERLAND CITY COUNCIL TENDER APPLICATION**

14.1 Following confirmation that the Sunderland City Council PQQ had been successful, a meeting was held on 22<sup>nd</sup> March 2012 with representatives from the ten local authority areas to shape the delivery plan. Two follow-on meetings have been arranged on 11<sup>th</sup> and 16<sup>th</sup> April 2012 to further agree arrangements and where officers will work together to complete the application against the following sections:

- Management Arrangements
- Delivery Proposal
- Partnership Arrangements
- Provider Capacity
- Risk Assessment
- Data Share (Supplier Security Plan).

14.2 Although the above meetings will clarify the proposed delivery model, any activity under this programme will need to complement and add value to existing local NEET reduction structures and existing provision. Each local authority will have responsibility for identifying how best this programme can incorporate into their own local strategic plans and how it will contribute to achieving the Government's commitment to reach full participation of 16, 17 and 18 year olds in education or training by 2015.

14.3 In relation to the delivery structure, there are currently two options being considered:

Sunderland City Council as the accountable body who would:

- (1) Subcontract to the nine local authorities to deliver the programme.

(2) Subcontract to public, private and third sector groups with a track record of delivering NEET programmes.

14.4 At the meetings on 11<sup>th</sup> and 16<sup>th</sup> April, this will be discussed in more detail and an update will be provided on this matter at the Cabinet meeting on 30<sup>th</sup> April 2012.

## **15. RISK IMPLICATIONS OF SUCCESSFUL DELIVERY OF THE PROGRAMME**

15.1 There are a number of risk implications of delivering this programme that will need to be considered in more detail. This includes that even with a waged subsidy or incentive payment for an employer, this does not guarantee that they will employ a young person. Risk implications will be considered by the Working Group and a risk assessment developed as part of the implementation process.

## **16. FINANCIAL AND CONTRACTUAL IMPLICATIONS**

16.1 Until the contract is awarded, there is limited information known on the contractual implications. However, it is anticipated that the successful provider will only be paid on outcomes and this key factor will need to be considered by any partner wishing to deliver. Also, Sunderland City Council will be the accountable body for this contract and will therefore be wholly responsible for total contract compliance.

16.2 Where subcontracting opportunities arise for the Council, Cabinet will be kept informed and further reports submitted to seek approval to enter into such agreements.

## **17. CONCLUSION**

17.1 This funding is a further opportunity to provide additional provision across the stated ten local authority areas to support young people who are NEET or at risk of becoming NEET to successfully progress individuals into sustained education, employment or training.

17.2 It will also complement local key strategic actions, such as the implementation of the Early Intervention Strategy, Raising Participation Age (RPA) Strategy and the Troubled Families initiative.

17.3 Whilst the delivery model is still being developed, there is also a potential opportunity for the Council to deliver elements of this programme which will be further investigated within the working groups on 11<sup>th</sup> and 16<sup>th</sup> April 2012.

**18. RECOMMENDATIONS**

- 18.1 This report is for information, once the YPLA has confirmed who the preferred provider is, a further report will be submitted to Cabinet.

**19. BACKGROUND PAPERS**

- 19.1 Young Persons Learning Agency (YPLA) -  
<http://www.ypla.gov.uk/aboutus/news/youthcontract.htm>

**20. CONTACT OFFICER**

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# CABINET REPORT

30 April 2012



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

**Subject:** FINAL REPORT – ‘EMPLOYMENT AND TRAINING OPPORTUNITIES FOR 19-25 YEAR OLDS’

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## SUMMARY

### 1. PURPOSE OF REPORT

1.1 To present the Final Report of the Regeneration and Planning Services Scrutiny Forum following its investigation into ‘Employment and Training Opportunities for 19-25 Year Olds’.

### 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 9 March 2012. Cabinet is requested to consider, and approve, the report at today’s meeting.

### 6. DECISION(S) REQUIRED

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

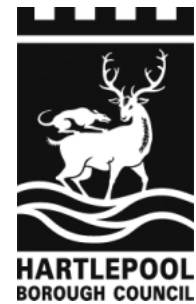


# REGENERATION AND PLANNING SERVICES SCRUTINY FORUM

FINAL REPORT  
EMPLOYMENT AND TRAINING OPPORTUNITIES FOR  
YOUNG PEOPLE AGED 19-25

APRIL 2012

<p><b>CABINET</b></p> <p><b>30 April 2012</b></p>
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**Report of:** Regeneration and Planning Services Scrutiny Forum

**Subject:** FINAL REPORT – EMPLOYMENT AND TRAINING OPPORTUNITIES FOR YOUNG PEOPLE AGED 19-25

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**1. PURPOSE OF REPORT**

1.1 To present the findings of the Regeneration and Planning Services Scrutiny Forum following its investigation into Employment and Training Opportunities for Young People Aged 19-25.

**2. SETTING THE SCENE**

2.1 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 21 July 2011, Members determined their work programme for the 2011/12 Municipal Year. The issue of 'Employment and Training Opportunities for Young People Aged 19 to 25' was selected as the topic for consideration during the current Municipal Year.

2.2 Youth unemployment in Hartlepool continues to be above the regional and national average; Hartlepool 16.2%, North East 9.9% and Great Britain 7.5%. The percentage of young unemployed is 32% of the total unemployed in Hartlepool. The Government have introduced a range of measures under the 'Get Britain Working' Campaign to support the unemployed back into work, including specific measures for young people such as the Work Programme, the New Enterprise Allowance Scheme, Work Experience and Sector based academies.

2.3 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 1 September 2011, during the scoping of the investigation into 'Employment and Training Services for 19-25 Year Olds' Members agreed that the concept of 'Social Return on Investment' should also be explored as part of the Forum's investigation. In order not to impact on the main investigation, Members agreed that a focus group of the Regeneration and Planning Services Scrutiny Forum would be tasked with looking specifically



at the social return on investment of the Connexions service for 19-25 year olds, with the results being taken as evidence by the main scrutiny forum.

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

- 3.1 The overall aim of the Scrutiny investigation was to explore and evaluate the issue of training and employment opportunities in Hartlepool for young people aged 19 to 25.

### **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 issue of training and employment opportunities for young people aged 19 to 25, with particular reference to the very vulnerable who fall in to this category;
- (b) To explore/evaluate the services currently provided in Hartlepool to young people aged 19 to 25, not in employment, education or training and the effectiveness of these services. To include details of:-
  - (i) services provided by the Local Authority (including 19+ Connexions services);
  - (ii) areas of partnership working and service provision;
  - (iii) transition arrangements for those moving from Connexions;
  - (iv) potential gaps in service provision.
- (c) To consider the views of the young unemployed in Hartlepool, those in training or who have successfully used services available, and also the views of local employers on the effectiveness of service provision;
- (d) To gain an understanding of the impact of current and future budget pressures, future funding streams and the potential development of local enterprise zones on the opportunities for employment and training open to this cohort of young people;
- (e) To explore and consider how support for young people aged 19 to 25 not in employment, education or training should be provided in the future (giving due regard to *term of reference (d)*).

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

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

Councillors Barclay, Cook, Cranney, Gibbon, Lawton, A Marshall, McKenna, Rogan and Turner.

Resident Representatives: Ted Jackson, Peter Joyce and John Maxwell

## **6. METHODS OF INVESTIGATION**

6.1 Members of the Regeneration and Planning Services Scrutiny Forum met formally from 1 September 2011 to 2 February 2012 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.

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

- (a) Detailed Officer presentations and reports supplemented by verbal evidence from the Employment Development Team, Integrated Youth Support Services and the Community Services Team;
- (b) Evidence from the Authority's Elected Mayor;
- (c) Presentations and verbal evidence received from representatives from Jobcentre Plus, Avanta, North Tees and Hartlepool NHS Foundation Trust, Hartlepool College of Further Education and Redcar and Cleveland Council;
- (d) The views of local residents, employers and young people who use services; and
- (e) The report of the Regeneration and Planning Services Scrutiny Forum Social Return on Investment Focus Group.

## **FINDINGS**

### **7 ISSUES AFFECTING TRAINING AND EMPLOYMENT OPPORTUNITIES FOR YOUNG PEOPLE AGED 19 - 25 IN HARTLEPOOL**

7.1 The Regeneration and Planning Services Scrutiny Forum met on 1 September 2011 where Members received detailed evidence from the Economic Development Manager and the Employment Development Officer from Hartlepool Council regarding:-

- the numbers of young people aged 19 – 25 in Hartlepool who are not in education, employment or training;
- local economic trends and factors that affect employment and training opportunities; and
- where Hartlepool sits in comparison to regional and nation figures.

### Unemployment statistics and trends in Hartlepool

- 7.2 The Forum was informed that it was difficult to obtain exact figures for the 19-25 cohort as the 'Nomis' system, which is used to obtain such information, uses 16-24 and 18-24 categories. Members were advised of the following figures:-

#### Hartlepool Population

- Total = 91,300
- 18-24 year olds = 8,300

#### Unemployment (July 2011)

- Hartlepool = 7.1% (4,143 residents)
- North East = 5%
- Great Britain = 3.8%

#### Youth Unemployment (18-24 July 2011)

- Hartlepool = 16.2% (1350 residents, 930 male and 420 female)
- North East = 9.9%
- Great Britain = 7.5%

- 7.3 The Forum was provided with a table of 18-24 claimant rates between the years 2000 – 2011:-

**Table 1 18-24 Claimant Rates**

Year	Job Seekers Allowance	Job Seekers Allowance 6 months plus	Incapacity Benefit	Income Support	Employment Support Allowance
2000	890	175	450	900	-
2001	825	160	510	990	-
2002	840	165	470	950	-
2003	845	210	500	870	-
2004	695	100	490	860	-
2005	780	120	480	790	-
2006	870	175	440	760	-
2007	840	80	400	750	-
2008	895	115	400	790	-
2009	1190	170	290	780	70
2010	1095	260	190	760	130
2011	1350	345	130	720	180

- 7.4 Members queried the effect of the closure of the Garlands call centre on the figures but were advised that this did not show as a major trend due to the majority of staff finding alternative employment relatively quickly.

- 7.5 Members also noted the increase in those claiming job seekers allowance (JSA) in 2009 and a reduction of the number claiming incapacity benefit in the same year. Members were advised that the former was due to the downturn in the economy with the loss of a number of jobs, particularly in the retail sector, and the latter was due to changes in the benefits regime with a number of people being moved from incapacity benefit onto employment support allowance.
- 7.6 The Employment Development Officer advised Members that government policies meant that approximately 75% of incapacity benefit claimants nationally would be moved from disability benefit to more work focused benefits. The Employment Development Officer also highlighted the large number of young people on long term incapacity benefit, with 50 young people being on long term incapacity benefit for more than 5 years in 2011. Members recognised that technological advances meant that people were reaching adulthood who might not have previously, and that this would only increase.
- 7.7 The Forum was provided with statistics for 19-25 year old 'NEETS' (not in education, employment or training). These were as follows:-

Activities of 19 year olds in January 2011 – Total Cohort = 1417

- Education Employment and Training (EET) Total = 890
- NEET Group Total = 112
- Not EET or NEET, i.e. in Custody Total = 2
- Not known Total = 413

Activities of 20-24 year olds with a statement of Special Educational Needs in January 2011 – Total Cohort = 155

- EET Total = 56
- NEET Group Total = 32
- Not EET or NEET Total = 2
- Not known Total = 65

- 7.8 Members were also informed that 8.9% of 16-24 year olds in Hartlepool had no qualifications, compared to 9.3% in the North East and 9.6% countrywide.
- 7.9 The Forum noted that there were now 14 JSA claimants per unfilled vacancy advertised with Jobcentre Plus, compared to 4.5 claimants per vacancy in 2007. Members were advised that the majority of jobs advertised were unlikely to be permanent contracts. Members raised concerns that there was now competition from skilled workers applying for unskilled jobs, which would push unskilled workers even further from the jobs market.

## **Welfare Reforms**

### The Work Programme

- 7.10 The Forum learned that in May 2010 the Coalition Government published a 'Welfare to Work Agreement' to tackle worklessness and benefit dependency. From April 2011 Jobcentre plus has had the power to decide locally how and when to support claimants (it was noted that Jobcentre officers had a target of 92% of unemployed people being helped into work before programmes were needed). There are a range of methods of support available to unemployed people from day one of their new benefit claim, which include 'Get Britain Working Measures'.
- 7.11 The Forum noted that welfare to work reforms consisted of the following schemes:-

#### Mandatory Work Activity

- For all claimants on JSA minimum of 13 weeks who are borderline work ready.
- 4 week work placement within community organisations.

#### Work Experience Programme

- 18-24 year olds, up to 8 weeks work experience (voluntary basis).
- Contributions for travel (depending on circumstance).

#### Systems Training

- Funding for Forklift Truck, Health & Safety, Warehousing, etc
- JCP assist with travel.

#### Work Clubs

- Job search support with community or business settings.

#### Sector Based Work Academies

- Currently being developed for claimants to enter into job specific work academies.

- 7.12 Members commented that voluntary and community organisations were unlikely to be able to offer four week work placements as suggested, due to their own lack of staff.
- 7.13 The Employment Development Officer advised the Forum that the main welfare funded programme over the next five to seven years was the 'Work Programme' which replaced all other Department of Work and Pensions programmes including Flexible New Deal, Young Persons Guarantee and Pathways to Work. The two prime providers tasked with delivering these programmes in Hartlepool are Avanta and Ingeus (with Triage delivering on behalf of Ingeus in the Tees Valley sub region). It is anticipated that 2000 claimants will start on the Work Programme each year in Hartlepool.

- 7.14 The Forum noted that there were several different ways claimants could enter the work programme, these were detailed as follows:-

**Table 2: Work Programme Eligibility**

<u>Customer Group</u>	<u>Time for Referral</u>	<u>Referral Type</u>
JSA claimants aged 25+	From 12 months	Mandatory
JSA claimants aged 18-24	From 9 months	Mandatory
JSA claimants recently moved from IB	From 3 months	Mandatory
JSA claimants seriously disadvantaged in labour market	From 3 months	Mandatory or Voluntary depending on circumstance
All ESA claimants	At any time	Voluntary
ESA (income related) claimants placed in Work Related Activity Group	When claimants are expected to be fit for work within 3 months	Mandatory
All IS and IB claimants	At any time	Voluntary

## **Other Provision**

### Adult Skills Funding

- 7.15 The Forum was advised that there were a number of initiatives being developed nationally as a result of the 'Skills for Growth' paper published in 2010 by the Department for Business, Innovation and Skills. These include:-
- Expanding the number of adult apprenticeships by 75,000 by 2014-15;
  - Fully funding training for adults aged 19-24 undertaking first full level 2 or 3;
  - Fully funding basic skills courses for individuals who left school without basic reading, writing and mathematics;
  - Government backed further education loans from 2013-14 for learners aged 24+ undertaking qualifications at level 3 or above;
  - Initiating the growth and innovation fund - up to £50 million of government investment a year to support employer-led initiatives;
  - Replacing Train to Gain with Small to Medium Sized Enterprises focused offer to help small employers train low-skilled staff.
- 7.16 Members were also advised that government reforms mean employers will have to fully fund their employees training dependant on the level of qualification, there will be a fifty percent contribution by employers for apprenticeships for those aged 19+ and adults will have to privately fund higher skills qualifications.

### Connexions

- 7.17 The Forum learned that the Connexions service provided support, advice and guidance to young people aged 13-19 (or up to 25 for those with learning difficulties/disabilities) who are no in education employment or training (NEET) or at the risk of becoming NEET.
- 7.18 The service promoted effective participation in education or training for young people and has facilities such as a 'one stop shop' where young people and their parents can go for information, advice or guidance on careers and volunteering opportunities.

### Statutory Responsibilities

- 7.19 The Forum noted that Hartlepool Borough Council has a number of areas in which it is required to provide services to support young people into training and employment, these include care leavers and those with special educational needs.
- 7.20 The Council supports looked after children aged 16+ into employment or training and those who are 18+ care leavers to move into independent living including a leaving care grant up to £1500. Care leavers are provided with support up to age 24 if they are in education, otherwise they are supported up to the age of 21.
- 7.21 Members learned that Adult Services provide a number of different support services. At the age of 14 a transitions pathway is developed to support young people with special educational needs (SEN) to move from Child to Adult Services. At the age of 18 an eligibility assessment is undertaken to move the young person into Adult Services. A facts criteria assessment of needs is carried out to determine the level of support the young person requires, this is identified as low, moderate, substantial or critical. The Council has a duty of care to provide information advice and guidance to those with low to moderate needs.
- 7.22 Members heard that there were currently 47 young people aged 19-25 with a learning difficulty (SEN) accessing Adult Services, including supported employment service for those with mental health issues, learning difficulties, disabilities and long term health conditions.
- 7.23 Each eligible young person has a personalised budget at age 18 to 'buy' services which can contribute towards the provision of a place at Catcote Futures for example. This is a bespoke programme offering life skills, independent living, social enterprise activity and employability skills delivered at Catcote School.

### Tackling Youth Unemployment

- 7.24 The Forum was informed that following the 2007 Scrutiny Review of Youth Unemployment, a Youth Working Group had been established, and since

2007 over £6million of external funding had been secured to support NEET reduction activity. Members were advised that over 800 people had been helped into to work as a result of the funding.

- 7.25 Members were also advised that the new NEET project, 'Going Forward Together' will support 296 NEET young people between June 2011 and December 2013.

## **8 TYPES AND EFFECTIVENESS OF EMPLOYMENT AND TRAINING SERVICES CURRENTLY PROVIDED TO 19-25 YEAR OLDS**

- 8.1 The Regeneration and Planning Services Scrutiny Forum gathered evidence regarding the types and effectiveness of employment and training service provision for young people aged 19-25. Information considered by Members is as follows:-

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

- 8.2 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 29 September 2011, Members received evidence from the Economic Development Manager and the Employment Development Officer. The Forum was advised of the employment and training services currently provided by Hartlepool Borough Council to young people aged 19-25 in Hartlepool.

#### *Hartlepool Working Solutions (HWS)*

- 8.3 Members were informed that Hartlepool Working Solutions is managed by the HBC Economic Development department and is available to businesses and residents of Hartlepool, offering a range of support and information advice and guidance (IAG) on training and employment opportunities, employment legislation and business support.
- 8.4 Programmes and services that are managed and/or delivered by HWS include:
- *Hartlepool Works Consortium* - the Employment and Skills Consortium for the town, consisting of over 40 employers from the public, private and third sector.
  - *Connect2Work* – Supporting 16-24 year olds who are NEET or at risk of becoming NEET to engage in Preparation for Employment courses and fixed term paid work placement opportunities.
  - *Tees Valley Works* - the managing agency for the Going Forward Together NEET reduction programme.



- *Tees Valley In-Work Support Programme* - provides support for employers and employees to ensure individuals do not fall out-of-work and onto benefits.
- *Jobsmart* – One Stop Shop providing IAG on training and employment opportunities.
- *Business Engagement* - including free recruitment service for local employers, bespoke pre-employability training courses and specialist HR advice.
- *Management of the Construction Site Certification Scheme (CSCS)* – Test Centre located at Newburn Bridge delivering a range of CSCS Tests.

#### *Hartlepool Enterprise Team*

- 8.5 The Enterprise Team offers a variety of support and advice to assist residents to start up or grow their existing business. The Hartlepool Enterprise Centre is run by the team and offers low cost start up premises for new businesses in office and workshop units from 100 to 1100sq. ft and offers subsidised rent inclusive of rates and heating.

#### *Adult Education Department*

- 8.6 The department provides services for residents over the age of 16, such as apprenticeships, formal first steps and Adult Safeguarded Learning (ASL) and most importantly Adult Skills. The work of ASL is achieved via four main programme elements including personal and community development learning (PCDL); family literacy, language and numeracy (FLLN); wider family learning (WFL); and neighbourhood learning in deprived communities (NLDC). The provision offers a wide variety of both accredited and non-accredited provision which are delivered in a range of venues across Hartlepool. The range of provision caters for residents at pre-entry level up to level 5, through formal courses, which can be 5-30 weeks long, or short taster sessions.
- 8.7 Members learned that the service has moved to new premises in Tower Street and offers a drop-in service for residents wishing to enquire about training courses. In the 2010/11 academic year:
- 3,349 residents aged 18+ years registered with Adult Education;
  - Of which 549 were aged 19-25 years.

#### *Hartlepool's Drug & Alcohol Team (DAT)*

- 8.8 The Forum was advised that the aim of the team is to develop a comprehensive range of treatment and support, disrupt and eradicate the supply of drugs and provide assistance to the individuals and communities affected by drugs. As part of this work, DAT provides a Community Drug

Centre that takes referrals from voluntary and professional agencies as well as self referrals. There are multi disciplinary teams consisting of Community Substance Misuse Team, DISC and NACRO, who provide assessments, treatments, alternative therapies, outreach, training and employment, counseling and a pathway to residential rehabilitation and detoxification. Currently, there are 74 19-24 year olds in drug and alcohol treatment.

#### *Partnership Working*

- 8.9 The Forum was also advised of partnership working in place at a local level, Economic Development has established and manages Hartlepool Works Employment and Skills Consortium which is aimed at tackling worklessness and benefit dependency. Hartlepool Works has a membership of over 40 employment and training providers from the public, private and voluntary sector.
- 8.10 The consortium members are made up of organisations that provide residents with access to community based programmes that offer quality IAG, employment, training and self-employment advice. Alongside this, the agencies offer specialist service provision, such as mental health services, debt management and in-work mentoring support services.

#### **Evidence from Integrated Youth Support Services - Connexions Services**

- 8.11 At the meeting of the Forum on 29 September 2011, Members received detailed evidence from Integrated Youth Support Services in relation to the services provided to 19-25 year olds by Connexions.
- 8.12 The Forum heard that following the Integration of Local Authority Youth Support Services in 2010, functions historically associated with the Connexions Service are now delivered within a broader local Integrated Youth Support Service (IYSS).
- 8.13 Members noted that the IYSS vision is to ensure that all local young people have the chance to enjoy happy, healthy and safe teenage years that prepare them well for adult life and enable them to reach their full potential. It aims to do this by:
- Ensuring that young people have access to a range of positive activities and informal learning opportunities tailored to suit their needs.
  - Providing impartial Information Advice and Guidance (IAG) to help young people make more informed choices, about learning, raise their aspirations and equip them to make safe and sensible decisions about sexual health and substance misuse.

- Ensuring that young people are engaged in shaping the services they receive and by encouraging more young people to volunteer and become involved in their communities.
- Offering more personalised, joined up support for young people who are experiencing difficulties.

8.14 Pivotal to the role of IYSS is to lead on targeted interventions to reduce the number of young people not in education, employment or training (NEET). Through the 11-19 Strategic Partnership, a NEET Reduction Strategy has been fully implemented which has facilitated a fall in the percentage of 16-18 year olds who were NEET by almost 25% since 2004.

8.15 In relation to 19-25 year olds, the following data relates to January 2011:

Activities of 19 year olds	<b>Total Cohort = 1417</b>
Education Employment and Training (EET)	<b>Total = 890</b>
NEET Group	<b>Total = 112</b>
Not EET or NEET, i.e. in Custody	<b>Total = 2</b>
Not known	<b>Total = 413</b>

Activities of 20-24 year olds with a statement of Special Educational Needs (SEN)	<b>Total Cohort = 155</b>
EET	<b>Total = 56</b>
NEET Group	<b>Total = 32</b>
Not EET or NEET	<b>Total = 2</b>
Not known	<b>Total = 65</b>

8.16 Members were advised that IYSS provides the following support for those young people who are NEET:

- Active support, advice and guidance for local young people identified as at risk of NEET who are of compulsory School Age;
- Active Case Management of local young people who are NEET 16 – 18 years;
- Provision of One Stop Shop;
- Provision of Annual Choices (Careers) Event.

8.17 Members noted that the NEET group in Hartlepool is not static - most young people do not spend long periods classified as being NEET. The vast majority of young people who are NEET in Hartlepool are engaging in education, employment or training, but instead moving in and out of the system as they drop out of or complete their previous activity. It is estimated

that only around 1% of 16-18 year olds are “long term NEET”, defined as young people who are NEET at each of the three survey points at 16, 17 and 18 years old and who are likely to become ‘stuck’ 25% of those who are classed as “long term NEET” have no noted issues.

- 8.18 The Forum learned that from 2013, all young people in this country will be required by law to stay in some form of education or training until the age of 17, and from 2015 until the age of 18. The local 11-19 Strategic Partnership is currently implementing the raising the participation age (RPA) strategy and in addition, continues to coordinate a wide array of education and training options alongside support to ensure that more young people than ever are staying on in learning in Hartlepool. The Partnership is currently exploring how it can shape and develop more flexible learning opportunities for young people who often have significant barriers to engaging with learning such as teenage parents, young offenders, looked after children and children leaving care.
- 8.19 At the present time, on reaching the age of 18 years, if a young person is NEET, they are most likely to move away from the services offered by IYSS and enter into the JCP system where they will register onto JSA or another key benefit, dependent on need. Whilst on their relevant benefit, claimants will be mandated to carry out specific tasks, for example, JSA claimants will need to be actively looking for work.
- 8.20 The Connexions Manager raised concerns regarding the agreement with Jobcentre Plus regarding consent to share information that would provide Connexions with more information surrounding the destinations of young people within Hartlepool. In practice, this is difficult to obtain as the relationship Connexions have is with JCP in Stockton, not Hartlepool, to obtain consent to share forms.
- 8.21 Connexions have identified a need to work in closer collaboration with Hartlepool Jobcentre to promote the completion of the consent to share forms with JCP advisors. If data was effectively and regularly shared between JCP and IYSS, it is likely that the current NEET and Not Known rates will reduce. IYSS has previously made repeat requests to share client data with JCP but this matter has not been rectified as yet.
- 8.22 Members supported the re-invigoration of the partnership between Connexions and Job Centre Plus in Hartlepool to ensure consent to share forms were completed and data shared where possible and in accordance with the data protection act.
- 8.23 The Head of Integrated Youth Services commented that in relation to young people not being work ready, the responsibility for schools to provide the facility for pupils to undertake work experience had been recently withdrawn. It was now difficult to arrange for local schools to release pupils. However, there was an aspiration that work related opportunities should be included within post 16 learning, although this was still being developed.

- 8.24 Members questioned what advice was given to young people when choosing GCSE subjects to avoid the wrong choices being made. The Head of Integrated Youth Support Services confirmed that currently advice and support was given to pupils at options evenings held within schools and a group of local careers advisors in schools meet regularly to examine ways of working. However, the responsibility for careers guidance would transfer from the local authority to schools from September 2012. Members were asked to note that whilst the IYSS team endeavoured to provide the best support it could, recent significant reductions in resources had resulted in a reduction in the team.
- 8.25 Members sought clarification on how many times the advisors attended individual schools. The Head of Integrated Youth Support Services confirmed that the service provided by Personal Advisors was offered for two days per week for each secondary school. Members were advised that prior to the recent budget cuts, schools had been approached to contribute 50% of the Personal Advisors salary, which would have resulted in dedicated Personal Advisors for each school. However, this was not agreed and the resulting redundancies occurred.
- 8.26 The Head of Integrated Youth Support Services indicated that resources were targeted to certain cohorts who were likely to struggle, with a lot of emphasis being placed on young people with special educational needs, teenage parents, offenders etc. in addition to the provision of an effective universal service. A One Stop Service was provided by the Connexions Service from the Windsor Offices in Middleton Grange Shopping Centre, which was resulting in over 40 visits per day by young people seeking advice and support. An annual choices event was provided with all post 16 training providers in the region in one place, along with employers and uniformed services providing advice and guidance to young people and parents. It was noted that a lot of the support currently provided relied on social funding programmes.
- 8.27 The number of people visiting the One Stop Shop was noted and a Member questioned whether this was an increase or decrease since the relocation to the Windsor offices. The Connexions Team Manager confirmed that the number of visitors had increased dramatically from averaging around 5 visits per day in the previous location, to the 40 reported to the Forum.
- 8.28 The Forum sought clarification on how the provision of the careers advice guidance may change when responsibility was transferred to the schools. The Head of Integrated Youth Support Services confirmed that the local authority would still have responsibility for young people who are at risk of not achieving employment, education or training post 16. However, the schools would provide universal careers guidance and highlight to the Integrated Youth Support Service any young people that may struggle.
- 8.29 Members raised concerns that young people who do progress through post 16 training and education may be forced to leave the town due to the limited opportunities available locally. The importance of encouraging business to

stay or relocate to the town was emphasised to avoid the need for young people to relocate away from Hartlepool to progress their careers.

- 8.30 Members questioned what incentives were in place for companies to offer apprenticeships. The Connexions Team Manager indicated that the National Apprenticeship Service was responsible for promoting apprenticeships within the town and that young people are paid for undertaking apprenticeships. In addition, work was being undertaken to embed in companies the advantages of progressing and training young people. The Employment Development Officer added that around 95% of companies may not be fully aware of the benefits of the apprenticeship service. However, financial incentives were on offer, with the Skills Funding Agency offering a £2,500 grant to take on apprentices for six months, the issue was now that apprentices had to have 'employed' status which means the employer is responsible for the majority or all of the wages, which is a change from previous schemes. Members noted this and indicated that any work to promote apprenticeships locally would be beneficial to the town.

#### **Social Return on Investment Focus Group – Social Return on Investment of Connexions Services to 19-25 Year Olds**

- 8.31 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 2 February 2012, the Forum was presented with the final report of the Social Return on Investment Focus Group into the Social Return on Investment of Connexions Services for 19-25 year olds.
- 8.32 Members were delighted to hear that the social return of the service was calculated as £1.66:£1. The Chair of the Social Return on Investment Focus Group advised the Forum that the SROI process provided an opportunity to look at how well money was being spent and the impact the service had on society, rather than purely the cost of delivering the service. In doing this the focus group engaged with service users and service staff, site visits were also carried out to the Connexions one stop shop and to Catcote School.
- 8.33 It was acknowledged that the SROI process was open to interpretation in terms of the financial proxy information, however the focus group had come to a consensus on the figures used and felt they were robust.
- 8.34 The Connexions Manager advised Members of the Forum that Connexions staff felt the SROI process was a robust and transparent and undertaking the process had afforded Connexions the opportunity to look at the service in a way that they may not otherwise have had time to do. Connexions staff felt that they had been listened to and had been able to shape the outcome of the review. As a result of undertaking the SROI process there had been an internal review of the deployment of staff and the feedback obtained from service users was to be used to help inform the future direction of the service. The process had also helped reconfirm some partnership arrangements needed to be strengthened, such as that with Jobcentre Plus.

- 8.35 The Chair of the SROI focus group recommended to Members of the Forum that the process should be utilised going forward, with officers undertaking the detailed analysis and Members identifying and applying suitable financial proxies. The Forum felt that this was a very important process when evaluating the impact of services on the community.
- 8.36 Members agreed that the recommendations and conclusions from the SROI report be included within the final report of the Regeneration and Planning Services Scrutiny Forum investigation into 'Employment and Training Services for 19-25 Year Olds'.
- 8.37 The final report of the Social Return on Investment Focus Group is attached as **Appendix A**.

#### **Evidence from Job Centre Plus**

- 8.38 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 29 September 2011, Members were delighted to receive evidence from the Jobseeker Opportunities Manager and an Employer Advisor from Hartlepool Jobcentre Plus.
- 8.39 The Jobseeker Opportunities Manager from Jobcentre Plus (JCP) advised the Forum of the Government's aim of cutting welfare spending, ensuring that benefits go to those who are entitled to them and to those who need them, and that the concept of benefits should be seen as a 'safety net' as opposed to being an optional alternative to work.
- 8.40 The Forum were also informed that £7billion is to be saved from welfare spending, mainly through changes to Child Benefit, Tax Credits and by time-limiting contributory employment support allowance (ESA) to one year for those in the 'Work-Related Activity Group' from 2012. Members were informed that this will not apply to those in the ESA Support Group, nor will it stop anyone entitled to income-based ESA from receiving benefit longer-term. This move brings ESA more in line with Job Seekers Allowance (JSA) where there is already a six-month time limit on payments unless claimant is eligible for income-related benefits.
- 8.41 Members heard that the JCP network is being reviewed to explore options for shared premises and outreach. Members were encouraged to note that JCP were committed to maintaining a local presence.
- 8.42 The Forum was informed that there was now a greater focus on tailoring JCP support to individual claimants needs, with advisors having more flexibility and responsibility and more autonomy for local managers. Previously each claimant had to go through the same process, which for claimants with multiple barriers to employment may not have been the most appropriate route. The aim of JCP is try to help 92% of people find employment within 12 months.

- 8.43 Members noted that JCP hope to raise claimant's expectations and commitment to find work, with a clear focus of getting people off benefits and into jobs. Since May 2011 Advisers have been able to mandate a small number of suitable claimants to take up mandatory work activity placements of 30 hours a week (unless restrictions apply) for 4 weeks, to help them develop the disciplines associated with employment, such as attending on time and regularly, carrying out specific tasks and working under supervision. All placements will be sourced by contracted providers and must be for community benefit.
- 8.44 JCP hope to diagnose an individual claimant's jobseeking needs and design the most appropriate support for them, also taking account of the local labour market situation, the key target JCP advisers will need to focus on is getting people off benefits.
- 8.45 Members heard that JCP will look to continue the drive to focus support on those who really need it, and many jobseekers who are capable of helping themselves will be directed to the increasing range of online tools available to help them find their way back to work. JCP digital services are being expanded to try to help with this aim.

#### Getting Britain Working Measures

- 8.46 The Jobseeker Opportunities Manager from Jobcentre Plus advised the Forum that 'Get Britain Working' is the umbrella title Ministers use to describe the overall package of support from JCP, seeing each new jobseeker all the way through to the work programme for those who have been out of work the longest.
- 8.47 Some of the flexible support options available to encourage commitment to find work include:-
- more sharing of skills and experience through **Work Clubs**;
  - volunteering as a way of developing work skills through **Work Together**;
  - self-employment as a route off benefits through the **New Enterprise Allowance** and via **Enterprise Clubs** offering community based and locally led support for unemployed people.
  - greater insight into the world of work through **Work Experience**, and
  - pre-employment training and work placements through **sector-based work academies**
  - Partnership between voluntary sector, colleges, employers and Government.



*Work and Enterprise Clubs*

- 8.48 The Forum noted that work and enterprise clubs provide people with a place to meet and exchange skills, share experiences and make contacts to get support and help to find opportunities. The work clubs are for those looking for a job and the enterprise clubs are for those wanting to start their own businesses. The clubs will be set up and run by non-government organisations with practical advice and guidance to those wanting to establish or support a club being provided by JCP. The clubs can be set up anywhere in the country and JCP will signpost claimants to appropriate clubs.

*Work Together*

- 8.49 JCP recognise that voluntary work can help an individual move closer to the world of work. It can also help them develop valuable work skills whilst they are looking for paid work. Through Work Together, JCP have pledged to help unemployed people who are interested in volunteering so that they can find suitable opportunities. Work Together is available to all benefit recipients from the start of their claim. Jobcentre advisers will encourage and signpost claimants to sources of information on volunteering, local voluntary organisations, to online services and to particular opportunities.
- 8.50 Members commented that community organisations were now struggling to offer the same level of work experience and support to young people as they were previously able to, due to shrinking resources. Work experience especially was becoming harder to accommodate as there was no funding to support it.

*New Enterprise Allowance*

- 8.51 The Forum learned that the New Enterprise Allowance will help unemployed people who want to start and grow their own business. It will provide access to business mentoring, and offering financial support of around £2,000. Claimants get access to a business mentor who provides guidance and support as they develop the business idea and through the early stages of trading. Once the claimant has demonstrated they have a viable business idea and is ready to register as self-employed they can get a weekly allowance based on the basic rate of JSA for 3 months, and then at half that rate for a further 3 months. Claimants can also apply for a loan up to £1,000 to help with start-up costs.

*Mandatory Work Activity*

- 8.52 The Forum was informed that the Government has made a clear commitment that the receipt of benefits for those able to work is conditional on their willingness to work. The Jobseeker Opportunities Manager from JCP advised Members that Mandatory Work Activity (MWA) placements are being delivered by contracted providers of the framework and that MWA is part of the menu of support available for Advisers to help claimants pre-work

Programme. It is intended to help claimants develop a labour market discipline associated with employment such as attending on time and regularly, carrying out specific tasks and working under supervision. MWA is a new initiative and does not replace any existing provision.

- 8.53 MWA will be a targeted measure for a very small number of JSA claimants – around 19,000 placements per year during the spending review period. A Personal Adviser will be able to refer a claimant to MWA from day one up to the point before entry to the Work Programme. Claimants participating in other contracted or non-contracted provision eg: GBW measures or the Work Programme will not be referred to MWA.
- 8.54 MWA will be delivered by external contractors on behalf of the DWP. Placements should be of benefit to the local community and contractors will be required to demonstrate this from tendering to delivery. Placements must be in addition to existing or expected vacancies.
- 8.55 Members learned that there is no voluntary access to this scheme and JCP must identify if it is appropriate to refer a customer to MWA, a claimant cannot make a request to be referred. Claimants carrying out MWA will continue to receive their JSA. Participation on MWA will be mandatory and those claimants who fail to comply will be sanctioned for 13 weeks. A second failure to comply within 12 months of the first, will receive a 26 week sanction.

#### *Work Experience*

- 8.56 The Forum was advised by the Jobseeker Opportunities Manager from Jobcentre Plus that the 'Work Experience' initiative launched in January 2011 with the aim of helping young people whose lack of work experience hinders them getting a job. The initiative is available nationwide and total of 100,000 placements over the next two years are available. Eligibility is now between 18-24 years old JSA claimants from week 13 of their claim with the offer being between 2-8 weeks work experience. Taking a placement is voluntary – but participation will then be mandatory, with the claimant expected to fulfil the placement and also continue to look for paid work. The initiative is now also open to 16-17 year olds who claim JSA on hardship grounds.
- 8.57 Members were advised that JCP were attempting to get employers on board to give young people aged 18-24 work experience. So far the scheme has received good feedback and helps young people add experience to their CV. Work experience placements have been taken up in retail, manufacturing, engineering etc the placement is designed around the needs of the young person.
- 8.58 Members raised concerns that some employers may feel that taking on inexperienced young people may decrease productivity due to the amount of time required to train them. The Jobseekers Opportunities Manager confirmed that Jobcentre Plus Advisors endeavoured to match caseloads

and identify strong candidates for vacancies. In addition to this, if appropriate, mentors can be provided through the flexible support fund to ensure the employee was supported.

#### *Sector Based Work Academies*

- 8.59 The Forum learned that sector-based work academies were launched in England in August 2011 to offer pre-employment training and work placements for unemployed people. JCP are free to deliver flexible models to meet local needs of employers, claimants and training providers. Individual attendance at an academy will be for 6 weeks and claimants will be able to remain on benefit during the period of pre employment training, due to a change in JSA regulations.
- 8.60 Academies will combine:
- sector-specific pre-employment training, primarily funded and delivered through the skills system leading to the achievement of one or more units on the Qualifications and Credit Framework;
  - a work experience placement;
  - offer of a guaranteed job interview for participants completing both of the above elements.

#### *Flexible Support Fund*

- 8.61 Members were advised that the flexible support fund, which came into operation in April 2011, gives JCP managers more flexibility to help claimants back into work, this enables Jobcentre Plus advisers to tailor support and help for individual claimants when they need it. District managers can decide how to use the fund to help claimants or support partnership arrangements in their area. The fund is designed to be flexible, however, part of the fund will be ring-fenced for claimants, such as lone parents or people on Employment and Support Allowance, who may need more help to get back to work. Some of the fund will also go towards the Support Contract. This means money can be spent on a variety of training courses, which help people prepare for work.

#### *Work Programme*

- 8.62 The Forum was informed by the Job Opportunities Manager that the 'Work Programme' launched in June 2011 is a flagship for the Government and takes the place of a complex range of initiatives which had been set up at various points over the previous 13 years. The programme is entirely designed and delivered by contracted providers.
- 8.63 Members noted that it was a radical departure from previous programmes in that providers will be primarily paid by results and for getting people into sustainable jobs. The biggest incentives are focussed on the harder to help people. Providers also face fines for complaints against them which are upheld by the Independent Case Examiner and they face the loss of their contract if their performance is not adequate.

- 8.64 The Job Opportunities Manager confirmed that those eligible for the work programme were as detailed in Table 2 at 7.14, and commented that the referral process will give harder to help groups access to the personalised, individual support at the appropriate stage in their claim. Those most in need of support, for example ex-offenders, will be offered early access to the Work Programme to ensure they receive it within a timescale that is most appropriate to them.
- 8.65 Members noted that all Employment and Support Allowance claimants will have the option of accessing the Work Programme at any point after their Work Capability Assessment. The intention behind this is to ensure that no one is denied access to the more intensive employment support from the Work Programme if they want it.
- 8.66 Members raised concerns that some young people weren't work ready or motivated to look for work, the Job Opportunities Manager indicated that there were intervention strategies in place for young people aged 18-24 and additional partnering support was being sought to facilitate this.
- 8.67 Members commented that whilst Jobcentre Plus was providing an excellent service and establishing partners, restricted funding was an issue. In addition to this, enterprise clubs take a lot of 1:1 support and mentors do not always have the time or appropriate skills.

#### **Evidence from Avanta**

- 8.68 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 8 December 2011 Members were delighted to received evidence from the Regional Manager and the Performance and Partnership Manager from Avanta, a company who, along with JHP, have been chosen to deliver the DWP 'work programme' within the Tees Valley.
- 8.69 The Forum was informed that Avanta had been chosen as a prime provider on 1<sup>st</sup> April 2011 and started taking referrals on 24<sup>th</sup> June 2011. Members heard that Avanta provides the following services:-
- Flexible New Deal delivery as a sub contractor in Tees Valley;
  - CTF(Community Task Force) as a sub contractor in Tees Valley;
  - Future Jobs Fund delivery through Hartlepool Borough Council;
  - North East New Deal Self Employment provision since 1998;
  - Delivery of Inside Out: a programme designed for offenders;
  - Pre Start Workshops that provide support to people starting their own business;
  - Enterprise coaching designed to remove personal barriers prior to joining the Enterprise Journey;
  - Work Programme (3 CPA's).
- 8.70 Members learned that Avanta works with the following groups for up to 104 weeks:-

- Job Seekers Allowance 18 to 24
  - JSA 25+
  - JSA Early Access (NEET, JSA 22 – 24 mths)
  - JSA ex-IB
  - Employment Support Allowance flow (new claimants)
  - ESA mandatory and voluntary
  - Incapacity Benefit and Income Support volunteers
- 8.71 Once a person was referred on to the Work Programme by JCP, Avanta hold an initial interview and identify a target job entry date, barriers to work and the type of sessions the person will need to attend (one to one or group or both). Approximately 95% of people are mandated on to the Work Programme, though most are only mandated to the first appointment as the approach is tailored around the individuals needs.
- 8.72 Members learned that there was now a greater emphasis on being proactive with people referred to the work programme. Some people only require a light touch approach where they can be given minimal guidance and conduct their own job searches, however, others require intensive activity to empower the enable them to manage themselves.
- 8.73 The approach is to ensure the right person gets the right job first time, as they are far more likely to remain in that job. It is not about numbers and 'bums on seats' as this does not keep people in sustainable jobs.
- 8.74 Other activity included encouraging the use of IT, organising work experience placements, improved case-load management and greater in work support. Services provided include an induction, which includes what the person expects from the work programme and what Avanta expect of them. Once the barriers to work have been identified a bespoke action plan is created with short, medium and longer term objectives set, these work towards removing the barriers to work.
- 8.75 Each entrant on to the programme will have on going support with a named advisor and specialist intervention partners. There are also pre-employment training programmes available to allow people to get the skills they need to complete in the jobs market.
- 8.76 Members questioned the availability of additional training to assist with securing a job and were advised that where it was felt appropriate this could be funded, but this could only be done if it was evidenced that the funding of the qualification would result in a job, as the main focus of the process was to create sustainable jobs. Members also raised concerns that some qualifications took longer than two years to achieve, which may leave the young person only half way through the course when their time on the work programme ended.
- 8.77 The Forum were advised that Avanta also work with employers to ring fence employment opportunities specifically for those on the work programme, they

also ensure each person has an in-work plan once they obtain a job, to enable progression and development.

- 8.78 Avanta were unable to provide any figures regarding their success as they are bound by strict DWP data sharing protocols, which will not allow the sharing of results until national statistics on the work programme are revealed. However, the Regional Manager from Avanta was able to advise the Forum that Avanta were on target to achieve their targets to date and that they had receive a very high number of referrals and targets were very high.
- 8.79 Members expressed concern and disappointment at the lack of available data. The Employment Development Officer from Hartlepool Borough Council drew Members attention to the fact that it was important for the Council to understand the number of people coming on to the Work Programme and the performance of the programme. There is a significant problem with youth unemployment in Hartlepool and the Council and Members need to be able to access information that provided the bigger picture.
- 8.80 It was suggested that Avanta encourage the DWP to allow data sharing to promote openness and transparency. The representatives from Avanta advised Members that they were challenging the decision not to share DWP data and were working closely with the North East LEP and the Tees Valley LEP in this area. The representatives from Avanta indicated they would be more than happy to attend a future meeting of the Forum at a time when they were able to share the statistical information with Members.
- 8.81 The representatives from Avanta highlighted the links Avanta had with local providers, particularly where these were specialists. These included the through care team at Hartlepool Council, Hartlepool MIND, the Criminal Justice Team within Durham Tees Valley Probation Services, Hartlepool College, the Albert Centre, Disc and Nacro amongst others.
- 8.82 Members raised concerns regarding the extent prime providers were working with existing local VCS providers, especially given the focus on young people undertaking voluntary work. Due to the withdrawal of the Working Neighbourhood Fund and the fact that many local VCS providers had been unable to act as subcontractors for prime providers, many VCS organisations were unable to take on volunteers as they did not have staff to support them.
- 8.83 Avanta acknowledged that there were gaps in their specialist support provision supply chain and that this was not yet complete, many local VCS organisations which expressed an interest had found the terms of the subcontracting arrangements were not financially viable.
- 8.84 The Forum recognised the difficult position the VCS found itself in, as whilst organisations would greatly appreciate the chance to provide programmes

and support prime providers, they were unable to do so without funding upfront.

- 8.85 The representatives from Avanta advised that the company was looking for additional organisations to work with, as they realised that they could not be fully successful as a stand alone provider. There was the possibility to pay an organisation to deliver services that were no necessarily outcome driven though it would not be possible to work with all organisations in this way.
- 8.86 Members supported the notion that the Economic Development Team from Hartlepool Borough Council should facilitate meetings between prime providers and local service providers to look at what each could offer the other in terms of services and expertise.
- 8.87 Another area identified as still requiring further work was a greater use of work placements. This was identified as a huge asset to those looking for employment and Avanta were not as far forward as they would like to be with this and were looking to expand this offer in the new year.
- 8.88 The representatives from Avanta informed Members that the company was constantly looking to improve its offer to those who undertook the work programme and continuously undertook customer satisfaction surveys and feedback requests, the results from which were used to improve the quality of the services available.
- 8.89 The key challenges experience to date were identified as they volumes of people being referred to the work programme being significantly higher than forecast, the underlying economic conditions meaning there were fewer vacancies to move people into and because of that employers were less likely to take a chance on someone with little work experience.
- 8.90 The Forum queried what happens if the person fails to find employment at the end of the work programme and were advised that they are referred back to JCP who continue to work with them, but they could not be referred back on to the work programme at a later date.

#### **Evidence from North Tees and Hartlepool NHS Foundation Trust**

- 8.91 At the meeting of the Forum on 19 January 2012 Members were pleased to receive evidence from a representative of North Tees and Hartlepool NHS Foundation Trust.
- 8.92 The Forum noted that the NHS takes on modern apprentices in health and business administration, there are two intakes per year (though recruitment can also take place on an ad-hoc basis) and the apprentices rotate every six months to different wards/departments within the Trust.
- 8.93 The apprentices attend a weekly study day at college and their progress is monitored on a monthly basis. Hartlepool College and Stockton Riverside College assist with the recruitment, training, and monitoring of the progress

of the apprentices. Members noted that this used to be carried out internally by the Trust but the new system of involving the colleges is working well, with robust reviews taking place and a high number of apprentices staying on in the role to which they were recruited.

- 8.94 Members were please to note that this approach supports the Governments target to increase the number of apprenticeships in the Public Sector. Apprentice posts are advertised on NHS Jobs and the National Apprenticeship Service Website, as mentioned, Colleges and the Trust work in partnership to recruit the apprentices.
- 8.95 The Trust is able to recruit suitable apprentices who will fit in well with their current team. Advanced apprentices can also be recruited on an on-going basis during the year depending on the needs of the service. Apprentices are employed on a two year contract with review periods based on milestone achievement.
- 8.96 The Forum learned that by allocating one NHS manager to the apprentices enables the Nursing Resource Manager to liaise directly with the college on the progress of each apprentice, deal with any problems and offer support immediately by acting as a key link.
- 8.97 Members noted that apprentices were recruited in to vacant positions and paid 75% of the full wage in year one and 85% in year two. Recruiting in this way avoided apprentices getting to the end of their course and finding they had no job to go into. Having a developed career pathway starting with an advanced apprenticeship will enable future Health Care Assistants to gain knowledge and skills and possibly progress their career into registered nursing (many have done this through Teesside University). The advanced apprenticeships offered demonstrates that the Trust is committed to developing their workforce into the future.
- 8.98 The model the trust uses is transferable to other advance apprenticeships within the Trust, particularly Business Administration Advanced Apprentices.
- 8.99 Members were advised that in some cases the apprenticeship gives young people the opportunity to work in the Health Care sector and some realise this is not the career for them, they are able to transfer to a business administration apprenticeship should they decide that this is more appropriate and a suitable vacancy exists.
- 8.100 The Forum were pleased to hear that the Trust acknowledges the value of work experience placements as a way of educating young adults about the world of work. Whilst there was a period of time when these work experience placements were not offered due to health and safety guidelines, this is no longer the case. Work experience also helps the trust to forge links with local schools and colleges.
- 8.101 Young adults who attend a work experience placement are given the opportunity to experience a number of activities in clinical and non-clinical



areas. No direct patient contact is permitted as this is not deemed appropriate, however students are able to see clinical skills and discuss life as a medic with doctors, again this gives young people the opportunity to explore medicine as a career and also helps with an application to medical school.

### **Evidence from Hartlepool College of Further Education**

- 8.102 The Regeneration and Planning Services Scrutiny Forum was delighted to receive evidence from Hartlepool College of Further Education at the meeting of the Forum on 19<sup>th</sup> January 2012. Members were advised of the types of education and employment training provided by the College for 19-25 year olds and the entry requirements needed to access these courses. These were usually C and D grade GCSE's for the foundation level 2 modern apprenticeship courses and C's and above for the advance level 3 modern apprenticeship courses.
- 8.103 The Forum were pleased to note that the entry requirements for apprenticeships were flexible, particularly for adults, where in some cases GCSE's are not required.
- 8.104 Members learned that there were 178 19-24 year olds on apprenticeships in 2011/12 (so far) 70% of which live within Hartlepool. This was split between 64 on the foundation stage and 114 on the advanced stage.
- 8.105 Members were disappointed to hear that in a number of cases large employers were using adult apprenticeships to up-skill current staff rather than taking on new apprentices, which did little to create jobs and reduce unemployment and also used public money to pay for training for those already in employment.
- 8.106 Members noted that there are barriers to working with local businesses as 80-90% are small and employ less than 10 people, which makes it difficult for them to take on apprentices.
- 8.107 As mentioned by several agencies the apprenticeship framework changed in April 2011 and all apprentices needed to be employed on the minimum wage, this caused problems for the College as they had 250 apprentices on the course who were not employed at the time of the change. Members were pleased to note that through hard work the majority were now employed and able to continue, but that this had been a real struggle for the College.
- 8.108 As a result of the changes an adult apprenticeship must be co-funded 50% by the employer, but the College struggles to get this contribution so they must provide the subsidy themselves. The problems the College faces going forward is that due to this legislation there is a supply of learners but not a supply of employers willing to take them on as an employee, to allow them to access an apprenticeship placement.

### **Evidence from Redcar and Cleveland Council**

- 8.109 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 2 February 2012 Members were delighted to receive evidence from the Lead Employment Advisor from Redcar and Cleveland Council.
- 8.110 Members heard how Redcar and Cleveland had a slightly lower rate of 19-25 year olds unemployed, as a percentage of the working population at 15.6% compared to 17.3% in Hartlepool at December 2011. The Lead Employment Advisor for Redcar and Cleveland Council identified that there was a need for flexibility when dealing with young people and that sometimes the processes the large agencies such as Jobcentre Plus must follow could be too rigid to deal with the needs a individual (though it was noted that this is in the process of being addressed, as detailed in the presentation from Jobcentre Plus).
- 8.111 The Forum learned that Redcar believed that in order to encourage a young person who was not work ready into employment, the greatest factor was having time to spend with them and the emphasis was on putting together a quality package to ensure sustained employment.
- 8.112 Members noted that Redcar and Cleveland was a very diverse area and had a number of different elements which caused barriers to work in different areas. In East Cleveland transport was a issue, with this being a reason young people did not apply for jobs outside of the area, where as in the South Bank and Redcar the issues may be more related to a lack of work ethos. In order to deal with the differing requirements each area had its own strategy. However, overall the economic issues were similar to those in Hartlepool; a lack of available work and a lack of motivation in some cases.
- 8.113 The Lead Employment Advisor highlighted the importance of partnership working and advised the Forum that Redcar and Cleveland Council used a network of community groups in their 'routes to employment' partnership, all of which used the same computer system. As a result of this a jobseeker only completes paperwork once and all organisations are able to access it.
- 8.114 Members were advised that the use of the Future Jobs Fund in Redcar and Cleveland had been successful, but it was restricted to public and voluntary sector vacancies, which discounted those in the private sector. In order to take advantage of private sector vacancies a bid was put into the Working Neighbourhood Fund through the Elite Partnership (10 partners, including colleges to get young people employment ready) to offer £5k to employers to take on an apprentice. This resulted in 131 young people being employed.
- 8.115 Another important area of partnership working was with young offenders and the Fire Brigade. The Council facilitated the partnership between the Prison Service, Fire Brigade and Probation Services to allow young offenders to attend a month long course with the Fire Brigade. As a result of this initiative 58 young offenders have attended the course and 17 have moved into employment and 3 have returned to full time education.

- 8.116 The Forum noted that 150 young people had entered into apprenticeships since June 2011, with 74 being confirmed at 13 weeks.
- 8.117 The Lead Employment Advisor from Redcar and Cleveland Council advised the Forum that some of the issues faced by the Council included less local support for young people through the work programme as 'working links' had been lost and Triage (the company who replaced them) were based in Middlesbrough, making them inaccessible for some parts of Redcar and Cleveland. As with Hartlepool, there was a need to attract large-scale employers, though the reopening of the blast furnace at Redcar by SSI and a new Tesco store were welcomed. Members agreed that the problem of less young people applying to University, therefore pushing those more removed from the labour market further back, was an issue in both areas.
- 8.118 Members were pleased to hear that in addition to the new Tesco store Redcar and Cleveland Council had a number of other capital projects and also projects to improve the local economy and support employers underway, which may go some way to improving the employment situation for young people aged 19-25 in the future.

#### **Evidence from Adult Education**

- 8.119 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 2 February 2012, Members received evidence from the Assistant Director of Community Services and the Adult Education Co-ordinator regarding the services provided to 19-25 year olds by Adult Education.
- 8.120 The Forum was advised courses are 100% funded by the Skills Funding Agency and are mainly aimed at adults aged 18+ delivered in a mixture of formal and informal learning environments in community settings. Provision follows local and regional priorities but must be in accordance with the requirements of the funding streams.
- 8.121 Members heard that activities undertaken by 19-25 year olds in 2010/11 were as follows:-

<b>Number of learners</b>	<b>10/11</b>
English and Maths	19
Business Admin	31
Health and Social care	10
IT	11
Volunteering	19
Employability	21
Event Volunteering	27
Languages	21

Family Learning	29
Apprenticeships	7
Other	46

- 8.122 The majority of courses undertaken were for employability skills and skills for life (literacy and numeracy), though a number were for leisure.
- 8.123 Members raised concerns regarding the duplication of services which were already provided within the community. The Adult Education Co-ordinator advised Members that, where this had been the case, it had been recognised and certain courses were no longer provided, however there was still a demand in certain areas of the town for Council run services.
- 8.124 Members also questioned whether Economic Development and Adult Education worked closely together. The Forum was advised that Economic Development and Adult Education do work closely together on matters including jointly bidding for external funds and to enhance the employability of young people with the town, with Economic Development liaising with employers and Adult Education delivering training services that some young people may need.

## 9 VIEWS OF YOUNG PEOPLE AND LOCAL EMPLOYERS

- 9.1 The Regeneration and Planning Services Scrutiny Forum considered the views of young people and employers in relation to employment and training service provision for young people aged 19-25 in Hartlepool. Information considered by Members is as follows:-

### Views of Local Employers

- 9.2 At the meeting of the Forum on 8<sup>th</sup> December 2011 representatives of local businesses were invited to share their views with the Forum. A representative of Caparo Forging, a large local employer, raised concerns regarding the DWP work programme. The representative highlighted that when the company wished to take on apprentices they use Hartlepool Working Solutions not prime providers.
- 9.3 The Caparo representative felt that there were many elements needed for engineering that were no longer taught in schools, such as the ability to read technical drawings and a flair for metal work. The company were looking to expand due to the blast furnace at Redcar coming back into operation, and they were concerned that they would not be able to get the service they required to fill these vacancies from the prime providers.
- 9.4 A representative from Heerema raised concerns regarding the change of apprenticeships from programme lead to employer lead. Heerema felt that the previous programme lead apprenticeship scheme had worked well for the past fifteen years. On this scheme the apprentices attended HCFE for the first year of the course, each week employers could talk to the

apprentices and identify which would be most suited to the needs of the company by the end of the course.

- 9.5 The new system in place now requires all apprentices to be employed before they can access the course at the college, meaning employers no longer have the time to evaluate who may be particularly suited and successful in the roles they have to offer. Employers are less likely to take a chance as they could employ the wrong person.
- 9.6 The representative from Heerema also advised the Forum that it was very difficult to gain access to schools to inform pupils about the engineering roles that were available and many pupils were not aware of such roles. This meant pupils may not have all the information they need when selecting topics for G.C.S.E or A-Levels. When local employers did negotiate access to schools to speak to students they would always attend and found it very useful.
- 9.7 During the meeting the Forum split into groups to discuss what was working well and what could be improved in relation to employment and training service. Employers representative, VCS representatives and Members commented as follows:-

What was working well:

- Employers and training providers were very passionate about working with young people to get the best out of them;
- Communication between agencies in Hartlepool, networking and cohesion between the council and private sector were very strong;
- The knowledge that programmes such as Future Jobs Fund were such a success highlighted that there was a good network of support and experience to support other programmes;
- The community and voluntary sector were a stabilising factor enabling young people to take their first steps into the world of work, encouraging them to learn by mistakes and not be disheartened.

What was not working as well:

- Some programmes did not allow enough time for the young person to become fully trained;
- A better understanding of the skills gaps of employers was required for now and in the future, there appeared to be a lack of understanding of local needs and knowledge within the work programme;
- Access to schools was a problem for employers and training providers to discuss training opportunities and career options with young people;
- Recognition was needed of the important role the community and voluntary sector had to play in supporting young people;
- The issue of generational role models was discussed with some families experiencing fourth generation of unemployment.

### **Views of Young People**

- 9.8 The Forum was very keen to hear the views of young people aged 19-25 who used employment and training services. A questionnaire was sent to Connexions, HCFE, Catcote Futures, JobCentre Plus and to representatives of local employers, with the results being presented at the meeting of the Forum on 8 December 2011.
- 9.9 The results identified that the services that had been utilised included, Jobcentre Plus, HCFE, work programme providers, VCS providers including Wharton Annex and Pathways. The majority of those who responded used the Connexions and Catcote Futures services. Most had found the information they were given either very or fairly useful, with just under two thirds feeling that the employment and training services had helped them move closer to finding a suitable training course or employment.
- 9.10 The positive outcomes achieved include learning new skills, increased confidence and making new friends, though there was disappointment at a lack of available opportunities and some respondents felt that there had been no change in their circumstances.
- 9.11 The results from students at Catcote Futures highlighted that they would like more time at college and to have the same opportunities as everyone else. Another respondent felt there should be more opportunities for those aged 19 and over.

### **10 CURRENT AND FUTURE PRESSURES AND OPPORTUNITIES AND HOW SERVICES COULD BE PROVIDED GOING FORWARD**

- 10.1 The Regeneration and Planning Services Scrutiny Forum gathered evidence regarding current and future pressures and opportunities and how employment and training services for young people aged 19-25 could be provided going forward. Information considered by Members is as follows:-

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

- 10.2 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 29 September 2011 the Forum was advised of the potential emerging provision for training and employment opportunities by the Economic Development Manager and the Employment Development Officer. These include:-

#### ***Emerging Funding Opportunities***

##### Innovation Fund

Up to £30 million over a period of three years for social investment projects, paid on an outcome funded basis. The purpose of the Innovation Fund is to improve employment prospects for young people by:

- Supporting disadvantaged 14-17 year olds to participate and succeed in education or training in order to achieve better employment outcomes; and;
- Providing interventions and support which help to deliver improved employment outcomes for young people aged 18 and over.

#### Flexible Support Fund

£1.8 million of Flexible Support Funding will be available from JCP for the Durham and Tees Valley JCP district. This funding will be used as a strategic catalyst to stimulate, encourage or engage with effective local partnerships to develop and implement solutions to improve employment outcomes. Economic Development is working closely with JCP to ensure that Hartlepool's partners can bid for this funding and design programmes which add value to existing provision.

#### European Social Fund (ESF) Support for Families

A £200 million DWP/ESF programme that will identify families from workless households who have particular barriers to employment. £15 million of ESF will be available for the North East over the next three years to target vulnerable families. Over the next three years, there is the potential to support between 600 to 900 adults onto this programme, which includes 19-25 year olds from workless households. The Wise Group has now been confirmed as the prime provider and Shaw Trust and the Council are subcontractors who will deliver on their behalf. Over the next three years, both subcontractors will deliver 50% of the contract, with a total of 655 eligible customers registering onto the programme. Each customer will be provided with significant support services to help them into employment and there is a target of supporting 80% of customers to complete a pre-employability programme and 25% to enter into work.

#### Skills Funding Agency (SFA) Access to Apprenticeships

In May 2011 the government announced a new Access to Apprenticeship programme which is currently out to tender and will provide help and support for young people aged 16-24 who need the extra boost in moving into employment as an apprentice. However, there will be no new money to deliver the programme after this financial year and apprenticeship budgets will need to be used to deliver it in the future.

In addition, the SFA's new commissioned ESF provision 'Skills Support for the Unemployed and Apprenticeship Support to Employers' which offers additional funding to support unemployed people and enable SMEs to help support candidates through an apprenticeship. This will take the form of two grant payments up to a maximum of £2,500 for every new Apprenticeship start.

- 10.3 The Forum were also advised that gaining enterprise zone status, access to the regional growth fund and the emergence of the off shore wind market were potential areas that would benefit the employment situation in Hartlepool.

### ***Emerging Employment Opportunities***

- 10.4 Members were informed by the Economic Development Team that government has already commenced sweeping reforms that will support private sector investment, the development of higher level skills and to re-balance the economy through policies and initiatives that will allow the right conditions to create new jobs, such as Regional Growth Fund and Enterprise Zone.

#### The Regional Growth Fund (RGF)

- 10.5 The Forum learned that the RGF is a £1 billion competitive grant fund operating across England which was introduced in 2011 to support projects and programmes that lever private sector investment, creating economic growth and sustainable employment. It aims to particularly help those areas and communities currently dependent on the public sector to make the transition to sustainable private sector-led growth and prosperity. The Tees Valley Local Enterprise Partnership (LEP) has submitted a sub-regional 'projects and programmes package' application to the government under Round 2 of RGF which could create significant job opportunities across the Tees Valley. Alongside this, there were five submissions from Hartlepool companies from Round 2.

#### Enterprise Zones

- 10.6 Members heard that In the Chancellor's 2011 Budget, Tees Valley was announced as being one of 11 areas in the UK awarded 'Enterprise Zone' status. The purpose of the Enterprise Zone (EZ) is to stimulate business and job growth in the private sector by creating the right environment for business expansion. The support available for businesses will include business rate discount sites and enhanced capital allowance sites.
- 10.7 After negotiating with the government, the Tees Valley Local Enterprise LEP has now confirmed the 12 sites across the Tees Valley that will benefit from EZ status. For Hartlepool, these sites are Queens Meadow Business Park, Hartlepool Port Estates and a LEP funded EZ at Oakesway Business Park. This new initiative has the very real potential of driving Hartlepool to becoming a hub for wind energy development with estimated job creation of up to 2,000 to 3,000 jobs in the long term (both directly and from within the supply chain).
- 10.8 In addition, new jobs will be created within the in line with the Government's 'New Industries, New Jobs' strategy,<sup>1</sup> there are still significant opportunities to create new jobs through investment in areas such as renewable energy, green energy, advanced manufacturing and composites. Hartlepool is well placed to take maximum advantage of these markets through existing

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<sup>1</sup> 'New Industries, New Jobs' - Department for Business Innovation & Skills April 2009



infrastructures and specialisms in areas such as manufacturing and recycling.

- **Nuclear:** Hartlepool has been identified as one of the eight potential sites where the next generation nuclear reactors are to be built. There is also the decommissioning of the existing power station that has recently had a 5 year extension until 2019. If Hartlepool is chosen as the site of a newbuild nuclear plant a new power station would employ approximately 450 people over 70 years and during the five year construction period require up to 3,000 staff.
- **Low Carbon Economy/Offshore Wind:** One of the commitments of the Government's National Infrastructure Plan 2010 is to invest £1bn in the low carbon economy and in particular offshore wind generation. In 2010, licences were granted for 9 offshore wind zones in the UK – the closest to Hartlepool being Dogger Bank. As a consequence, prime seafront land with deep water access has been identified as suitable for use by the emerging offshore wind sector at both Hartlepool Docks and Able Seaton Port.
- **High Value Added Engineering:** Engineering is an important employer in Hartlepool with around 1700 people employed in a variety of disciplines, including offshore industries and energy. Hartlepool is well-placed to take advantage of the emerging markets above.
- **Knowledge Intensive Business Services:** Hartlepool currently has a low proportion of employment across this sector. Physical developments in the further and higher education establishments, including the new College of Further Education and the expansion of Cleveland College of Art and Design, together with the extension to the Hartlepool Innovation Centre are anticipated to provide the platform for growth in areas such as digital media, knowledge economy, professional services and business outsourcing.
- **Process and Chemicals:** Hartlepool has a traditional expertise in the process industry, which has been relatively unaffected by the economic downturn. Specialist businesses in Hartlepool are well placed to exploit the emerging markets of carbon capture and storage, biotechnology including bio fuels, waste and resources, marine decommissioning and fabrication.
- **The Visitor Economy:** The visitor economy in Hartlepool has seen continued growth since the development of the tourism infrastructure in the mid 1990s. The recent recession and economic downturn has had a mixed impact on the Hospitality and Tourism sector within Hartlepool. Predominantly, a lack of consumer confidence in the economy and reduced disposable income has led to a high number of businesses being financially affected. However, the downturn in the economy also provides much needed opportunities for Hartlepool to be a destination for the day visitor market. This is due to adults and families reducing

their holiday budgets and choosing breaks in the UK rather than travelling abroad. The tourism market has significant economic importance to Hartlepool and is worth £50 million to the area each year.

### **The Youth Contract**

- 10.9 A number of organisations who gave evidence to the Forum, including Avanta and Hartlepool College of Further Education described the opportunities the Youth Programme may provide for 19-25 year olds and potential employers.
- 10.10 At the meeting of the Forum on 8 December 2011 Members received evidence from Avanta, a prime of the DWP Work Programme. The Forum learned that two weeks prior to the meeting a 'Youth Contract' had been announced by the Government to tackle youth unemployment. The details of the package were sparse as yet but it was known that the extra support would be available from April 2012, and was worth almost £1billion over three years. The package includes the following;
- Cash incentives to employers worth up to £2,275 each for 160,000 18-24 year-olds that are recruited by employers through the Work Programme. This covers an employer's National Insurance contributions for a year;
  - An extra 250,000 Work Experience or Sector-Based Work Academy places over the next three years, taking the total to 100,000 a year. This will come with an offer of a Work Experience place for every 18 or 19 year-old who wants one, before they enter the Work Programme;
  - At least 20,000 extra incentive payments for employers to take on young people as apprentices;
  - Extra time for JSA claimants, 3 months into their claim to discuss their options with a Jobcentre Plus adviser, and weekly, rather than fortnightly, signing-on meetings from 5 months into their claim;
  - All 18-24 year olds participating in the Work Programme will be eligible for the wage incentive.
  - DWP are also announcing a new £150m programme to provide support to the most vulnerable 16-17 year olds not in education or employment, from 2012. This will provide support to help them to get back into education, an Apprenticeship or a job with training.
- 10.11 Members raised concerns that young people were not work ready and had no role models to look up to as they could be from a family of third or fourth generation of worklessness.
- 10.12 The representatives from Avanta recognised this and the amount of work that needed to be undertaken with some people on the work programme,

they would await further details of the Youth Contract but would welcome approaches from the VCS in Hartlepool to help deliver this and the current work programme, as the support of local organisations was essential.

- 10.13 At the meeting of the Forum on 19 January 2012 the Assistant Principal of Hartlepool College of Further Education advised Members that rules on those on benefits working more than 16 hours per week were being relaxed to allow unemployed people to participate in a 2-8 week work placement whilst claiming job seekers allowance.
- 10.14 The representatives from Hartlepool College of Further Education, felt that the best way to promote the Youth Contract to employers was by local providers working in partnership with each other and the Economic Development Team from Hartlepool Council. Members supported partnership working to ensure as many employers to sign up to the scheme as possible.

### **Evidence from Local Service Providers and Employers**

- 10.15 At the meeting of the Forum on 8 December 2011 Members discussed the way forward for employment and training opportunities and service provision with representatives of local service providers and employers. The following were suggested:-
- Primary schools should target learning through literacy and numeracy to ensure there was a decent standard of education for young people;
  - Employers who attended felt that there should be a return to programme led apprenticeships as opposed to employer led;
  - Aspirations of schools should be increased to ensure they focus on what young people can achieve;
  - The issue of providing funding up front for the provision of training and support as part of the Avanta work programme be re-examined to enable more local community and voluntary sector organisations to participate;
  - There appeared to be a demand for community programmes especially for individuals with no work experience;
  - A better understanding of the employers' and individuals' needs and requirements in order to match these appropriately and ensure synergy;
  - The importance of careers events in schools was emphasised, including the involvement of local organisations, companies and training providers. This could be facilitated by the Council.
- 10.16 Members supported the potential development of careers events, or an expansion of the current provision, in partnership with local employers, service providers and Connexions, aimed at schools and sixth form college leavers, to promote the types of careers available with local employers and also the routes to access potential opportunities.

**Evidence from Hartlepool College of Further Education**

- 10.17 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 19 January 2012, Members found of interest that the College were leaders in the supply of adult apprenticeships for property services (i.e. Estate Agency) and that this sector preferred older apprentices with the majority being over 19.
- 10.18 The Forum noted that the College works with a vast number of partners in business and the business development officer regularly meets with organisations and works extremely hard to constantly forge links with new businesses and employers which ensures apprenticeship students are well placed to make the most of any opportunities that arise.
- 10.19 The College has recently been working with the NHS and the Power Station and is looking to tailor future programmes towards the potential development of the energy industry in the area (subject to the types of industries which may locate to the enterprise zone).
- 10.20 Representatives from Hartlepool College of Further Education advised the Forum that the College is actively engaged with most sector skills councils which enables them to take advantage of any employment and training opportunities. The College is also engaged with the national skills academies to facilitate discussions with and take on board the views of employers, who have raised issues such as the balance between the theory and practical elements of apprenticeship frameworks and the disparity that can exist between the frameworks. The College is currently working to ensure consistency between all apprenticeship frameworks.
- 10.21 Members were informed that the College was the only college in the North East who is a member of the National Skills Academy's nuclear, manufacturing, process industries and environmental technologies, and that it acts as a hub for all enquiries.
- 10.22 The Forum were made aware that in Germany 80% of school leavers progresses to advanced apprenticeships (level 3) and to be able to compete internationally the UK needed to attract high performing school leavers to take up apprenticeships, though this may be helped by the increase in the cost of university fees.
- 10.23 The College has set up a sector based work academy for the manufacturing industry, to train people in hand skills required for particular manufacturing roles, as employers identified that this was an areas where they had difficulty recruiting workers. Since this was set up in November 2011 400 people have been through the course and 200 obtained seasonal employment. The College has also worked with BHS and Husqvarna to provide the right skills to their employees and hopes to continue these initiatives where skills shortages are identified by employers into the future.

## 11 CONCLUSIONS

### 11.1 The Regeneration and Planning Services Scrutiny Forum concluded that:-

- (a) There were a number of employment and training service providers within Hartlepool able to provide advice and guidance to young people aged 19-25, however the transfer of data and communication between these organisations could, on occasion, be improved;
- (b) Voluntary and community sector organisations were unlikely to be able to facilitate work experience placements as identified by JCP and prime providers, due to cuts in funding;
- (c) There were opportunities for voluntary and community sector organisations to provide specialist services on demand rather than a results driven basis, to the prime providers of the work programme;
- (d) Local employers were concerned about their ability to access schools to promote the careers they had on offer, and the types of qualifications required to meet the demand of the employers;
- (e) Evidence indicated that some local employers preferred the previous Apprenticeship programme rather than employment led Apprenticeships;
- (f) There were a number of opportunities to develop new industries within the Tees Valley in the near future, and service providers were developing their offers to be able to take advantage of these potential opportunities;
- (g) There was a need to promote the youth contract and Apprenticeship opportunities to local employers (particularly small companies) who may not be aware of potential funding and benefits available;
- (h) Connexions was providing a very valuable service to 19-25 year olds within Hartlepool in a number of areas, in addition to employment and training advice;
- (i) The Social Return on Investment tool was a very useful way of gaining an understanding of the overall value of a service. Going forward the completion of social return on investment exercises was best carried out by officers with knowledge of internal service areas and the SROI process, the basis for this being that a detailed background knowledge and understanding of the service would enable accurate results to be obtained over a shorter time period and would ensure reliance could be placed on the outcome of the exercise by Members. However, the option to undertake site visits should still be afforded to Members where this would be beneficial to obtaining a greater understanding of the service under review.

## 12 RECOMMENDATIONS

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

- (a) That Hartlepool Borough Council liaise with prime providers of the Work Programme to:-
  - (i) ensure prime provider offers are developed which meet local employer needs;
  - (ii) assist Avanta in engaging with the Department of Work and Pensions (DWP) to share data regarding the success of the Work Programme within Hartlepool; and
  - (iii) develop a process to ensure the dissemination of information in relation to the success of the DWP Work Programme in Hartlepool to the Council and the Regeneration and Planning Services Scrutiny Forum, once available.
- (b) That Hartlepool Borough Council facilitate meetings between prime providers of the DWP Work Programmes and third sector providers to:-
  - (i) Promote the specialist support services local organisations are able to provide as sub-contractors; and
  - (ii) Explore options to provide specialist services 'on demand'.
- (c) That the development of a process to hold careers events aimed at schools and sixth form college leavers to promote the types of careers available with local employers and also the routes to access potential opportunities, is explored with local service providers, employers and Connexions;
- (d) That ways of re-invigorating the partnership between Connexions and Job Centre Plus in Hartlepool be explored to ensure consent to share forms are completed and data shared, where possible and in accordance with the data protection act;
- (e) That during the development of skills based training programmes Adult Education and Economic Development liaise to ensure that maximum benefit is achieved for the economic wellbeing of the town;
- (f) That the Economic Development Team works in partnership with prime providers, local suppliers of employment and training services and the Economic Regeneration Forum to promote the Youth Contract, the National Apprenticeship Service and the benefits of employing apprentices to employers;
- (g) That the use of the Social Return on Investment model is explored:-

- (i) as part of the budget process to provide Members with qualitative data upon which to make decisions;
- (ii) to assist in shaping the future of service delivery by evaluating current service provision and gaining a better understanding of the value services users place on the outcomes delivered.

## **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:

Caron Auckland – Hartlepool Working Solutions  
Maggie Heaps – Adult Education Co-ordinator  
John Mennear – Assistant Director Community Services  
Mark Smith - Head of Integrated Youth Support Services  
James Sinclair – Connexions Team Manager  
Antony Steinberg – Economic Development Manager  
Patrick Wilson – Employment Development Officer

### External Representatives:

Christina Blaney – JobCentre Plus  
Greame Cadas – JobCentre Plus  
Craig Drummond – Avanta  
Graham Hubbard – Redcar and Cleveland Council  
Barry Hockborn – Nacro  
Jan Hollis – Hartlepool Carers  
Tracy Jefferies – Hartlepool Carers  
Paul Marshall – Hartlepool College of Further Education  
Rachel Murphy – Avanta  
David Scrafton – Heerema  
Alan Sheppard – North Tees and Hartlepool NHS Foundation Trust  
Andrew Steel – Hartlepool College of Further Education  
Steve Summers – Caparo Forging  
Anne White – J&B Recycling

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

**March 2012**

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## **BACKGROUND PAPERS**

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

- (i) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Employment and Training Opportunities for 19-25 Year Olds – Scoping Report’ presented to the Regeneration and Planning Services Scrutiny Forum of 1 September 2011.
- (ii) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Employment and Training Opportunities for 19-25 Year Olds – Setting the Scene – Covering Report’ presented to the Regeneration and Planning Services Scrutiny Forum of 1 September 2011.
- (iii) Presentation of the Economic Development Manager and the Employment Development Officer ‘Employment and Training Opportunities for 19-25 Year Olds’ presented to the Regeneration and Planning Services Scrutiny Forum on 1 September 2011.
- (iv) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Employment and Training Opportunities for Young Adults Aged 19-25 — Evidence from Hartlepool Borough Council Economic Development Team – Covering Report’ presented to the Regeneration and Planning Services Scrutiny Forum of 29 September 2011.
- (v) Report of the Economic Development Manager entitled ‘Employment and Training Opportunities for 19-25 Year presented to the Regeneration and Planning Services Scrutiny Forum of 29 September 2011.
- (vi) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Employment and Training Opportunities for Young Adults Aged 19-25 — Evidence from Hartlepool Borough Council Integrated Youth Support Services – Covering Report’ presented to the Regeneration and Planning Services Scrutiny Forum of 29 September 2011.
- (vii) Presentation by the Head of Integrated Youth Support Services ‘Youth Support for 19-25 Year Olds’ presented to the Regeneration and Planning Services Scrutiny Forum of 29 September 2011.
- (viii) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Employment and Training Opportunities for Young Adults Aged 19-25 — Evidence from Jobcentre Plus – Covering Report’ presented to the Regeneration and Planning Services Scrutiny Forum of 29 September 2011.
- (ix) Presentation by the Jobseeker Opportunities Manager from Jobcentre Plus entitled ‘Jobcentre Plus – Summer 2011’ presented to the Regeneration and Planning Services Scrutiny Forum of 29 September 2011.
- (x) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Employment and Training Opportunities for Young Adults Aged 19-25 — Update on the Actions from Previous Scrutiny Reports – Covering Report’



- presented to the Regeneration and Planning Services Scrutiny Forum of 29 September 2011.
- (xi) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Employment and Training Opportunities for Young Adults Aged 19-25 — Evidence from Prime Providers – Covering Report' presented to the Regeneration and Planning Services Scrutiny Forum of 8 December 2011.
  - (xii) Presentation by the Regional Manager from Avanta entitled 'Work Programme In the North East' presented to the Regeneration and Planning Services Scrutiny Forum of 8 December 2011.
  - (xiii) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Employment and Training Opportunities for Young People Aged 19-25 — Views of Employment and Training Service Providers and Local Employers – Covering Report' presented to the Regeneration and Planning Services Scrutiny Forum of 8 December 2011.
  - (xiv) Report of the Scrutiny Support Officer entitled 'Mayor's Employment Initiative – Covering Report' presented to the Regeneration and Planning Services Scrutiny Forum of 19 January 2012.
  - (xv) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Employment and Training Opportunities for Young Adults Aged 19-25 — Evidence from North Tees and Hartlepool NHS Foundation Trust – Covering Report' presented to the Regeneration and Planning Services Scrutiny Forum of 19 January 2012.
  - (xvi) Presentation by the Assistant Director of Education and Organisation Development from North Tees and Hartlepool NHS Foundation Trust entitled 'Modern Apprentices' presented to the Regeneration and Planning Services Scrutiny Forum of 19 January 2012.
  - (xvii) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Employment and Training Opportunities for Young Adults Aged 19-25 — Evidence from Hartlepool College of Further Education – Covering Report' presented to the Regeneration and Planning Services Scrutiny Forum of 19 January 2012.
  - (xviii) Presentation by the Assistant Principal and the Business and Workforce Manager from Hartlepool College of Further Education entitled 'Hartlepool College of Further Education' presented to the Regeneration and Planning Services Scrutiny Forum of 19 January 2012.
  - (xix) Report of the Social Return on Investment Focus Group entitled 'Final Report – Social Return on Investment of Connexions Services to 19-25 Year Olds' presented to the Regeneration and Planning Services Scrutiny Forum of 2 February 2012.
  - (xx) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Employment and Training Opportunities for Young Adults Aged 19-25 — Evidence from Redcar and Cleveland Council – Covering Report' presented to the Regeneration and Planning Services Scrutiny Forum of 2 February 2012.
  - (xxi) Presentation by the Lead Employment Advisor from Redcar and Cleveland Council entitled 'Routes to Employment – Youth Unemployment' presented to the Regeneration and Planning Services Scrutiny Forum of 2 January 2012.
  - (xxii) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Employment and Training Opportunities for Young Adults Aged 19-25 — Evidence from the Hartlepool Borough Council Assistant Director of

- Community Services – Covering Report’ presented to the Regeneration and Planning Services Scrutiny Forum of 2 February 2012.
- (xxiii) Presentation by the Assistant Director of Community Services from Hartlepool Borough Council entitled ‘Adult Education Provision’ presented to the Regeneration and Planning Services Scrutiny Forum of 2 January 2012.

**REGENERATION AND PLANNING SERVICES  
SCRUTINY FORUM**

2 February 2012



**Report of:** Social Return on Investment Focus Group

**Subject:** FINAL REPORT – SOCIAL RETURN ON INVESTMENT OF CONNEXIONS SERVICES FOR 19-25 YEAR OLDS

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**1. PURPOSE OF REPORT**

1.1 To present the findings of the Regeneration and Planning Services Scrutiny Forum Social Return on Investment Focus Group following its investigation into the 'Social Return on Investment of Connexions Services for 19-25 Year Olds'.

**2. BACKGROUND INFORMATION**

2.1 During the Regeneration and Planning Services Scrutiny Forums scoping of their investigation into 'Employment and Training Services for 19-25 Year Olds' Members agreed that the concept of 'Social Return on Investment' should be explored as part of the Forum's investigation. In order not to impact on the main investigation, Members agreed that a focus group of the Regeneration and Planning Services Scrutiny Forum would be tasked with looking specifically at the social return on investment for the Connexions service for 19-25 year olds, with the results being taken as evidence by the main scrutiny forum.

**3. SCOPE AND STAKEHOLDERS**

**Background to the Connexions Service**

3.1 The Local Authority Youth Service and Connexions integrated in March 2010. The service leads on strategies to support young people to make a successful post 16 transition to further learning and employment and has responsibility for monitoring progress of the cohort, in addition, the service also supports a number of other key local indicators such as access to positive activities, reducing teenage pregnancy, substance misuse and youth offending.

3.2 The service aims to fulfil its remit via a number of methods including:-

- ensuring that young people have access to a range of positive activities and non-formal learning opportunities tailored to suit their needs by providing better information, advice and guidance to help young people make more informed choices, about learning, raise their aspirations and equip them to make safe and sensible decisions about sexual health and substance misuse;
  - ensuring that young people are engaged in shaping the services they receive and encouraging more young people to volunteer and become involved in their communities;
  - offering more personalised, joined up support for young people who are experiencing difficulties;
  - investing in the workforce to improve the quality and capacity of those working with young people and their families.
- 3.3 The service is delivered by 11 Personal Advisors qualified to a minimum of NVQ Level 4 in Careers Guidance or Information, Advice and Guidance. Connexions offers direct support via a 'One Stop Shop' facility (contained within the Middleton Grange Shopping Centre). It also provides support in schools to prepare for post 16 transition, outreach services provided largely through home visits or via Community Facilities.
- 3.4 The numbers contained within the 13-19 cohort are constantly changing but were 8500 at the start of the investigation. The numbers of 20-25 with Statement of Special Educational Needs equalled 155.
- 3.5 At 18 and beyond many young people choose to receive support via Job Centre plus, in line with their presentation at the Job Centre and the claiming of benefits. Young people are signposted between the two services where appropriate.
- 3.6 Young people aged 18 plus are also entitled to support via Next Steps (the national Adult Guidance Service) and in recent years direct referral to this service via Job Centre Plus has been embedded within national support arrangements. Ongoing support is provided to 19 year olds where this is part of an continuing piece of work. Support is also provided to 19 year olds at the request of local organisations who highlight that the young person will benefit from information, advice, support and guidance.
- 3.7 The majority of Connexions emphasis and resources continues to be focused upon post 16 transition, coordinating the 'September Guarantee' for 16 and 17 year olds to ensure that all Year 11's and Year 12's have a guaranteed place in learning, in line with the forthcoming Raising of the Participation age.
- 3.8 The majority of support for 19-25 year olds would be with the SEN cohort, who would receive support to review and establish their post 16 options including a review in school and supporting the young person's transition plan.

- 3.9 This support includes a complete assessment of post 16 learning needs to support post 16 option choices and identify whether local provision can meet the young persons needs. The service supports young people and their family to complete applications to Independent Specialist Providers (ISP) and also with applications for funding to enable them to attend ISP. Connexions advisors also collate and present detailed information on individual cases, to the Independent Specialist Placement Panel, to allow the panel to make a decision on funding out of area placements.
- 3.10 A designated Personal Adviser is provided to support young people with profound learning difficulties and disabilities and who are accessing special educational services. The service also provides direct support to Hartlepool College of Further Educations “Skills for Working Life” course for those aged 19+.

#### **Type of SROI analysis undertaken**

- 3.11 Social Return on Investment (SROI) is a new approach to measuring social value. SROI is a framework for understanding, measuring and managing a much broader concept of value; it seeks to reduce inequality and environmental degradation and improve wellbeing by incorporating social, environmental and economic costs and benefits.
- 3.12 SROI places a monetary value on social, environmental and economic outcomes to allow them to be compared with the investment made. It measures change in ways that are relevant to the people or organisations that experience and contribute to it, though it should be noted that documentation issued by the Cabinet Office of the Third Sector emphasises the following:
- ‘Organisations work with different stakeholders and will have different judgements when analysing their social return. Consequently, it is not appropriate to compare the social return ratios alone, as social investors will need to consider all of the information produced as part of the SROI analysis. However, an organisation should compare changes in its own social return over time and examine the reasons for changes.’<sup>2</sup>
- 3.13 As part of the scrutiny investigation into ‘Employment and Training Opportunities for Young Adults in Hartlepool Aged 19-25’, the Regeneration and Planning Services Scrutiny Forum determined that a focus group should be tasked with undertaking a SROI analysis of the services provided to 19-25 year olds by Connexions, to determine the social value these services generate.
- 3.14 The overall aim of the exercise was to determine the social value produced by services for 19-25 year old provided by Connexions in order to contribute to the Regeneration and Planning Services Scrutiny Enquiry into training and employment opportunities for young people aged 19 – 25 in Hartlepool.

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<sup>2</sup> A guide to Social Return on Investment – Cabinet Office of the Third Sector (Nicholls et al 2009)

- 3.15 The SROI analysis will form part of the evidence delivered to the Regeneration and Planning Services Scrutiny Forum of Hartlepool Borough Council to assist the Forum in its enquiry into 'Training and Employment Opportunities for Young People Aged 19-25 in Hartlepool'.
- 3.16 At a meeting of the SROI Focus Group on 17 October 2011 Members determined that a forecast SROI analysis should be undertaken (a measure which predicts how social value will be created if the activities meet their intended outcomes). It was determined that this was preferable to an evaluative analysis due to the short timescales involved, and that forecast evaluations ensure that the right data collection systems are in place to perform a full analysis in the future.

### Stakeholders

- 3.17 At the meeting of the SROI Focus Group on 17 October 2011, Members determined the stakeholders in the Connexions Services provided to 19-25 year olds. These were as follows:-

Connexions services 19-25 year olds	
Stakeholder	Reason for Inclusion
Young people who use services	Primary beneficiaries of the service, likely to be experiencing positive outcomes if use of services is successful.
Connexions workers 19-25	Those employed would not otherwise be employed. This is a significant change to their lives.
Hartlepool College of Further Education	Likely to have a number of 19-25 year olds attending courses who may have used the Connexions service as a pathfinder.
Nacro	Partner service provider to the cohort who also engages in the re-habilitation of ex-offenders and teenage pregnancy.
Catcote School	Outreach work carried out by Connexions at the school to engage pupils in the service (advisor placed in the school).
Tees Valley Works	Acts as an umbrella organisation for other service providers, referrals made to this group by Connexions service.
Federation of Small Businesses	Represents local employers likely to take on young people in some form of employment.
Jobcentre Plus	Young people have the opportunity to present at either service, sign post to each other.

- 3.18 Members discussed a number of other stakeholders but determined that these should not to be included. Details of these potential stakeholders are included in section seven 'Audit Trail'.
- 3.19 Members identified young people who were (or who had previously been) involved with the Connexions service as the key stakeholders and agreed to conduct telephone interviews with young people who were currently using the Connexions Service where possible, to engage them in the SROI process.
- 3.20 Members also visited the Connexions offices and 'one stop shop' facility, the Chair of the focus group also undertook a visit to Catcote School where he was able to gather the views of pupils, staff and Connexions workers. Details of the visits to the Connexions building and Catcote School were reported back to the SROI focus group and are attached as **Appendix 2**. As part of this evidence it was noted that some interventions were very lengthy and costly whilst some were short. It was agreed that these would balance out when considered in the SROI process.
- 3.21 As part of the engagement process, questionnaires were drafted for young people, other service providers and local employers. These were distributed as widely as possible to the target groups, with the young people's questionnaire being delivered to Jobcentre Plus, Hartlepool College of Further Education, Connexions One Stop Shop and was also to employers, where possible. All questionnaires were also uploaded to the Council's 'Your Town, Your Say' web based consultation pages.
- 3.22 To engage with other stakeholders, Members attended a meeting of the Regeneration and Planning Services Scrutiny Forum held on 8 December 2011, to which other local service providers such as Nacro, local employers and their representatives were all invited. During this meeting group discussions were undertaken regarding employment and training opportunities for young people aged 19-25 in Hartlepool and what does and does not work well.

#### 4. OUTCOMES AND EVIDENCE

- 4.1 At the meeting of the SROI focus group on 16 December 2011 Members reviewed the stakeholders determined at the previous meeting and identified the intended and unintended changes for each, (for results see **Stage 1** of the Impact Map **Appendix 1**). During this process Members determined that the Federation of Small Businesses should be removed as a stakeholder due to the limited impact the Connexions Service would have on them as a group. Members also recognised that an emerging stakeholder would be the prime providers of the DWP work programme such as Avanta, but that these potential stakeholders did not warrant inclusion in this exercise as the change for them could not be determined as yet.

### Inputs

- 4.2 Young People - The main input identified for young people was their time, in accordance with the current convention in SROI, time spent by beneficiaries on a programme is not given a financial value.
- 4.3 Connexions/Local Authority – Members identified a proportion of the Connexions budget allocated to providing services for 19-25 year olds would be used as the input for this stakeholder.
- 4.4 At the meeting of the Focus Group on 16 December 2011 Members agreed that the method of calculating this proportion of the Connexions budget would be as follows:-

$$\frac{\text{PA day rate x number of days per month allocated to 19-25 cohort}}{\text{Number of sub contacts with 19-25 year olds for month}} = \text{PA rate per 19-25 year old}$$

- 4.5 The focus group agreed that an average of these figures would be taken between April and September 2011 and that this figure would be used to determine the annual cost of providing the service to 19-25 year olds.
- 4.6 Following consideration, Members then determined that a more accurate reflection of the overall cost of the services would be to use the following equation:-

$$\frac{\text{Number of 19-25 years olds as at 1 November 2011}}{\text{Total cohort as at 1 November 2011}} \times \text{Budget for the whole service}$$

- 4.7 Members were in agreement that this would then include the additional costs of lighting, heating etc rather than purely the cost of the interventions.
- 4.8 Following discussions, Members agreed that no other stakeholder contributed to the input column, as they did not directly invest in the Connexions Service.
- 4.9 The calculation for the value of the investment to the Connexions Service using the formula described at 4.6 is as follows:-

$$\frac{1432 \text{ (19-25 year olds)}}{8393 \text{ (total cohort)}} \times \text{£}722,775 = \text{£}123,319$$

### Outputs

- 4.10 Outputs are described as a quantitative summary of an activity. Members determined that outputs for the young people who access services and Connexions/Local Authority would be the number of interventions undertaken by the Connexions Service with 19-25 years olds for the period of 1 month between 1 November 2011 and 1 December 2011, which would then be used as a basis for calculating the annual figure.



- 4.11 Members recognised that some interventions were much more lengthy and therefore more costly than others, however it was felt that given that some interventions were very short the use of this figure would give a balanced level of outputs overall.
- 4.12 Data relating to the remainder of stakeholders was discounted, Members felt that only data relating directly to Connexions outputs could be used to assess the SROI of the service.

### Outcomes

- 4.13 SROI is an outcomes based measurement tool, with regards to describing outcomes for Connexions the focus group agreed to use destinations data collected by Connexions in relation to activities of those young people who had completed compulsory education e.g. in employment or training.
- 4.14 Destinations data is divided into a number of activities, Members raised concerns that not all destinations would be reflected in the data if no young person had fallen in to that category during the period under review, therefore **Appendix 3** has been included to show all possible outcomes.
- 4.15 Members agreed to group potential outcomes into the following headings:-
- Education and training
  - Health
  - Wellbeing
  - Homelessness
  - Carers
- 4.16 The softer outcomes, such as more self-confidence and participating in more social activities, identified from the results of the questionnaires issued to young people were factored in under appropriate headings.
- 4.17 Indicators – These are a way of knowing that change has happened. Members agreed to group the outcomes data into the categories identified at 4.15 and use the Connexions data to determine the numbers attached to each outcome as an indicator, where possible.

Sources – Sources for outcomes data were determined as the responses received to questionnaires and the Connexions outcomes data for the period 1 November 2011 to 1 December 2011.

Quantity – The numbers highlighted by the Connexions outcomes data pro rata for the year. It is recognised that an intervention can have more multiple outcomes so that initial quantity will not equate to the exact same number of outcomes.

Duration - Members agreed to use the length of time attached to a Connexions currency as the duration of the outcome (see **Appendix 4** for details of each currency duration). The minimum timescale for the forecast

SROI was one year to where interventions lasted less than this time the annual figures were included on a pro-rata basis.

Financial Proxy and Values - Members agreed to use the following as values for outcomes:-

Health – details of the cost to the NHS of averting teenage pregnancy and cessation of smoking would be sought as a measure to be allocated 50/50.

Housing – single room rate for people under 25s would be used.

Carers – average carers benefit rate would be used.

Employment – apprenticeship rate plus the single persons benefit rate. Members considered using an element of the disability living allowance in addition to the above criteria, but agreed that this would not be used as the apprenticeship rate and reduction in benefits would act as an average, which would suffice for the purposes of the analysis.

Training – the HCFE student bursary would be used as a standard though it was recognised not all students would get this so it was assumed 25% would receive the bursary, plus the single persons benefit rate.

Wellbeing – the cost of weekly ‘Street Project’ sessions with Families First.

4.18 Members agreed that the source for the financial proxies would be as follows:-

Health – NHS statistics on the cost of averting teenage pregnancy and cost of treating a smokers. This information was obtained through the following sources:

- Teenage pregnancy: University of Sheffield School of Health and Related Research – Modelling the Cost Effectiveness and Young People, Especially Socially Disadvantaged Young People to Use Contraceptives and Contraceptive Services – April 2010
- Smoking: Health Economics Research Group Brunel University, Queens Medical Centre University of Nottingham, London Health Observatory: Building the Economic Case for Tobacco Control, A Toolkit to Estimate the Economic Impact of Tobacco – December 2011

Housing, Carers, Employment – All figures were to be sourced from the DWP benefits figures for 2011/12.

Training – Information supplied by Connexions Manager.

Wellbeing – The cost of weekly sessions ‘Street Project’ sessions. Information obtained directly from Hartlepool Families First.

## 5. IMPACT

5.1 **Deadweight** is a measure of the amount of an activity, which would have occurred even if the activity had not taken place. When analysing Connexions destination data Members were presented with details of the likelihood of young people obtaining the service elsewhere.

5.2 It was determined that where a young person presented at the Connexions building / one stop shop it was likely that they would have presented at an alternative service provider if the Connexions Service were not available. However, where the intervention had been as a result of proactive work by Connexions PAs it was deemed that this intervention would not have occurred anywhere else.

5.3 Members agreed that of those who presented, half would have sought an alternative service provider, resulting in the following deadweight rates:-

Employment – 22 presented directly -  $22/125 \times 100 \times 50\% = 10.8\%$  rounded to 11%.

Training – 5 presented directly -  $5/125 \times 100 \times 50\% = 2\%$

Health – 0

Wellbeing – 0

Carers – 0

5.4 **Displacement** is another component of impact and assess how much of an outcome displace other outcomes. The SROI guide indicates that this does not apply in every case and Members decided that displacement would not be taken into consideration as it was not relevant for the area under review.

5.5 **Attribution** is the assessment of how much of the outcome was caused by the contribution of other organisations or people.

5.6 Members determined that whilst there was joint working with a number of agencies the best indicator was for those aged over 20 years in Catcote School (16 interventions). It was agreed that half of these would have some attribution with other agencies, which was converted to a percentage of the overall interventions  $16/125 \times 100 \times 50\% = 6.5\%$ .

5.7 **Drop off** is the amount of outcome over future years, Members determined that as the longest currency was one year there would be no drop off past this point.

## 6. SOCIAL RETURN CALCULATION

6.1 The Social Return on Investment was calculated as £1.66 per £1 invested, as shown on the impact map (**Appendix 1**). Members recognised that the calculation is based heavily on a number of assumptions which have been listed through each stage of the report and that any alteration in these assumptions would be likely to significantly affect the SROI figure.

- 6.2 Member particularly noted that the number of interventions recorded could be subject to change as no weighting was given to interventions. Certain types of intervention are not recorded by Connexions systems as they are deemed too short, however they still form part of a PAs workload. Alternatively, other interventions would count only once or twice despite involving numerous meetings, officer time and assistance. Members recognised that this would affect the value and cost of an intervention quite significantly.
- 6.3 Another area where the assumptions used could affect the value of the SROI significantly were the financial proxy information. Members were satisfied that the values used were appropriate but recognised that there were a number of differing values that could be used for all categories, particularly employment and training data. Members also recognised that due to the high costs associated with health proxies, any change to these would greatly affect the SROI calculation.

## 7. AUDIT TRAIL

- 7.1 During the SROI process a number of different ideas were discussed for each stage of the process. Details of these are recorded as part of the audit trail of the process.
- 7.2 Stakeholders initially identified at the meeting of the Focus Group on 17 October 2011 but not included, and rationale for this is as follows:-

Excluded stakeholders	Reasons for exclusion
AIMS Consortium	Would be covered by Tees Valley Works as an umbrella organisation
Youth Offending Team	These participants would be picked up via another route such as Nacro and engagement with Connexions was not felt to be a large part of the work of this organisation
WNF Providers 19-25	Would be covered by Tees Valley Works as an umbrella organisation
Adult Education	These participants would be picked up via another route and engagement with Connexions was not felt to be a large part of the work of this organisation
6 <sup>th</sup> Forms & 6 <sup>th</sup> Form Colleges	Unlikely to have a large enough cohort of 19-25 year olds to be considered a major stakeholder
JHP/Springboard	Covers similar but not as wide ranging areas as Nacro, therefore Nacro included to avoid duplication

Prince's Trust	Small number of participants likely to be picked up via another route
Teenage Pregnancy Support Service	These participants would be picked up via another route such as Nacro. Engagement with Connexions was not felt to be a large part of the work of this organisation
Social Care	These participants would be picked up via another route. Engagement with Connexions was not felt to be a large part of the work of this organisation

7.2 Stakeholders discounted following a review by Members of intended and unintended changes at the meeting of the Focus Group of 16 December 2011:-

Federation of Small Businesses – Connexions Services would have a limited impact on them as a group.

7.3 Emerging stakeholders who should be considered for future SROI reviews in this area, identified by Members at the meeting of the Focus Group on 16 December 2011:-

Avanta – Prime Provider of the DWP Work Programme.

7.4 At the meeting of the Focus Group on 16 December 2011, Members agreed that only inputs and data related to young people and the Connexions Service/Local Authority should be considered as part of the SROI analysis, and as such the following stakeholders were not included in the SROI calculation:-

- Hartlepool College of Further Education
- Nacro
- Catcote School
- Tees Valley Works
- Jobcentre Plus

7.5 Evidence submitted from young people as part of the investigation through any of the above stakeholders was counted under 'young people'.

7.6 Members considered several financial proxies for the 'Wellbeing' indicator, the initial suggestion was that a value associated with the social element assigned to a young persons personal budget could be used. However, it was determined that this would be personal to each user and no set figure would be able to be identified. It was then agreed to use the cost of weekly 'Street Project' sessions provided by Families First as these were attended by a number of students from Catcote Futures.

## 8. CONCLUSIONS

8.1 The Regeneration and Planning Services Scrutiny Forum Social Return on Investment Focus Group concluded that:-

- (j) The Social Return on Investment tool was a very useful way of gaining an understanding of the overall value of the Connexions Service for 19-25 year olds and undertaking the review had provided Members with a valuable insight into the service;
- (k) Connexions was providing a very valuable service to 19-25 year olds within Hartlepool in a number of areas, in addition to employment and training advice;
- (l) That the completion of social return on investment exercises was best carried out by officers with knowledge of internal service areas and the SROI process, the basis for this being that a detailed background knowledge and understanding of the service would enable accurate results to be obtained over a shorter time period and would ensure reliance could be placed on the outcome of the exercise by Members. However, the option to undertake site visits should still be afforded to Members where this would be beneficial to obtaining a greater understanding of the service under review.

## 9. RECOMMENDATIONS

9.1 The Regeneration and Planning Services Scrutiny Forum Social Return on Investment Focus Group has explored a wide range of evidence from various sources to assist in the formulation of a balanced range of recommendations. The Focus Group's key recommendations to the Regeneration and Planning Services Scrutiny Forum are as outlined below:-

- (a) Consideration should be given to utilising the Social Return on Investment model as follows:-
  - (iii) as part of the budget process to provide Members with qualitative data upon which to make decisions;
  - (iv) to assist in shaping the future of service delivery by evaluating current service provision and gaining a better understanding of the value services users place on the outcomes delivered.

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## BACKGROUND PAPERS

The following background paper was used in the preparation of this report:-

- (i) Report of the scrutiny support officer entitled 'Social Return on Investment Focus Group – Scoping Report' presented to the Regeneration and Planning Social Return on Investment Focus Group on 17 October 2011.
- (ii) Report and presentation of the scrutiny support officer entitled 'Social Return on Investment' presented to the Regeneration and Planning Social Return on Investment Focus Group on 17 October 2011.
- (iii) Report and presentation of the scrutiny support officer entitled 'Social Return on Investment Stages 2 - 4' presented to the Regeneration and Planning Social Return on Investment Focus Group on 16 December 2011.
- (iv) Report of the scrutiny support officer entitled 'Social Return in Investment Focus Group – Feedback from Connexions and Catcote Futures Visit' presented to the Regeneration and Planning Social Return on Investment Focus Group on 16 December 2011.
- (v) A guide to Social Return on Investment – Cabinet Office of the Third Sector (Nicholls et al 2009)
- (vi) Measuring What Matters – A guide for overview and scrutiny committees about using 'Social Return on Investment' to measure social values (Centre for Public Scrutiny)

Social Return on Investment – The Impact Map

Organisation **Connexions Service For 19-25 Year Olds**

Objectives **Training and Employment Advice & Guidance to Help Find Employment or Training**

Scope **Activity** Primarily advice and guidance on employment and training for for young people **Objective of Activity** To determine the SROI Connexions Services Provided to 19-25 Year olds **Time Period** 1 Year (2011)  
**Contract/Funding/Part of organisation** Local Authority Budget **Purpose of Analysis** To feed into the RPSSF investigation into 'Employment and Training Opportunities for 19-25 year olds' **Forecast or Evaluation** Forecast

Stage 1 Stage 2 Stage 3 Stage 4

Stakeholders	Intended/unintended changes	Inputs		Outputs	The Outcomes	The Outcomes (what changes)							Dead-weight %	Attribution %	Drop Off %	Impact
		Description	Value £			Description	Indicator	Source	Quantity	Duration	Financial proxy	Value £				
Who do we have an effect on? Who has an effect on us?	What do you think will change for them?	What do they invest?		Summary of activity in numbers	How would you describe the change?	How would you measure it?	Where did you get the information from	How much change was there?	How long does it last?	What proxy would you use to value the change?	What is the value of the change?	Where did you get the information from?	What would have happened without the activity?	Who else contributed to the change?	Does the outcome drop off in future years?	Quantity times financial proxy, less deadweight, displacement, and attribution.
Young people who use the services	Dependent on the nature of visit. Key objective of the service is to reduce the NEET figure by providing advice and guidance on training and employment opportunities, however they can also access information in relation to health, housing and finance.	Time	£0	125 interventions x 12 months = 1500 per annum	Employment, Education and Training: accessed IAG which assisted the young person into the role or training course of their choice, reducing the numbers who would otherwise ended up on benefits.	Number of interventions in relation to employment	Connexions data for the period 1 November 2011 to 1 December 2011	16 x 12 = 192	1 year	Apprenticeship rate plus reduction in benefits	2.60 x 37 = 96.20 + £53.45 = £149.65	Direct Gov: DWP Social Security Benefit Up-rating 2011/12	11%	0%	0%	25,572
						Number of interventions in relation to education or training	Connexions data for the period 1 November 2011 to 1 December 2011 and responses to questionnaires	(107 x 12) + 20 = 1304	6 months	HCFE training bursary to be used as a standard plus a reduction in benefits	£30 per week for 25% of students plus reduction in benefits for all = £83.45 for 326 and £53.45 for 978	Connexions Manager	2%	0%	0%	78,433
					Health: accessed IAG in relation to teenage pregnancy, smoking cessation, STIs etc,	Number of interventions in relation to health	Connexions data for the period 1 November 2011 to 1 December 2011	19 x 12 = 228 allocated 50/50 114 pregnancy 114 Smoking cessation	3 months	Cost to NHS of averting teenage pregnancy and smoking	£310 intervention per pregnancy averted £440 per smoker	Pregnancy: University of Sheffield research Smoking: Brunel University and NICE research	0%	0%	0%	85,500
					Wellbeing: as a result being assisted on to an appropriate training course or into employment young people enjoyed more social activities and felt they had great confidence.	Number of interventions in relation to wellbeing	Connexions data for the period 1 November 2011 to 1 December 2011 and responses to questionnaires	(34 x 12) + 16 = 424	3 months	Cost of 'Street Project' session provided by Hartlepool Families First	Approx £11 per session x 2 weekly sessions = £22	Hartlepool Families First	0%	6.50%	0%	8,722
					Homelessness: accessed IAG to assist with housing issues and finance to avoid homelessness.	Number of interventions in relation to homelessness	Connexions data for the period 1 November 2011 to 1 December 2011	6 x 12 = 72	3 months	Single room rate for people under 25	£53.45	Direct Gov: DWP Social Security Benefit Up-rating 2011/12	0%	0%	0%	3,848
					Carers (not teenage parents as they are included in wellbeing)	Number of interventions in relation to carers	Connexions data for the period 1 November 2011 to 1 December 2011	4 x 12 = 48	3 months	Average carers benefit	£55.55	Direct Gov: DWP Social Security Benefit Up-rating 2011/12	0%	0%	0%	2,666
Connexions/Local Authority	A reduction in NEET young people, plus assistance with health, housing and finance issues.	Proportion of Connexions budget allocated to 19-25 year olds	£123,319		Material outcomes are for young people and have been considered above.											

Total 204,742  
Social Return per £1 **£1.66**



**REGENERATION AND PLANNING SERVICES  
SCRUTINY FORUM SOCIAL RETURN ON  
INVESTMENT FOCUS GROUP**

16 December 2011



**Report of:** Scrutiny Support Officer

**Subject:** SOCIAL RETURN ON INVESTMENT FOCUS GROUP – FEEDBACK FROM CONNEXIONS AND CATCOTE FUTURES VISIT

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**1. PURPOSE OF REPORT**

1.1 The purpose of this report is to provide Members of the Social Return on Investment Focus Group with details of the visit to the Connexions offices and a visit by the Chair of the focus group to Catcote Futures.

**2. BACKGROUND INFORMATION**

**Catcote Visit**

- 2.1 The Chair of the Social Return on Investment Focus Group, visited Catcote Futures based at Catcote School to shadow the Connexions on site personal advisor and engage with pupils, to determine the value they place on the Connexions service.
- 2.2 The Catcote site offers educational and vocational facilities for young people up to the age of 25 with special educational needs, known as 'Cadcote Futures'. Facilities include a kitchen, beauty salon, horticultural area and café, in addition to traditional learning environments, to allow pupils the freedom to pursue a range of activities.
- 2.3 There are currently 215 young people in the 19-25 Connexions special educational need cohort, 37 of which attend Catcote, 30 attend the skills for working life course at Hartlepool College of Further Education, with the remainder in other destinations.
- 2.4 Catcote has an onsite Connexions personal advisor (PA) 2 days per week. Over the period of a month the advisor spends on average 1 day with the post 19 cohort (they will respond to need if required) and the remaining 7 days per month with the 13-18 cohort and the pupils attending the on site pupil referral unit (BESD). All schools were offered the opportunity to purchase more advisor time at the beginning of the academic year, but this was declined due a lack to funding.

- 2.5 The services provided to the 19+ cohort at Catcote include the following:-
- Assistance with producing applications for personal budgets;
  - Attending a young persons annual reviews (what they are doing/how they feel it is going/is it suitable etc);
  - Linking in with other agencies such as social care;
  - Liaising with the young persons family and / or their carer;
  - Attending group sessions once the young person is in Catcote (provide information about what is available, show the one stop shop etc).
- 2.6 Initially prior to attending Catcote, the young person is assisted with the choices available to them aged 19. The service promotes young people making their own choices and some young people opt to attend alternative provision and are still overseen by the SEN PA. Due to the current funding situation, there is a much-reduced presence in alternative provision. The PA will follow the young people up in line with currency guidelines however, young people who contact the PA will be offered an immediate service.
- 2.7 Other options available to SEN young people include:
- Attending another training provider (such as Nacro, JHP, Springboard etc);
  - Further Education- Skills for Working Life HCFE (CCAD etc);
  - Sixth Form environment (with support)(H6FC, EM6FC)
  - Employment (with support)- \*some SEN young people can sustain employment with limited support
  - Out of area provision.
- 2.8 In all cases where a SEN young person is moving provider (e.g. Catcote to English Martyrs) a Section 139a-c assessment is updated/completed by a PA.
- 2.9 Where the young person has received a statement of special educational need this ceases post 19. In cases where it is beneficial for the young person to have a detailed statement of their needs post 19 a section 139A notice is drafted by the PA and passed to the College (or wherever the young person is moving to) to advise them of the support needs of the young person. The original SEN, information from the young person, their carers, social workers and parents is all collated when drafting the S139A. At the moment, it is very rare for a young person with higher level needs to go into employment.
- 2.10 The PA works with the social worker (and others working closely with the young person) to look at the opportunities open to that young person, with the social workers looking into what the young person's personal budget could buy.

- 2.11 If the young person decides they would like to remain at Catcote to attend Catcote Futures the student registers with HCFE as a post 19 student, with the curriculum being delivered within the Catcote Setting. HCFE determine the accreditation that drives the activities available and in some instances restricts what the students can study. The PA is not required to complete S139a-c assessment as Catcote are aware of support needs.
- 2.12 When young people decide to go into Foundation Learning with recognised training providers from the Hartlepool Partnership, due to changes in government legislation (Entry 2 Employment to Foundation Learning) the provider is no longer required to involve the Connexions service in the review process. A PA will continue to follow the young person yet may not be invited to their annual review.

#### Independent Specialist Provision

- 2.13 A recent change to the service for placements out of the area is that a PA from the local authority paying for the care must attend the young person's annual learning reviews. Previously all 19+ young people who attended Catcote regardless of residency were able to access the services provided by the PA, who was therefore able to attend all learning reviews being undertaken with young people within Catcote. Currently those who reside out of the area must have a PA from that area present; this was introduced as the cost of placing young people outside of their local authority area is far greater than a placement with the local authority area, particularly for those with autistic spectrum disorders. This is known as Independent Specialist Provision (ISP).
- 2.14 A PA from the young persons local authority needs to attend the training review to ensure the placement they are receiving is the most appropriate provision for them and also constitutes value for money for the Local Authority, if the same service could be provided within Hartlepool the Local Authority are unlikely to continue the out of area placement.
- 2.15 An ISP panel has recently been formed in Hartlepool to review all applications for placements out of the area. This consists of the Assistant Director of Performance and Achievement, the Social Care Team Manager, the Special Educational Needs Manager and others. There are other factors to consider with out of area placements, such as transport, health and social care, all of which will need to be funded. The PA will prepare background paper work involving the young person, their family, carers, social worker etc to submit to the panel to enable them to make an informed decision, this will also include details of any local provision the young person could access.
- 2.16 The Transitions Operations Group (TOG) meets bi-monthly and is currently chaired by the Integrated Youth Support Service (IYSS - Connexions). The TOG brings together agencies including health, social care, children services and adult services. One of the key objectives of the group is to forecast the young people for whom the Local Authority may have to fund alternative provision (e.g. ISP).

- 2.17 Catcote is likely to have 40+ college aged students in the next academic year, and already has a waiting list of pupils who wish to access the unit from other Tees Valley authorities, but due to current space limits the unit is not able to accommodate these requests. The unit is also unable to accommodate certain autistic spectrum disorder (ASD) cases, these young people currently attend the ESPA facility in Middlesbrough.

**Student views:**

Jessica: Likes the post 19 education, she enjoys learning signing, working in the coffee shop and undertaking a Duke of Edinburgh Award in Horticulture. Jessica also like the hair and beauty course and would like to do more art. Jessica felt the course was what she expected.

Graham: Works in the coffee shop and has a placement in Café 177, he would love to do more cooking and would like more opportunities to do both ideally more work in Café 177 with training. Graham has also achieved independent travel to and from his job at Café 177.

Graham said all the students wanted a normal life and access to society but this was difficult as attending mainstream youth clubs etc required a care worker to attend with them, which immediately singled them out as different.

Emma: Emma would like the older students to have their own space and be a proper college. Emma joined from a school in Stockton as Catcote offered the courses she wanted.

Kirsty: Would like a bigger room and feels they deserve the same amount of space as able bodied students.

Karen: Travels from out of town and doesn't go out after school as there is nothing in her area. Transport is a problem.

Antony: Loves the horticulture the school does and also drama.

- 2.18 The students felt the PA should come in more often as she helps them and can talk to their mum and dad about things they would like to do and where they would like to be in their careers. It was difficult to find out what was out there and who should be providing the support, the PA helps with this, rather than them just attending the skills for working life course at the college and being 'stuck on that course'. The PA provides students with the choices available to them.

- 2.19 For staff, access to someone who knows the systems and different routes to access funding is invaluable.

- 2.20 The PA assigned to Catcote feels that they can only scratch the surface in the time available, especially given the time currently spent with the BESD leavers (the on site unit for permanently excluded pupils), some young people get very little service.
- 2.21 Once students reach 25 they leave the Catcote setting, all still have a social worker but they then move into adult social care and are able to use their personal budget to buy the services they require. Some ex-students use their personal budget to buy support to come back to Catcote and work within a vocational area.
- 2.22 The overriding theme of the visit was that the staff and students felt that they had a lot of potential and a vision for a 'learning village', which was hampered by the space and facilities currently available. More space would allow further development of the activities available and potentially an ASD unit and on site nurse for the 19+ cohort. Staff also felt that there was an income generation opportunity due to the waiting lists for places for out of town waiting pupils. This feedback is not in the scope for the social return on investment investigation into Connexions Services for the 19+ cohort, however this may be something Members wish to consider in the future.

### **Connexions Visit**

- 2.23 Members of the focus group visited the Connexions building to receive a brief talk regarding the service and to conduct some telephone interviews with Connexions users.

### **Management Information**

- 2.24 Connexions management information is collected for all meaningful contacts (termed interventions) PAs have with young people aged 16-19. Young People are prioritised into one of three tiers of support.

**Tier 1** Young people are linked to specialist services (such as Youth Offending) and may be NEET. They require intensive support;

**Tier 2** NEET but looking for a positive destination does not require intensive support;

**Tier 3** In a positive destination.

- 2.25 The recording of the intervention figures does not include the tier level of the intervention or meetings attended by the PA on behalf of the young person (for example a personal review). As referred to earlier the PA must attend out of area reviews for young people who reside in Hartlepool, this will count as one intervention, however there can be significant travelling and preparation time associated with such a meeting. Group work also is not included as an intervention.

2.26 Connexions utilise 16 data sheets that are reported internally on a monthly basis. These show the contact the PAs have with the young people using the Connexions service and run from April to March. Examples of the data captured are shown below.

2.27 Figures between 1-16 November 2011 are as follows:-

#### Number of interventions

Type of Intervention	Completed Compulsory Education Age		
	Up to 18	19+	Total
One to one personal contact	106	25	131
Telephone	52	38	90
E-mail/letter/text	4	5	9
<b>Total Interviews</b>	<b>162</b>	<b>68</b>	<b>230</b>

#### Number of young people receiving an intervention

Type of Intervention	Completed Compulsory Education Age		
	Up to 18	19+	Total
One to one personal contact	84	21	105
Telephone	48	36	84
E-mail/letter/text	4	4	8
<b>Total Interviews</b>	<b>136</b>	<b>61</b>	<b>197</b>

2.28 During this time there were 9 advisors working, with 12 working days in the time period.

2.29 The Connexions database is a Tees Valley wide database hosted by Stockton Council. The data collection and recording is specified by the Department for Education in February of each year. Young people aged 20 (who are not classed as SEN) are archived off the system each year as Connexions has no responsibility to track them.

#### Government Reporting

2.30 The Government no longer sets targets for the number or percentage of NEETS etc; targets for all groups are now set locally and are approved by the Assistant Director of Performance and Achievement.

2.31 However, two key pieces of information are reported to Central Government on an annual basis. The first is termed the 'annual activity survey' and is a snapshot taken on 1<sup>st</sup> November. This shows the destinations of young people aged 16 who left school the previous July.

2.32 The second piece of information recorded is the NEET figure for the town. NEET figures are taken on 30 November, 31<sup>st</sup> December and 31<sup>st</sup> January and an average used to determine the overall reported NEET figure. An adjustment is made to the NEET figure to incorporate a certain percentage of the 'not known' figure as it is likely that if some of the 'not known's' were previously NEET they still will be. The 'not known' figure comprises of young people whose destination the PAs have been unable to establish.

- 2.33 Previously the government set a target of 2-3% 'not knowns', since the Coalition Government came to power this target is no longer used, however 'not knowns' are still tracked as not only do 'not knowns' affect the NEET figures (through the adjusted calculation), but there is a risk that young people are unaware of the services available to them. The NEET figure includes teenage pregnancy, illness and custodial sentence cases.

#### **Changes to calculations**

- 2.34 Previously, once a young person reached 19 they were removed from the recorded figures. Now the calculations use academic years, so those who are 19 are still included for a certain period of time, this makes targets more difficult to achieve.
- 2.35 Another change is to the recording of the educational base, previously if a young person was studying in Hartlepool this counted towards Hartlepool's positive destination figures and Hartlepool was a net importer. Figures are now based on residency and as a result, the number of positive destinations has fallen.
- 2.36 As previously the NEET target is set internally and agreed by the Assistant Director of Performance and Achievement. The 2011/12 target has been set at 8% up from 7.4% in 2010/11 to take in to account the reasons detailed above and the fact that educational maintenance allowances have been scrapped, resulting in some young people no longer being able to afford to go to, or remain at college and the reduction in staffing following budget cuts in 2010-11.

#### **Service provision**

- 2.37 Connexions resources are targeted to year 12,13 & 14 pupils (ages 16-18 years) as these are the cohort many of the Connexions targets refer to, those aged 19 plus can access universal services such as the job centre.
- 2.38 There was an agreement with Jobcentre Plus regarding consent to share information that would provide Connexions with more information surrounding the destinations of young people within Hartlepool. In practice, this is difficult to obtain as the relationship Connexions have is with JCP in Stockton, not Hartlepool, to obtain these forms. Connexions have identified a need to work in closer collaboration with Hartlepool Jobcentre to promote the completion of the consent to share forms with JCP advisors.
- 2.39 Each young person is identified as being in a destination (work, training, unemployed etc) and each destination has a 'currency' attached to it, which determined how often the young person has to be contacted. For example, a NEET young person would need to be contacted within 3 months, but a full-time employed young person would not need to be contacted for 1 year. If the young employed person lost their job after a few weeks but did not re-

present at Connexions they would not be contacted for 1 year as the service would not know that their circumstances had changed.

- 2.40 The destinations can be updated at any time once it has been established a young persons circumstances have changed. If a young person becomes 'not known', (their currency lapses and Connexions are unable to contact them) PAs will continue to try to locate the young person and determine their destination. Connexions used to be provided with UCAS lists which helped to identify those students that had gone on to higher education, these lists are no longer received and the PAs now need to contact each college leaver to determine their destination. This affects the destination status of over a 1000 young people every October.
- 2.41 It is recognised that young people need appropriate advice and guidance to move to a positive destination that is right for them, to ensure they don't drop out after a couple of weeks. Inappropriate advice may put them off re-engaging with services in the future.

### **3. RECOMMENDATIONS**

- 3.1 That Members of the Forum consider the content of the report in relation to their ongoing work into the social return on investment for the Connexions Service for 19-25 year olds.

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### **BACKGROUND PAPERS**

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



## Potential Destination Categories of those who have completed Compulsory Education

### In Education Employment of Training

#### In education, post Year 11

- School Sixth Form
- Sixth Form College
- Further Education
- Higher Education
- Part time Education
- Gap Year students
- Other Post 16 Education

#### Employment

- Employment funded through GST
- Employment with training to NVQ 2 or above
- Employment without training to NVQ 2
- Employment with locally recognised training
- Temporary employment
- Part Time Employment

#### Training

- Foundation Learning/E2E training
- Other YPLA funded training
- Other GST (eg, LA, VCS or ESF funded provision)
- Training derived through the Work Programme

### Not in Education Employment or Training Group

#### Available to labour market

- Waged PDOs
- Other PDOs
- Full Time Voluntary Work
- Not yet ready for work or learning
- Awaiting an FL/E2E place
- Awaiting sub level 2 place
- Awaiting level 2 place
- Awaiting level 3+ place
- Start Date agreed
- Activity Agreement/E2L Pilot
- Seeking employment, education or training
- New Deal Gateway/JSA Stage 3 Regime

#### Not available to labour market

- Young carers
- Teenage parents
- Illness
- Pregnancy

Religious grounds  
Unlikely to be economically active  
Other reason

**Other (not EET or NEET)**

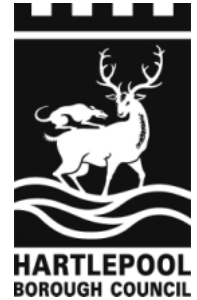
Custody  
Refugees/Asylum seekers  
Current situation not known  
Cannot Be Contacted  
Refused to disclose activity  
Currency Expired - EET  
Currency Expired - NEET  
Currency Expired - Other

**Connexions Currency Information**

<b>Young People Who Have Reached Statutory School Leaving Age</b>		
Full time Education	One per year	12 months from last confirmation. Cannot be extended beyond the end of the course. For those in higher education this can be extended to two years
Employment with training – including apprenticeships	One per year	12 months from last confirmation. Can in certain circumstances be extended to 2 years for those 18 and over.
Employment without training	Every 6 months	6 months from last confirmation.
Training	Every 6 months	6 months from last confirmation Cannot be extended beyond the end of the course.
Temporary Employment ; Part time learning; Part time employment; Gap Year Students	Forward review date according to circumstances	4 weeks after date of review unless contact has been made to confirm status
Custodial sentence/ asylum seekers/refugees yet to be granted citizenship	Forward review date according to circumstances	4 weeks after date of review unless contact has been made to confirm status
<b>NEET Group</b>		
Available to labour market	Every 3 months	3 months from last confirmation
Not available to labour market Personal Development Opportunities; Supporting family Illness; Pregnancy; Other reason not available	Forward review date according to circumstances	4 weeks after date of review unless contact has been made to confirm status

# CABINET REPORT

30 April 2012



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

**Subject:** SCRUTINY INVESTIGATION INTO EMPLOYMENT AND TRAINING OPPORTUNITIES FOR 19-25 YEAR OLDS – ACTION PLAN

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 To inform Members that an Action Plan in response to the findings and subsequent recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into Employment and Training Opportunities for Young People Aged 19-25 will be circulated in advance of, and for consideration during, this meeting.

### 2. SUMMARY OF CONTENTS

- 2.1 The report provides brief background information into Employment and Training Opportunities for Young People Aged 19-25 Scrutiny Investigation and provides a proposed Action Plan (**Appendix A**) in response to the Scrutiny Forum's recommendations.

### 3. RELEVANCE TO CABINET

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

### 4. TYPE OF DECISION

- 4.1 Non-Key.

**5. DECISION MAKING ROUTE**

- 5.1 The Action Plan and the progress of its implementation will be reported to the Regeneration and Planning Services Scrutiny Forum 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 Regeneration and Planning Services Scrutiny Forum's investigation into Employment and Training Opportunities for Young People Aged 19-25.

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

**Subject:** SCRUTINY INVESTIGATION EMPLOYMENT AND TRAINING OPPORTUNITIES FOR 19-25 YEAR OLDS – ACTION PLAN

---

## **1. PURPOSE OF REPORT**

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into Employment and Training Opportunities for 19-25 Year Olds.

## **2. BACKGROUND INFORMATION**

- 2.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into Employment and Training Services for 19-25 Year Olds, 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 issue of training and employment opportunities in Hartlepool for young people aged 19 to 25.

## **3. ACTION PLAN**

- 3.1 As a result of the Regeneration and Planning Services Scrutiny Forum's investigation into Employment and Training Opportunities for 19-25 Year Olds, the following recommendations have been made:-
- (a) That Hartlepool Borough Council liaise with prime providers of the Work Programme to:-
- (i) ensure prime provider offers are developed which meet local employer needs;
  - (ii) assist Avanta in engaging with the Department of Work and Pensions (DWP) to share data regarding the success of the Work Programme within Hartlepool; and

- (iii) develop a process to ensure the dissemination of information in relation to the success of the DWP Work Programme in Hartlepool to the Council and the Regeneration and Planning Services Scrutiny Forum, once available.
- (b) That Hartlepool Borough Council facilitate meetings between prime providers of the DWP Work Programmes and third sector providers to:-
  - (i) Promote the specialist support services local organisations are able to provide as sub-contractors; and
  - (ii) Explore options to provide specialist services 'on demand'.
- (c) That the development of a process to hold careers events aimed at schools and sixth form college leavers to promote the types of careers available with local employers and also the routes to access potential opportunities, is explored with local service providers, employers and Connexions;
- (d) That ways of re-invigorating the partnership between Connexions and Job Centre Plus in Hartlepool be explored to ensure consent to share forms are completed and data shared, where possible and in accordance with the data protection act;
- (e) That during the development of skills based training programmes Adult Education and Economic Development liaise to ensure that maximum benefit is achieved for the economic wellbeing of the town;
- (f) That the Economic Development Team works in partnership with prime providers, local suppliers of employment and training services and the Economic Regeneration Forum to promote the Youth Contract, the National Apprenticeship Service and the benefits of employing apprentices to employers;
- (g) That the use of the Social Return on Investment model is explored:-
  - (i) as part of the budget process to provide Members with qualitative data upon which to make decisions;
  - (ii) to assist in shaping the future of service delivery by evaluating current service provision and gaining a better understanding of the value services users place on the outcomes delivered.

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

**4. RECOMMENDATION**

- 4.1 Cabinet is requested to approve the Action Plan attached as **Appendix A** in response to the recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into Employment and Training Services for 19-25 Year Olds.



**OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN 8.2 APPENDIX A**

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

**NAME OF SCRUTINY ENQUIRY:** Employment and Training Opportunities for 19-25 Year Olds

**DECISION MAKING DATE OF FINAL REPORT:** 30 April 2012

	<b>RECOMMENDATION</b>	<b>EXECUTIVE RESPONSE / PROPOSED ACTION</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>LEAD OFFICER</b>	<b>DELIVERY TIMESCALE</b>
(a)(i)	That Hartlepool Borough Council liaise with prime providers of the Work Programme to ensure prime provider offers are developed which meet local employer needs;	Quarterly meetings will be arranged with the prime providers to progress this matter.	Officer time	Patrick Wilson	July 2012
(a)(ii)	That Hartlepool Borough Council liaise with prime providers of the Work Programme to assist Avanta in engaging with the Department of Work and Pensions (DWP) to share data regarding the success of the Work Programme within Hartlepool;	At the present time, both prime providers have been instructed by the Department for Work & Pensions (DWP) that they cannot release information on performance. A regional group has been established with representation from Hartlepool Borough Council which will provide the forum to challenge DWP on this matter.	Officer time	Patrick Wilson	July 2012
(a)(iii)	That Hartlepool Borough Council liaise with prime providers of the Work Programme to develop a process to ensure the	As stated above, the Work Programme providers are not contractually able to release information. However, the quarterly meetings and the	Officer time	Patrick Wilson	July 2012

**OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN 8.2 APPENDIX A**

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

**NAME OF SCRUTINY ENQUIRY:** Employment and Training Opportunities for 19-25 Year Olds

**DECISION MAKING DATE OF FINAL REPORT:** 30 April 2012

	<b>RECOMMENDATION</b>	<b>EXECUTIVE RESPONSE / PROPOSED ACTION</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>LEAD OFFICER</b>	<b>DELIVERY TIMESCALE</b>
	dissemination of information in relation to the success of the DWP Work Programme in Hartlepool to the Council and the Regeneration and Planning Services Scrutiny Forum, once available	regional meeting will progress this matter.			
(b)(i)	That Hartlepool Borough Council facilitate meetings between prime providers of the DWP Work Programmes and third sector providers to promote the specialist support services local organisations are able to provide as sub-contractors	Initial meetings have already taken place with the prime providers to discuss the potential for third sector organisations to offer specialist services within subcontract arrangements. This matter will continue to be progressed by the Council in the quarterly meetings.	Officer time	Patrick Wilson	July 2012
(b)(ii)	That Hartlepool Borough Council facilitate meetings between prime providers of the DWP Work Programmes and third sector providers to explore options to provide	As stated in (b)(ii), initial meetings have highlighted this matter and will be progressed within the quarterly meetings.	Officer time	Patrick Wilson	August 2012

**OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN 8.2 APPENDIX A**

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

**NAME OF SCRUTINY ENQUIRY:** Employment and Training Opportunities for 19-25 Year Olds

**DECISION MAKING DATE OF FINAL REPORT:** 30 April 2012

	<b>RECOMMENDATION</b>	<b>EXECUTIVE RESPONSE / PROPOSED ACTION</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>LEAD OFFICER</b>	<b>DELIVERY TIMESCALE</b>
	specialist services 'on demand'				
(c)	That the development of a process to hold careers events aimed at schools and sixth form college leavers to promote the types of careers available with local employers and also the routes to access potential opportunities, is explored with local service providers, employers and Connexions	11-19 Partnership will take responsibility  Secure financial contributions across 11-19 partnership for Choices Event	Officer Time  Officer Time	Tom Argument  Tom Argument	July 2013  September 2012
(d)	That ways of re-invigorating the partnership between Connexions and Job Centre Plus in Hartlepool be explored to ensure consent to share forms are completed and data shared, where possible and in accordance with the data protection act.	Explore co-delivery opportunities through sitting Job Centre + workers in OSS  Secure Job Centre + attendance at Youth Unemployment Group meetings	Officer Time  Officer Time	James Sinclair  Patrick Wilson	July 2012  May 2012

**OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN 8.2 APPENDIX A**

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

**NAME OF SCRUTINY ENQUIRY:** Employment and Training Opportunities for 19-25 Year Olds

**DECISION MAKING DATE OF FINAL REPORT:** 30 April 2012

	<b>RECOMMENDATION</b>	<b>EXECUTIVE RESPONSE / PROPOSED ACTION</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>LEAD OFFICER</b>	<b>DELIVERY TIMESCALE</b>
(e)	That during the development of skills based training programmes Adult Education and Economic Development liaise to ensure that maximum benefit is achieved for the economic wellbeing of the town.	Quarterly meetings will be arranged between Adult Education and Economic Development to progress working arrangements on matters such as, development of training programmes and bidding for external funding.	Officer time	Antony Steinberg	June 2012
(f)	That the Economic Development Team works in partnership with prime providers, local suppliers of employment and training services and the Economic Regeneration Forum to promote the Youth Contract, the National Apprenticeship Service and the benefits of employing apprentices to employers.	A working group has been established between partners such as Economic Development, Jobcentre Plus (JCP) and the National Apprenticeship Service (NAS) to formulate wider activities to engage and raise awareness of apprenticeships to employers. This will include the Employer Services Manager of NAS being based within Economic Development Team for one day per week from April 2012.	Officer time	Patrick Wilson	September 2012
(g)(i)	That the use of the Social	The use of the Social Return on	Officer time	Chris Little	July 2012

**OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN 8.2 APPENDIX A**

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

**NAME OF SCRUTINY ENQUIRY:** Employment and Training Opportunities for 19-25 Year Olds

**DECISION MAKING DATE OF FINAL REPORT:** 30 April 2012

	<b>RECOMMENDATION</b>	<b>EXECUTIVE RESPONSE / PROPOSED ACTION</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>LEAD OFFICER</b>	<b>DELIVERY TIMESCALE</b>
	Return on Investment model is explored as part of the budget process to provide Members with qualitative data upon which to make decisions.	Investment model is extremely resource intensive. The potential use needs to be explored in the context of the resource constraints facing the Council and other pressures on resources. These issues includes legislative changes being implemented over the next 12 months, including localisation of business rates and Council Tax benefits, work on ICT and the delivery of budget savings for 2013/14. It is envisaged that the model may be applicable to specific budget proposals rather than the whole budget process.			
(g)(ii)	That the use of the Social Return on Investment model is explored to assist in shaping the future of service delivery by evaluating current service provision and gaining	As detailed above the use of this model is resource intensive and application to specific cases may be provide improved information for decision making. This issue needs exploring.	Officer time	Chris Little	July 2012

**OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN 8.2 APPENDIX A**

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

**NAME OF SCRUTINY ENQUIRY:** Employment and Training Opportunities for 19-25 Year Olds

**DECISION MAKING DATE OF FINAL REPORT:** 30 April 2012

<b>RECOMMENDATION</b>	<b>EXECUTIVE RESPONSE / PROPOSED ACTION</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>LEAD OFFICER</b>	<b>DELIVERY TIMESCALE</b>
a better understanding of the value services users place on the outcomes delivered.				

# CABINET REPORT

30 April 2012



**Report of:** Neighbourhood Services Scrutiny Forum

**Subject:** FINAL REPORT – ‘PRIVATE SECTOR HOUSING SCHEMES’

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## SUMMARY

### 1. PURPOSE OF REPORT

1.1 To present the Final Report of the Neighbourhood Services Scrutiny Forum following its investigation into ‘Private Sector Housing Schemes’.

### 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 13 April 2012. 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 11.1 of the bound report, which is attached to back of the papers for the meeting.



# **NEIGHBOURHOOD SERVICES SCRUTINY FORUM**

## **FINAL REPORT PRIVATE SECTOR HOUSING SCHEMES**

**APRIL 2012**





**Report of:** Neighbourhood Services Scrutiny Forum

**Subject:** FINAL REPORT – PRIVATE SECTOR HOUSING SCHEMES

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**1. PURPOSE OF REPORT**

1.1 To present the findings of the Neighbourhood Services Scrutiny Forum following its investigation into Private Sector Housing Schemes.

**2. SETTING THE SCENE**

2.1 At the meeting of Scrutiny Co-ordinating Committee on 24 June 2011 Members determined their work programme for the 2011/12 Municipal Year. The topic of Private Sector Housing Schemes was selected by the Neighbourhood Services Scrutiny Forum as its topic of investigation to run from July 2011 until February 2012.

2.2 A number of private sector housing schemes are currently operated by Hartlepool Borough Council, these include the Selective Licensing, Landlord Accreditation, Good Tenant and Empty Homes schemes. The schemes aim to improve the areas in which they operate in a number of ways, including improving the condition and management of properties in the private rented sector, reducing anti social behaviour and developing stronger more sustainable communities where landlords, tenants and community members enjoy the benefit of good dwelling conditions, competent management and considerate neighbourly behaviour.

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

3.1 The overall aim of the Scrutiny investigation was to explore and evaluate private sector housing schemes in place in Hartlepool, specifically Selective Licensing, Landlord Accreditation, Empty Homes and the Good Tenant Schemes.

#### **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 private sector housing schemes in operation in Hartlepool to include:-

- Selective Licensing;
- Landlord Accreditation;
- Empty Homes Scheme;
- Good Tenant Scheme.

(b) To explore/evaluate the following:-

- (i) the effectiveness of current private sector housing schemes operating in Hartlepool in achieving desired outcomes;
- (ii) schemes which have proven successful in other areas (giving due consideration to demographics, housing types and nature of the housing problems in Hartlepool when considering the transferability of such schemes).

(c) To gain an understanding of the impact of current and future budget pressures on the way in which private sector housing schemes are provided in Hartlepool;

(d) To explore and consider the following (giving due regard to *term of reference (c)*):-

- (i) how private sector housing schemes/ services may be provided in the future;
- (ii) if there are alternative ways to achieve the desired outcomes of low levels of anti-social behaviour and active thriving communities.

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

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

Councillors Cook, Fenwick, Gibbon, Ingham, A Lilley, Loynes, Robinson, Tempest and Thomas

Resident Representatives: John Cambridge and Iris Ryder

## 6. METHODS OF INVESTIGATION

- 6.1 Members of the Neighbourhood Services Scrutiny Forum met formally from 27 July 2011 to 29 February 2012 to discuss and receive evidence relating to their investigation in to 'Private Sector Housing Schemes'. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.
- 6.2 A brief summary of the methods of investigation are outlined below:-
- (a) Detailed Officer presentations and reports supplemented by verbal evidence;
  - (b) Presentations and verbal evidence from the Authority's Elected Mayor and the Portfolio Holder for Housing and Transition;
  - (c) Presentations and verbal evidence from Middlesbrough and Durham Councils;
  - (d) Written evidence from Stockton Council;
  - (e) Verbal evidence from Housing Hartlepool and Durham Tees Valley Probation Service;
  - (f) Verbal evidence from representatives of the Landlord Steering Group and independent private sector landlords;
  - (g) Evidence received from two focus groups held for private sector housing tenants; and
  - (h) The views of local residents, tenants and landlords.

## FINDINGS

### 7 PRIVATE SECTOR HOUSING SCHEMES OPERATING IN HARTLEPOOL

- 7.1 Members of the Neighbourhood Services Scrutiny Forum met on 14 September 2011 where Members received detailed evidence from the Assistant Director (Regeneration and Planning) and the Housing Services Manager from Hartlepool Borough Council. Members were advised that Hartlepool operates the following private sector housing schemes:-
- Selective Licensing;
  - Landlord Accreditation;
  - Empty Homes; and
  - Good Tenant Scheme.

### **Selective Licensing**

- 7.2 Members were advised by the Assistant Director (Regeneration and Planning) that the Housing Act 2004 introduced a discretionary power for Local Authorities to designate areas for selective licensing of private sector housing. This was to be in specific target areas suffering from, or likely to suffer from low demand and / or significant and persistent anti-social behaviour. The purpose of the licenses was to improve housing management standards and reduce anti-social behaviour whilst increasing occupancy of housing stock.
- 7.3 Members noted that in January 2009, the Council obtained approval from the Department for Communities and Local Government to introduce a scheme to licence landlords and their properties in six specific areas of the town for focussed and intensive area-based activity. From 1 May the same year, private sector Landlords who owned a property or any individual that controlled or managed a property in the designated areas were required to apply for a licence.
- 7.4 The designated areas in Hartlepool are:
- Hurworth Street;
  - Furness, Cameron and Belk Streets;
  - Rodney Street;
  - Dent and Derwent Street;
  - Cornwall Street; and
  - Borrowdale and Patterdale Street.
- 7.5 Each individual privately rented dwelling is licensable, with a fee of £600 per property, potentially reducing to £300 per property if the landlord is accredited through the Landlord Accreditation Scheme, has more than one property and if they apply for a licence within a specified time.
- 7.6 In order to obtain a license, landlords need to comply with the conditions of the scheme and must:
- Be 'fit and proper' persons or employ agents who are deemed 'fit and proper' persons;
  - Manage their tenancies effectively;
  - Take up references for prospective tenants (preferably using the Good Tenant Scheme to determine suitability);
  - Take reasonable steps to deal with complaints of anti-social behaviour by their tenants; and
  - Ensure that vital safety checks are carried out in relation to category one hazards.
- 7.7 Landlords who have been granted a licence need to ensure the conditions are met and upheld. Failure to comply with such conditions can result in sanctions being imposed, as detailed overleaf:-

- A fine up to £20,000 for failure to apply for a licence in a designated area; and
- A penalty of up to £5,000 for a breach of licence conditions.

7.8 Members were informed of the following key facts in relation to the selective licensing scheme (as at 14 September 2011):-

- Applications Issued: 815
- Licences Issued: 568
- Number of Licensable Properties: 869 (*estimate*)
- Total Number of Households: 1775

7.9 The Assistant Director highlighted that Cabinet had agreed to extend the Selective Licensing scheme but this was on hold pending an assessment of the impact of the existing scheme, if the impact could be demonstrated to have addressed the key issues identified as part of original application, then the extension of the scheme would be subject to full consultation. Members felt that there were fundamental flaws in the current scheme and that it should not be rolled out further before the full outcomes were known. The Assistant Director agreed that the success of the scheme needed to be proven prior to any further roll out.

#### ***Landlord Accreditation***

7.10 Members were advised by the Assistant Director (Regeneration and Planning) that Landlord Accreditation is a town-wide voluntary scheme launched in 2002 and aims to encourage, acknowledge and actively promote good standards of accommodation and management in privately rented housing. Landlord Accreditation is not a statutory responsibility of the Council.

7.11 Acquiring accredited status is dependent on an acceptable standard of property condition, basic amenities and management practices. Landlords must comply with a Code of Conduct and meet certain terms and conditions relating to standards and practice, which are requirements of the scheme and meet their legal obligations and responsibilities. The Code sets out a basic standard for the condition of the property and includes a number of recommendations over and above the current minimum statutory requirement. The Code also covers a wide range of tenancy matters such as tenancy agreements and inventories.

7.12 The scheme requires an element of self-regulation and therefore relies on a degree of goodwill on the parts of landlords, agents and tenants. Failure to comply with the Code of Conduct will result in the landlords membership to the scheme being withdrawn.

7.13 Although the scheme provides no income stream, it is considered to be good practice to run accreditation schemes alongside selective licensing as a means to address standards in the private rented sector.

- 7.14 Members were informed that there were 1528 accredited properties in Hartlepool and 562 property inspections had been undertaken.

### ***Empty Homes***

- 7.15 The Forum learned that the Empty Homes Strategy 2010-2015 was developed to address the excessive number of long term (empty for over six months) private sector empty homes in the Borough. It demonstrates the commitment of the Council and partners through the adoption of measures to bring privately owned empty homes back into use. The strategy is overseen by the Empty Homes Strategy Steering Group, which meet on a monthly basis to monitor progress on the delivery of the strategy.
- 7.16 Members heard that an Empty Homes Officer was appointed in April 2011 and has since begun the implementation of the Empty Homes Strategy Action Plan aimed at developing the empty homes service, developing enforcement procedures and actively working with owners to inform them of all of the options available to them to bring empty homes back into use. The Council have a number of flexible tools and incentives along with an enforcement approach to assist this work. Identifying the ownership of empty homes has been a priority. All empty properties, which are known to have been empty for longer than 2 years, have now been assessed on a case by case basis using the Empty Property Assessment Form.
- 7.17 The Forum noted that a series of positive action letters had been developed which are used to establish the owner's intentions for the property and to encourage that owner to bring the property back into use. If positive action letters are unsuccessful and the informal approach does not result in a property being brought back into use, the most suitable option for enforcement will be identified. These positive action letters also provide evidence to demonstrate enforcement action is required if a landlord does not engage. There are a number of enforcement tools identified in the Empty Homes Strategy, which are a part of an overall enforcement policy in place for private sector housing.
- 7.18 Members noted that a number of schemes were being worked on linked to bringing empty homes back into use such as the Baden Street improvement scheme.

### ***Good Tenant Scheme***

- 7.19 The Forum heard that the Hartlepool Good Tenant Scheme was launched on 1<sup>st</sup> May 2008 and is a free to use tenant referencing service managed by Hartlepool Anti-Social Behaviour Unit, and delivered by the Housing Advice Team, from the Housing Options Centre in Park Road, Hartlepool. A multi-agency Steering Group oversees the operation and development of the scheme.
- 7.20 The aim of the scheme is to reduce anti-social behaviour in the private rented sector, by providing a risk management tool to landlords, and linking

vulnerable tenants to support to enable them to maintain their tenancies. Landlords subject to Selective Licensing are strongly recommended to use the Good Tenant Scheme for their tenant references.

- 7.21 Landlords are often reluctant to let their properties to people who they know little about. They fear their property could be damaged, used for illegal or immoral purposes or that the rent may not be paid. This can make finding a good property difficult and time consuming. Membership of the scheme allows someone to show that they are a good tenant quickly and easily.
- 7.22 The Forum noted that the scheme allows private sector landlords to obtain reliable, accurate and comprehensive information regarding the tenancy history of someone who has approached them for housing. This information is provided with the written consent of the prospective tenant.
- 7.23 Landlords are able to use the information provided by the scheme to make a risk assessment of whether it would be appropriate for them to take someone as their tenant. Landlords are able to confirm whether someone is a good tenant and to offer them a property. As a voluntary scheme, the final decision as to whether to take someone as a tenant remains with the landlord.
- 7.24 Applicants to the scheme are assessed on information provided by the Council and other agencies such as the Police and former landlords (where possible). An individuals' history for the past two years checked. The following checks are carried out:-
- Housing history check;
  - Anti social behaviour history check;
  - Landlord check;
  - Local knowledge check; and
  - Police knowledge check.

#### *Membership Types*

- 7.25 Members learned that the scheme operates a traffic light system of membership as follows:-
- Full Membership (Green) – Membership granted for 6 months. Applicants must have held a previous tenancy within the last two years. Applicants with no history of rent arrears, anti-social or criminal behaviour related to the tenancy or tenancy management concerns,
  - Provisional Membership (Yellow) – Membership granted for 6 months. Applicants with minor rent arrears, anti-social or criminal behaviour related to the tenancy, tenancy management concerns, or who have not previously held a tenancy,
  - Rejected Membership (Red) – Membership rejected for 12 months. Applicants whose behaviour would have entitled a landlord to seek

immediate possession of the property at court. i.e. significant rent arrears, serious anti-social / criminal behaviour, major problems involving tenancy management.

- 7.26 Where applicants are rejected they have the right to re-apply to join the scheme provided they can show an improvement in their behaviour over a consistent period of at least 6 months.
- 7.27 Originally tenants were issued with photo ID cards to prove to prospective landlords that they were part of the good tenant scheme; these cards were valid for six months. Now a letter is issued indicating the type of membership and the reason for the decision, this can be shown to landlords to save them having to confirm this information separately.
- 7.28 The Forum noted that applications for the scheme were up 43% from quarter 1 2010 to quarter 1 2011. The breakdown of the applications was as follows:-

**Table 1: Breakdown of Good Tenant Scheme applications for Q1 2011 - Q1 2010**

Type	Q1 2011	Q1 2010	Difference
Applicant (applications being processed at the time of the report)	23	17	6
Full Membership	75	26	49
Prov. Member - 1st Tenancy	68	69	-1
Prov. Member - ASB / Criminal Issues	11	9	2
Prov. Member - Rent Arrears	26	30	-4
Prov. Member - Support Dependant	5	2	3
Prov. Member - Tenancy Management Issues	16	4	12
Rejected Applicant	29	9	20
Tenancy Complaint	3	4	-1
Passported Membership (use limited to where references cannot be obtained or where exceptional circumstances apply)	0	9	-9
<b>Total Applicants</b>	<b>256</b>	<b>179</b>	<b>77</b> <b>(43% increase)</b>

- 7.29 Members were in support of any suggestions that could improve the current situation for those renting from private landlords. They felt that schemes such as Landlord Accreditation should be mandatory, and that as long as such schemes were voluntary very little progress would be made. The Assistant Director acknowledged that the legal aspects needed to be focused upon. The Director of Regeneration and Neighbourhoods believed that a co-ordinated approach would be the key to success.



## **8 THE EFFECTIVENESS OF CURRENT PRIVATE SECTOR HOUSING SCHEMES IN ACHIEVING DESIRED OUTCOMES**

8.1 The Neighbourhood Services Scrutiny Forum gathered evidence from a number of sources in relation to the effectiveness of current private sector housing schemes. Information considered by Members is as follows:-

### **Evidence from Hartlepool Borough Council Private Sector Housing Team**

8.2 At the meeting of the Neighbourhood Services Scrutiny Forum of 14 September 2011, Members heard evidence from the Assistant Director (Regeneration and Planning). The Forum was advised of the former and current management arrangements and that a trial restructure had been introduced in May 2011, which had seen all housing functions brought together under one manager in the Housing Services section of the Regeneration and Planning Division. The exception to this being the Good Tenant Scheme, which is managed by the Anti-Social Behaviour Unit in Neighbourhood Services, but operated from the Housing Options Centre in Park Towers. The intention of the restructure was to create a co-ordinated approach to the Council's Housing Services, which had been recognised as a limitation in previous service delivery and had resulted in a number of inefficiencies.

8.3 The implementation of the new management structure was being trialled for 6 months. The Forum heard that it was due to be reviewed in October / November 2011, following workshops with members of staff and line managers. If considered successful the restructure could see a major transformation in service delivery in the long term, through increased skills and capacity across the section, and greater clarity on roles and responsibilities; ensuring a more effective and efficient service together with improvements in the Council's enabling role.

### ***Selective Licensing***

8.4 Members heard that the implementation of the Selective Licensing Scheme in Hartlepool had been inconsistent since its inception and that there had been some significant problems in the delivery of the service, though it was noted that many issues had already been addressed.

8.5 The Forum was advised that other problems in relation to Selective Licensing were being worked through with new strategies, action plans and protocols being put into place to ensure the delivery of a robust scheme in future. Members also noted that at the time of the meeting the scheme was in its infancy, only being introduced in Hartlepool in early 2009 and was therefore just 20 months into its 5 year life span.

8.6 Members were informed of the issues identified following an audit of the scheme, these include:-

- Existing systems needing to be developed to ensure database records hold accurate, complete and up to date information;
  - Partnership arrangements needing to be strengthened to assist in a fit and proper assessment to be undertaken; and
  - Whilst recovery action had been taken to obtain documentation such as gas safety certificates, enforcement tools had not been actively used on landlords who had not cooperated in the scheme or complied with the conditions of the scheme. The Local Authority had avoided the use of such powers resulting in no landlord being subject to full enforcement.
- 8.7 The Forum was pleased to note that actions to address these and other issues identified was well under way. Members agreed that the department had shown commitment to tackling these issues.
- 8.8 The Assistant Director (Regeneration and Planning) advised Members that the extension to the Selective Licensing Scheme into an additional nine areas of the Borough had not yet been progressed pending an evaluation of the existing scheme, to consider its effectiveness in achieving strategic aims, determine the financial implications of administering the scheme and whether lessons can be learnt for the future.
- 8.9 Members were informed by the Assistant Director (Regeneration and Planning) that going forward the Council was working towards ensuring effective arrangements were in place for the Selective Licensing Scheme. Members noted that the department aimed to ensure that the scheme was consistent with the overall housing strategy and other relevant initiatives, including homelessness and anti-social behaviour initiatives and that the scheme would achieve strategic aims and objectives.
- 8.10 The Forum heard that applications would be completed for all privately rented properties in the designation area, with appropriate checks in place to ensure the applicants meet the 'fit and proper' assessment criteria. Mandatory conditions of the licence will also be clearly communicated to landlords and these will be enforced more rigorously.
- 8.11 The planning for phase two of the Selective Licensing scheme would be revisited to ensure that there was sufficient evidence to justify the adoption of the extension, and that social and economic conditions would be improved and / or anti-social behaviour reduced as a result. Detailed work would also be required to ascertain whether an extension into an additional nine areas would be manageable and it would be necessary to re-consult to ensure all landlords are included. The impact on any areas that were not taken forward would also have to be carefully managed, as aspirations had been raised in the local community through the public consultation. In the interim, whilst on hold, it would be necessary to communicate some key messages to those who had been involved in the initial consultation process to inform them of the current position.

**Landlord Accreditation**

- 8.12 The Forum was informed by the Assistant Director (Regeneration and Planning) of the issue raised in relation to Landlord Accreditation in a recent audit of the scheme. Members heard that there were issues with the way records were held and that some data had not been populated onto the system due to a reduction in admin support; standardisation of records was also required.
- 8.13 Members noted that due to a lack of resources not all properties had been inspected, which meant assurances that landlords meet the criteria for Landlord Accreditation might not necessarily be in place. The Assistant Director (Regeneration and Planning) advised the Forum that these inspections would now be carried out as joint inspections with those for Selective Licensing, and going forward the Council would ensure the scheme promotes good standards of accommodation in private rented housing, increases the availability housing and develops effective relationships with landlords.

**Good Tenant Scheme**

- 8.14 Members were informed by the Assistant Director (Regeneration and Planning) that observations raised following an evaluation of the Good Tenant Scheme included the need to develop simple clear procedures and standardised documents for staff; to ensure the quality of the application process and that outcomes are consistent and also to ensure the quality of the information received from the Police is improved.
- 8.15 Members were again pleased to note that action was already underway to address the observations raised.

**Empty Homes**

- 8.16 The Forum was advised by the Assistant Director (Regeneration and Planning) that areas requiring improvement in relation to empty homes had been identified during an audit of the process. The Forum noted that action had been or was being taken to address the observations:-

**Table 2: Observations and Actions in relation to Empty Homes**

<b>Observation</b>	<b>Action</b>
1. In the past there has been no dedicated resource to focus on bringing empty properties back into use resulting in an uncoordinated approach to tackling the problem. Tackling the issue of empty homes was being delivered by different sections within the Council, which wasn't joined up.	An Empty Homes Officer was appointed in April 2011. This appointment was delayed due to the freeze on recruitment once the Business Transformation process was underway.
	The Housing Services Team now employ a joined up team approach to the issue of empty properties.

2. Need to pro-actively work to bring long term empty homes back into use using flexible solutions / appropriate enforcement action to improve neighbourhoods and the environment.	Develop an Empty Homes Toolkit.
	Use enforcement proactively to tackle long term empty properties in areas of housing need.
	Explore opportunities for financial assistance to private owners.
3. Prevent homes from becoming long-term empty to minimise the number of properties becoming empty for longer than 6 months.	Develop a marketing and publicity approach to promote the Empty Homes Strategy.
	Provide a contact point within the Council for empty homes work.
	Enhance liaison with private landlords.
	Enhance partnership working across services.
	Establish procedures for working with mortgage companies with clients at threat of repossession.
4. Increase decent and affordable rented housing for those in housing need / maximise housing options in the town to improve access to decent and affordable housing for people in housing need.	Investigate and develop a range of re-use options for owners.
	Increase the use of affordable empty homes in meeting housing need.
	Work with registered providers to maximise housing options in the town.
5. Continue to identify the reasons for the distribution and ownership of empty homes and establish trends and reasons, and have accurate information and trends mapped in order to effectively progress strategy development and enable informed decision making.	Enhance partnership working across services.
	Develop an Empty Homes Database.
	Establish an accurate baseline of empty homes information.
	Map areas of housing need.
6. Support investment in Housing Market Renewal and its surrounding areas through the reduction of long-term empty homes to achieve long-term sustainability of these areas.	Review and monitor empty homes performance.
	Ensure empty homes work complements the regeneration activity for the town.

- 8.17 Members learned that an incentive approach had been development in the form of the Empty Property Pilot Scheme, approved by Cabinet in August 2011. The Council was to work in partnership with Housing Hartlepool to bring empty homes back into use through a grant / loan package for landlords. There was also a pilot project to bring empty properties back into use in Baden Street. This was being introduced to address the concentrated problems and in the long term ensure the sustainability of the street. Both of

these schemes were being piloted and could be rolled out to other areas in the town in the future, if successful.

- 8.18 The work that has been undertaken in relation to bringing empty homes back into use has been an overall success with 56 empty properties brought back into use out of a target of 63 in 2010/11. Much of the work has been underpinned by the Empty Homes Strategy 2010-2015 and the preparation of a short term action plans to support the delivery of the Strategy.
- 8.19 The Forum questioned if the Baden Street scheme was still going ahead. The Assistant Director commented that one of the main problems that landlords had raised was the lack of security, often any improvements they installed in a property were stolen or vandalised that day after, and that this was one of the issues being tackled through the project.
- 8.20 Following Members queries regarding the cost of the scheme the Forum learned that the money allocated wasn't wholly grant money as it had initially been portrayed. The scheme was based on repayable loans and grants. Should a property be brought back into use with assistance under the scheme, the agreement would be that the property would remain in use for at least five years before the money could be considered to be a grant. Should that not be the case, the money would be repaid. Following discussions with the landlords it had been agreed that they would be willing to invest if the authority could guarantee the security of the properties. Many of the properties were not in as poor a condition as originally thought, so it was likely the costs would be much lower than originally anticipated.
- 8.21 There were still some reservations among Members in relation to providing private landlords with funds to improve their properties. The Mayor, who was present at the meeting, commented that the true picture of the Baden Street scheme had not been represented in the press and that £35,000 of the funding would not be recoverable, as that had been used to enhance security, which was an understandable issue for landlords. The money going into properties would be recoverable through loans.
- 8.22 Members broadly supported the proposals but did feel that communication with the public was key and needed to be improved to explain why the support for private landlords was necessary, the actual associated costs and details of the results. There was concern amongst Members that many members of the public saw the schemes as money simply being given to private sector landlords, which had now been explained was not the case.
- 8.23 The Assistant Director highlighted that there was a council tax benefit of bring the properties back into use. There was also the potential of the Council being involved in tendering quotes for the works, which would essentially recycle the money back through the Council.
- 8.24 The Mayor commented that dealing with bad landlords and empty properties was one of the big issues for Hartlepool. The Government were not funding any more housing renewal projects in the future so that funding avenue had

been removed. Hartlepool needed around 200 new homes each year to meet demand. There were 1000 empty properties in the town and if these could be brought back into use then that had to be seen as a good thing for the town and its residents. The Mayor commented that the points Members had made regarding communication were valid and would be taken on board.

### **Challenges**

- 8.25 In addition to the challenges faced in relation to selective licensing Members noted that all the schemes were facing staff shortages and limited resources. The lengthy timescales involved in enforcement action were also a challenge that needed to be managed effectively.
- 8.26 Members raised the changes to legislation regarding housing benefits as a concern, particularly the introduction of a single room rate for the under 35's and the impact that this might have on houses of multiple occupation. The Housing Services Manager indicated that the council had a discretionary housing payment fund where small tops ups to rent could be paid; but that budget was already under severe stress. A member of the Landlords Association highlighted that this change to legislation affected mainly singles males aged 25-35 and was likely to start to cause problems in early 2012, more were likely to have to share properties which could ultimately lead to more empty properties. It was estimated that this could potentially affect up to 330 people in the town, the majority of which would be private sector renters.
- 8.27 The Forum also felt that the increase in metal thefts was a major problem for landlords renovating properties. Members felt that the powers to prosecute in this area needed to be strengthened as the current legislation dated back to 1964 and the maximum fine was currently £1000. Members asked that representations be made to the Hartlepool MP (Iain Wright) to pressure for legislation to be strengthened.

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

- 8.28 At the meeting of the Neighbourhood Services Scrutiny Forum of 14 September 2011 Members were delighted to received evidence from the Portfolio Holder for Community Safety and Housing, The Mayor.
- 8.29 The Mayor commented that it had been some time since the Cabinet had considered the Selective Licensing scheme and he was aware it hadn't gone as well as everyone had hoped with mixed reviews from the public and landlords. The scheme was inter-dependent on all sides becoming involved to make it work.

- 8.30 The Mayor considered enforcement to be a key issue and work was underway to review the way Section 215 notices<sup>1</sup> were issued to help in the process of bringing empty properties back into use. It had to be stressed that properties in the town were generally in good condition; it tended not to be the properties that brought an area down but the people in them. Baden Street was a good example of this where a little assistance to landlords could make a significant difference and those that did not wish to engage with the Council would be rigorously pursued. The Mayor felt that tackling licensing had taken longer than he would have liked but the issues were being dealt with and it was still very high on his agenda.
- 8.31 Members questioned why the authority simply couldn't retain properties that it had to go into and improve. The Mayor indicated that legally the properties belonged to the owner/landlord, the authority did want to work with landlords; enforcement only worked to a certain point.
- 8.32 The Forum considered that while the physical conditions of many of the properties was not too bad, there still needed to be discussions on some basic standards. The Assistant Director commented that helping people set up homes was also an issue; Cabinet would be considering a report on a scheme to give tenants access to decent affordable furniture, particularly young people setting up their first home. The scheme would provide furniture through a loan payback system. Evidence showed that similar schemes elsewhere secured longer tenancies.
- 8.33 The Mayor also identified that there was an opportunity for groups to train vulnerable people to gain experience in the building trade by giving them the opportunity to work on schemes to bring properties back in to use.

#### **Evidence from Hartlepool Landlords**

- 8.34 The Neighbourhood Services Scrutiny Forum considered evidence from representatives from the Landlord Steering Group and independent landlords at the meeting of the Forum on 14 September 2011.
- 8.35 The representative of the Landlord Steering Group felt that the Landlord Accreditation Scheme had taken a back seat to licensing over the past few years and many landlords did look for proper accreditation. It was unfortunate that the scheme could not be extended town-wide and had to be targeted as this would be a way of ending the dispersal of bad tenants to blight other areas. Selective licensing seemed to be more about getting numbers involved than actually tackling bad tenants and landlords.
- 8.36 The members of the Landlord Steering Group had been keen to join the process as they hoped it would be good for business as well as reducing social problems, landlords had to be seen as part of the solution. In some areas if landlords did not come in and buy properties, the problems could be

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<sup>1</sup> Section 215 notices require the owners of land and buildings to take action to clean up those which are adversely affecting the amenity of an area.

greater. Landlords in general invested an average of £15,000 into properties to bring them up to standard. It was not in their interests to leave them empty, that meant no income and a greater chance of damage and theft.

- 8.37 The landlords have wanted a reliable tenant referencing scheme for years but some won't use the current system as they felt it was too slow, landlords also felt there was no need to issue 'cards' to people as there was no guarantee that anyone on the scheme would be good tenants all the way through a twelve month let. The system would be better if it included past references, was speeded up and applied to the whole of the town.
- 8.38 An independent landlord indicated that landlords did not have too many problems with the current licensing zones but they would if the zones were extended. There were mixed experiences with the referencing scheme and even so called 'good' tenants had left huge problems after a let. One improvement that the scheme could make was to move online and allow landlords to update a record of their experiences following a tenancy.
- 8.39 The Assistant Director informed the Forum that frequently not enough feedback on tenants was coming through from landlords. More landlord information was required to build up a better database. Members were supportive of the exploration of additional ways to enable landlords to leave feedback following tenancies, including online methods.
- 8.40 A representative of the Hartlepool Landlords Steering Group referred to advice he had recently given to a landlord against improving a property because of the problems in an area through thefts of copper piping, wiring and other fittings. The lack of general security also made it difficult to get insurance for some properties. Even if improved, the chance of getting a good tenant because of the area was also unlikely. This caused Members concern. The landlord also indicated that because of the current market selling the property wouldn't be advisable. Members were concerned that the Council moving in and taking on such properties could leave the authority in exactly the same position as the landlord.
- 8.41 The Assistant Director indicated that some security problems could be quickly addressed in some streets. In some it was as simple as street lights being repaired and a general clean up to give a visible uplift. It may be the case that the authority did need to work closer with the landlords to see what sort of dual investment could be made to make areas more attractive to tenants.
- 8.42 A representative from Belk, Cameron and Fumess Streets Residents Association, commented that residents were having problems with vandalism and sinking house values if they were next door to an empty property. Empty homes weren't productive for anyone; the landlord not getting any rent and the Council was not receiving council tax. Residents did not want yet another bad tenant on their doorstep, they wanted to work with landlords to improve the community of the streets which was in everyone's best interests.



### **Evidence from Housing Hartlepool**

- 8.43 At the meeting of the Neighbourhood Services Scrutiny Forum on 14 September 2011. Members took evidence from representatives from Housing Hartlepool. The Forum heard that Housing Hartlepool were working with the Council to bring empty properties back into use. A scheme had been developed with the National Housing Council to look at this issue. Properties could be empty for a number of reasons, from the landlord having difficulties, problems in finding tenants in certain areas, to some homes being inherited by families with no decision being taken on what to do with it.
- 8.44 The representatives from Housing Hartlepool advised Members that some issues were relatively easy to deal with, some weren't. There were twenty properties that had been empty for over five years in the town, all for different reasons. Finance should be available through the scheme to bring around 25 homes back into use. The improvements would be repaid through loans over three to ten years and the property would be managed by Housing Hartlepool while the loan was being repaid. The Forum noted that Housing Hartlepool would need to assess carefully the properties brought into the scheme as the investment would need to be protected. Homes would need to be of a good standard, affordable and let-able. The improvement work would be geared to providing local employment and training and while this was only a small number of properties, the money could be recycled into new properties as the loans were repaid. The Forum welcomed the scheme reported by Housing Hartlepool as a positive step.
- 8.45 There was still a general concern within the Forum as to where bad tenants would be housed, as it was noted that bad tenants tended to gravitate to certain areas, increasing the level of blight on the other residents. The Assistant Director indicated that there would always be bad tenants, though some did turn themselves around and all the effort had to be directed towards that change.

### **Evidence from Middlesbrough Borough Council**

- 8.46 The Neighbourhood Services Scrutiny Forum was pleased to welcome the Strategic Housing Manager and the Principal Environmental Health Officer from Middlesbrough Council to provide evidence in relation the private sector housing services they provide.
- 8.47 Members learned that wards in the older housing areas of Middlesbrough had up to 28% privately rented housing, with over 10,000 properties wrapped around the town centre dating back to pre 1919. The Stock Condition Survey found that 38% of private rented properties did not meet Decent Homes Standards, with the highest rate of category one hazards than any other tenure (category 1 hazards are those that are deemed to damage health, either through potential for accidents or causing illness or medical conditions).

8.48 All four of Middlesbrough's older housing area wards rank in the lowest ten in Tees Valley's Community Vitality Index for 2010/11. Middlesbrough Council's aim was therefore to transform failing housing areas in older housing regions through a variety of improvements. The Forum heard that improvements already carried out include:-

- Facelifts undertaken - 1,170
- Match loan incentive scheme - 114
- Home improvement loans and grants - 500
- Minor repairs – 816 (since 2007)
- Various improvement grants – 217

8.49 Members heard that the aims of the private rented sector services were to improve management standards, tackle anti-social behaviour and enable access and consultation. Officers were also working on a number of future initiatives including a private rented housing strategy and healthy homes scheme aimed at reducing health inequalities caused by poor quality housing conditions. This would be done through door-to-door outreach work and by establishment of a Healthy Homes Forum Partnership.

8.50 The Forum was informed that Middlesbrough provides the following range of services and statutory duties:-

**Landlord and tenant Support**

- Empty houses, eyesore premises and land 55 premises improved 2010/11;

**Housing Standards and Enforcement (HHSRS)**

- 758 premises inspected 2010/11
- 80 Legal Notices served
- 4 prosecutions

**Licensing of Houses of Multiple Occupation**

- 120 licensable HMO's

**Investigation of illegal eviction and harassment**

- 30 investigations

**Immigration inspections**

- 50 inspections

**Homeless Provision**

- Inspection of B&B premises

**Accreditation of bed and breakfast accommodation**

- 4 B&B providers signed up to an SLA on required standards

8.51 The Forum noted that following any complaint an inspection would be undertaken by the Environmental Health Team. This visit would include a review of how any potential hazards in the property may affect the person living there, for example those over 65 are likely to be more vulnerable to trips and falls.

8.52 At the date of the Forum, meeting 80 legal notices had been issued to landlords in relation to Housing Health and Safety Rating System (HHSRS)

issues for 2011 and 4 prosecutions had taken place where these had failed to be addressed. In 2007 12 notices were issued, which had increased to 144 in 2010. The Principal Environmental Health Officer advised the Forum that every selective licensed property is visited by a member of the team and that ideally these types of visit should be carried out once a year, but unfortunately this was not possible due to the current financial situation the Council found itself in. The Principal Environmental Health Officer also advised Members that Middlesbrough were very rigorous in taking enforcement action to tackle problems in the private rented sector.

- 8.53 The Council was undertaking a number of other measures to improve management standards, tackle anti-social behaviour and enable access and consultation in the private rented sector. Initiatives include the setting up of the 'Shield Project' a free tenant referencing service for landlords. In 2010/11 602 landlords joined the scheme and 490 applicants had been referenced.
- 8.54 To tackle the issue of anti social behaviour the Neighbourhood Safety Team works with other agencies such as CCTV, street wardens, neighbourhood police and problem solving groups. The officers also have a range of measures such as warning letters, fixed penalty notices, parenting orders, individual support orders and anti social behaviour orders (ASBOs) to tackle those who do not want to engage.
- 8.55 There are a number of projects in place to enable greater access to housing and prevent homelessness. The 'rent bond scheme' provides a bond for homeless client groups, so that rather than having to go into bed & breakfast accommodation they are able to access the private rented sector. The DISC Key Project provides access to the private rented sector for socially excluded adults through support packages and a bond scheme.
- 8.56 Middlesbrough Council have tried to develop productive relationships with landlords as ultimately it is in everyone's interest to ensure areas and properties are of a standard that people want to live in. The Council currently work with the National Landlords Association and Teesside Landlords Association.
- 8.57 The Forum noted that as income received from Selective Licensing Schemes had not been ring-fenced, Middlesbrough Council was ceasing Selective Licensing at the end of November 2011 and was working towards an exit strategy for this. The Forum supported the continued ring-fencing of Selective Licensing income in Hartlepool to secure the future provision of the scheme.
- 8.58 A landlord representative questioned what additional powers had been achieved through the introduction of Selective Licensing. The Principal Environmental Health Officer reported that the introduction of Selective Licensing had allowed financial and officer resources to be target in that area, the primary achievement of the introduction had been a reduction in anti-social behaviour. It was questioned whether Selective Licensing itself had led to this reduction or whether it had been co-incidental. The Principal

Environmental Health Officer felt that the concerted effort involved in Selective Licensing had made a difference in a number of factors, including anti-social behaviour.

### ***Healthy Homes Scheme***

- 8.59 The Forum learned that Middlesbrough Council had introduced a pilot scheme to reduce health inequalities caused by poor quality housing conditions. This was an innovative scheme which aimed to engage with some of the most vulnerable private sector tenants in the Gresham ward (an older housing area). The scheme involved proactive door-to-door outreach work to identify where assistance was needed at an earlier stage (similar to the fire services outreach model).
- 8.60 The aims of the scheme was to:
- make homes healthier and safer to prevent avoidable deaths and hospitalisations; and
  - ensure households receive a single assessment of their general health and well being and are actively encouraged to access appropriate services.
- 8.61 Members heard that a face to face pilot study had been carried out in August 2011 over 1 week in Gresham. Seventeen households had been targeted and issues arose such as:
- a third of households reported that they perceived their health is affected by living in their current property;
  - almost half of households are not registered with a dentist;
  - over half of the households reported a problem of dampness within the property; and
  - due to the demography of the area, it would suggest that these findings are unlikely to be unique.
- 8.62 The next stage was to establish a Healthy Homes Forum Partnership to follow the pilot cases through, this would include colleagues from welfare, benefits and energy efficiency (amongst others).
- 8.63 The Strategic Housing Service Manager advised the Forum that publicity would be carried out before the launch of a full scheme in an attempt to engage people who don't normally engage with services. Members noted that in the future there was a real need to focus on tackling escalating public service costs with a real focus on prevention. The scheme would need to be carried out in conjunction with the local Primary Care Trust (PCT), as early intervention prevented people ending up in hospital and was beneficial for the Council, PCT and the tenants themselves.
- 8.64 Officers would be able to carry out an assessment of properties and had the powers to ensure that health hazards were removed from homes. The Healthy Homes model had been utilised successfully in Liverpool for some

time, where the model was funded by the PCT. The Forum heard that the following had been achieved by the Liverpool scheme:-

#### **Liverpool's Scheme April 09 to May 10**

- Achievements
  - 7,274 properties visited
  - 5,373 surveys completed
  - 8,479 referrals to partners
  - 1,313 HHSRS inspections carried out
  - £1.5m private sector leverage
  - 32 health promotion events
  
- Referrals to partners (8,479)
  - 1,345 Environmental Health
  - 1,268 Dentist
  - 969 Food and Nutrition
  - 901 Fire Service
  - 675 Energy efficiency
  - 591 Mental well-being
  - 543 Lifestyle advisor
  - 502 Education/employment/ training
  - 474 Fuel poverty
  - 339 Smoking
  - 248 benefit maximisation
  - 221 Age concern
  - 181 Doctor
  - 164 Sure Start
  - 58 Alcohol and drugs

8.65 Members were very keen to explore the introduction of a healthy homes scheme within Hartlepool and questioned who carried out the door-to-door outreach part of the programme. The Strategic Housing Services Manager advised the Forum that the pilot was carried out by staff from the Housing Regeneration Department. If the decision was made to continue the scheme full-time special advocates would be trained. Officers were hoping to acquire health funding to train current staff at risk of redundancy.

#### **Evidence from Durham County Council**

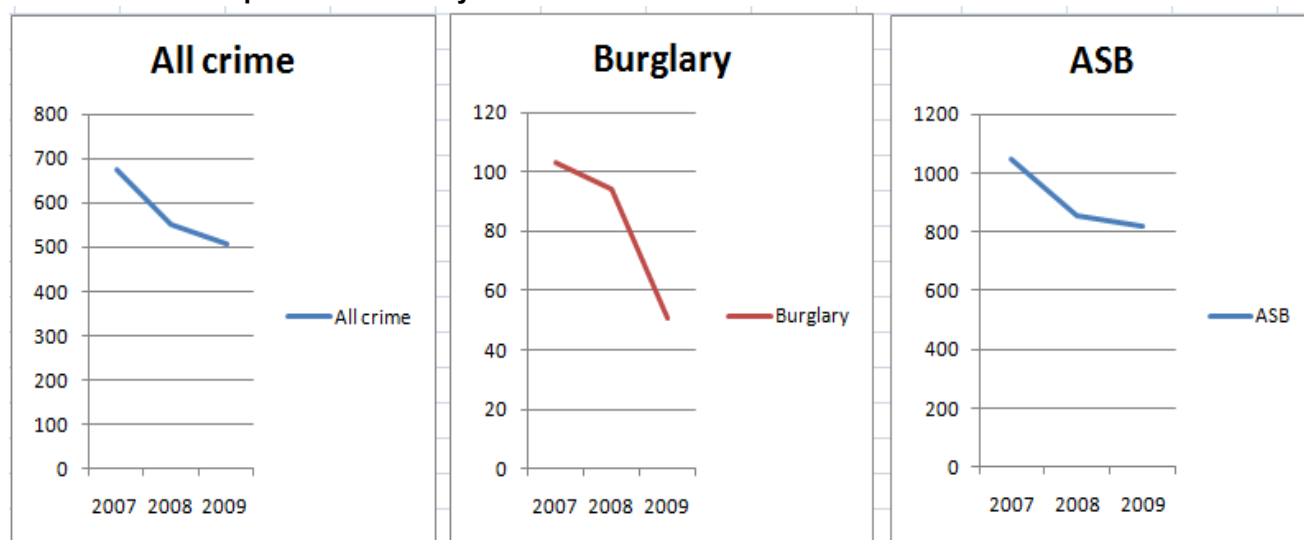
8.66 At the meeting of the Neighbourhood Services Scrutiny Forum on 26 October 2011 Members received evidence from representatives of Durham County Council Housing Team.

8.67 The Forum learned there had been a major local government review in Durham with county and district councils amalgamated, this had resulted in many differing work practices in relation to housing services needing to be integrated.

- 8.68 There are about 232,000 homes in County Durham, 80% or 185,000 of which are private sector housing, owned by an owner-occupier, private landlord or private companies. The best estimate is that approximately 16% of private sector housing is owned by private landlords.
- 8.69 Members heard that Durham was taking a two pronged approach to housing renewal and improvement. There were eight regeneration areas within Durham, these tended to have the most issues and required the most capital funding and resources. The other element was to act as a safety net where there were problem landlords and vulnerable tenants with all interventions taking place contributing to improving property conditions or management standards.
- 8.70 The Forum noted that Durham provides the following services for landlords and tenants:-
- Lobbying Central Government
  - Website
  - Landlord Training / Briefing Sessions
  - Advice Line
  - Referencing
  - Enhanced services to tenants
  - Choice Based Lettings
- 8.71 Durham Council does not operate a Landlord Accreditation Scheme as, due to the amalgamation of several borough councils (each with differing working practices, strategies and fees) it was felt that a choice based letting scheme would be more appropriate as a way of improving management standards and services.
- 8.72 Members were informed by the representative from Durham County Council that Durham currently has a number of selective licensing areas with low demand for housing and high levels of anti social behaviour. There had been huge expectations for selective licensing but it was stressed that this was only meant to be one tool to combat the problems these areas face and was meant to be used in conjunction with other interventions. Selective Licence designations take many months to implement and do not deal with property condition or environmental issues.
- 8.73 The Forum noted that at the time of the meeting the figures for licensing in the designations of Dean Bank, Ferryhill, Chilton West, Wembley and Easington were as follows:-
- Dean Bank – 328 Licensable; 259 Licensed; Pending 16; 53 Empty /Exempt; 3 prosecutions pending for breach
  - Chilton – 160 Licensable; 107Licensed; Pending 14; 38 Empty / Exempt, 1 prosecution pending
  - Wembley – 121Licensable; 68 Licensed: 1 Revoked: 21 Empty/ Exempt: Pending 31

8.74 The representatives from Durham Council informed the Forum of the following success in relation to the work undertaken in Ferryhill:-

**Table 3 Partnership Success – Ferryhill**



	2007	2008	2009
<b>ASB</b>	1045	857	820
<b>Burglary</b>	103	94	51
<b>All crime</b>	676	551	509

8.75 The Forum heard that this success was attributable to the work of the anti social behaviour, environmental protection and alcohol abuse teams, plus the Police and Streetscene and that selective licensing had also played a role in the success.

8.76 Members questioned whether this success had merely displaced problems to other areas, but were advised that care was taken when re-housing potential problem tenants to ensure they did not end up in areas with high anti social behaviour, which tended to curb their own behaviour and almost became self regulating. There was also a lot of work undertaken with landlords and support packages were put in place to help tenants.

8.77 The Forum heard that selective licensing enforcement was limited to breaches of Part 3 of Housing Act 2004 – Management of Property, non – compliance with the requirement to obtain a licence (criminal offence - maximum fine £20,000) and breach of Licence condition (maximum fine £5,000 per breach).

8.78 To date six landlords of eleven properties had been successfully prosecuted, six in Dean Bank and five in Chilton West. Seven formal warning letters had been issued in respect of breach of licence conditions. In total fines ranging from £750 - £17,210 have been imposed totalling £26,510.

### **Evidence from Stockton Borough Council**

8.79 At the meeting of the Neighbourhood Services Scrutiny Forum on 26 October 2011 Members considered written evidence from Stockton Borough Council Private Sector Housing Division.

8.80 Members noted that Stockton Borough Council's Private Sector Housing Division provides a number of services. These include improving poor housing conditions, mandatory licensing of houses in multiple occupation, landlord accreditation, the provision of financial assistance to improve the condition of the private sector stock or to provide adaptations for people with special physical needs and the bringing back into use long term empty properties. The Council does not operate a selective licensing scheme.

#### *Stockton's private sector housing stock condition survey*

8.81 In November 2009, the Private Sector Housing Division completed its statutory, borough wide private sector housing stock condition survey. This was procured jointly with Hartlepool and Darlington Councils. The headline information revealed:

- There were 67,150 private sector homes in the borough of which 58,120 (86.5%) are owner occupied and 9,030 (13.5%) are private rented;
- There are 10,700 homes in the borough that do not meet the Decent Homes Standard of which 4,500 are non decent because they contain a category 1 hazard;
- The total cost to remedy category 1 hazards is £16 million;
- The total cost to remedy non-decent homes is £42 million;
- 33,237 (51%) of households in the borough live on an income of less than £15,000 per year, which raises significant affordability issues;
- 9,500 dwellings (14.7%) have at least one resident with a long-term illness or disability, of these, 4180 (44%) are unsteady on their feet;
- Since 2003 the number of empty dwellings has increased by 27% from 1,600 to 2,420; and
- 99% of households in fuel poverty have an income less than £15,000 per year and 31% of private rented tenants are classed as fuel poor.

#### *Improving poor housing conditions in the private sector*

8.82 Members noted that the Private Sector Housing Division has a number of 'tools' it utilises to remedy sub standard housing conditions. Stockton's approach to dealing with unsatisfactory conditions and poor landlord practices is both proactive and reactive.

8.83 Stockton Borough Council utilises a 'private rented toolkit' comprising of:

- Informal actions – to support and encourage landlords to improve their property and management practices.



- Formal actions – Stockton have introduced a mandatory House in Multiple Occupation (HMO) Licensing Scheme and were the first authority in the Tees Valley to apply for an Interim Empty Dwelling Management Order to take control of a long term empty property.

*Services provided to improve homes in the private sector (rented or owner occupied)*

8.84 The Forum noted that Stockton Borough Council provides the following services to all private sector housing residents:-

- Advice and information relating to the rights and responsibilities of home owners, landlords and tenants;
- Disabled adaptations;
- Facelift Projects;
- Landlord Forum events and newsletters;
- Landlord Accreditation Scheme;
- A Houses of Multiple Occupation (HMO) Licensing scheme;
- Advice and financial assistance for homeowners to improve the condition of their home;
- Advice and signposting to financial assistance for homeowners, landlords and tenants who wish to improve the energy efficiency of the homes they own or rent;
- A free tenant referencing service to landlords;
- A rent deposit/bond scheme for tenants who wish to move into a property owned by a member of the Council's Landlord Accreditation Scheme;
- Joint working with Cleveland Fire Brigade through its Winter Warmth campaign;
- Joint working with Cleveland Fire Brigade to develop common standards for means of escape and other fire safety measures in Houses in Multiple Occupation; and
- A proactive approach to dealing with the issues caused by empty homes.

#### **Evidence from the Neighbourhood Services Team**

8.85 At the meeting of the Neighbourhood Services Scrutiny Forum on 26 October 2011 Members received evidence from the Assistant Director (Neighbourhood Services) regarding the role of the Neighbourhood Management and Anti Social Behaviour Teams in relation to private sector housing schemes.

8.86 Members learned that there was good working links and communication between the Neighbourhood and Private Sector Housing Teams and teams working in the community would refer sub-standard housing issues to the Private Sector Housing Team. Community Development Officers work with residents associations to identify issues, which are then fed to the Police to enable resources to be targeted effectively.

- 8.87 Members learned that the Neighbourhood Teams undertook activities such as boarding up empty properties, house clearances, dealing with anti-social behaviour, property standards and the Good Tenant Scheme. Members were interested to learn that the department are part of the 'Team around the Household' that supports families with multiple problems and identifies interventions that work, whilst aligning services to achieve the common objectives and formulating an action plan which individuals and families would sign up to.
- 8.88 Members raised concerns regarding who would pay for the household clearances and disposal of waste when landlords could not be located and were advised that the Council would cover the cost as they had a social responsibility to dispose of waste where it might pose a health risk. Landlords were chased for payment but this process could take time and it was thought preferable to remove the rubbish and send an invoice after the event.
- 8.89 The Forum had previously learned that the Neighbourhood Services Department were responsible for the Good Tenant Scheme and questioned whether details of the scheme could be included on the application form for housing benefit to encourage tenants to sign up and use the scheme. The Assistant Director felt that this was an area that could be explored.

#### **Evidence from the Portfolio Holder for Housing and Transition**

- 8.90 When the Neighbourhood Services Scrutiny Forum met on 9 November 2011, following a Cabinet re-shuffle, Members welcomed the new Portfolio Holder for Housing and Transition to provide evidence in relation to private sector housing schemes.
- 8.91 The Portfolio Holder commented that delays to the extension of selective licensing areas were unfortunate but the reasons for the delay was well reported and in his opinion justified and when licensing was implemented properly it did have a positive effect for local residents. Landlord Accreditation had however only been good at regulating the good landlords; it did nothing to correct the bad landlords. The Council was being proactive in wishing to work with landlords to improve housing streets and neighbourhoods with the pilot scheme in Baden Street being a good example of what could be done when all parties work together.
- 8.92 The Portfolio Holder had recently received a report outlining the wide range of actions that are available to the local authority to tackle problem properties, landlords and tenants. The Portfolio Holder felt that Council had not been using the full range of enforcement open to it and highlighted the use of Section 215 enforcement notices to tidy and repair properties, as a particular example.
- 8.93 The Portfolio Holder made a plea to elected members to report problem empty properties within their wards, as officers needed as much information as possible. The Portfolio Holder felt that the Forum was in a position,

though the investigation, to lobby the town's MP to make it easier for the authority to take quick action to alleviate problems with properties before they became issues that started to 'drag down' whole streets and neighbourhoods. Many of the powers available now were too slow and too cumbersome and frequently the law seemed to be on the side of the owner rather than those suffering the consequences. The Minister for Local Government and the Communities had also proposed changes to the law so properties have now to stand empty for two years rather than 6 months, before action could be taken.

- 8.94 The Portfolio Holder considered that changes in benefits – not just housing benefit but the localisation of management, would have a big effect on housing in the future. The Portfolio Holder explained that the government was allocating funding direct to local authorities but not before top slicing 10% and determining that benefits to pensioners must be protected. As the local authority would have to manage these benefits, the Portfolio Holder could envisage the benefits being paid out being reduced by up to 20% for other recipients. He felt that many individuals and families could be priced out of private rented sector and landlords would need to be realistic on rent levels in the future.
- 8.95 In relation to the quality of housing on offer in the private sector, the Portfolio Holder advised Members that there were powers for the authority to tackle issues such as no heating, damp etc. The Portfolio Holder had asked officers to implement a more robust communication process with private tenants, who were often unaware of their rights, he felt that housing at the lower end of the market was damaging people's health and some investment now would save money later.
- 8.96 The Portfolio Holder believed that private sector tenants were unaware of their rights when it came to the quality of their property and, even if they were aware, they were intimidated by the thought of asking for improvements. Many tenants were also unaware that issues could be dealt with in such a way that the landlord would not know it was the tenant who had reported the issue.
- 8.97 Members commented that there were many tenants that were concerned that complaining about their housing conditions could lead to repercussions with their landlord. It was indicated by the Assistant Director (Regeneration and Planning) that the council could issue orders for problems to be put right and would support tenants coming forward, landlord necessarily need to know that it was the tenant who had raised the concerns. The main problem appeared to be that the majority of tenants were unaware of their rights.
- 8.98 Members considered that it was important to ensure that tenants were made aware of their rights and the powers the authority had to put them right and the Forum would be supportive of measures to publicise this.
- 8.99 The Portfolio Holder considered that while the authority 'needed to show its teeth' through enforcement, much more could be achieved through working

with landlords to ensure good tenants were placed in good quality housing. Enforcement should be targeted at those who did not wish to work with the authority.

- 8.100 The Assistant Director (Regeneration and Planning) commented that there was a need to build upon the landlord / tenant relationship. Enforcement was a tool that could be utilised and one landlord in court could act as an encouragement for others to improve their properties, but bringing landlords 'on side' through their own volition would be much more productive.
- 8.101 With regard to the link between housing and health the Portfolio Holder stressed that he believed that the link was extremely important. There was clear evidence to show that poor housing affected health.

#### **Evidence from Hartlepool Borough Council Health Improvement Team**

- 8.102 At the meeting of the Neighbourhood Services Scrutiny Forum on 9 November 2011, Members welcomed evidence from the Assistant Director, Health Improvement from Hartlepool Borough Council.
- 8.103 The Assistant Director advised the Forum that link between poor housing and health was complex and difficult to assess but research did suggest that poor housing was associated with increased risk of cardiovascular diseases, respiratory diseases and depression and anxiety. There was also hazards in poor housing that could contribute to the risks of accidents. The Assistant Director went on to outline the issues associated with cold houses, the impact of poor housing on children and young people, the level of the problems created by poor housing on health and the campaigns and initiatives to tackle them.
- 8.104 The Assistant Director advised the Forum that nationally there were between 25,000 and 30,000 excess winter deaths, with the North East share of this total being approximately 1700. Low income and poor housing exacerbate health problems making fuel poverty one of the most serious causes of health inequalities. It was estimated that there are approximately 297,000 fuel poor households in the North East.
- 8.105 The Assistant Director provided details of the joint work already being undertaken in this area, including the Winter Warmth Campaign by Cleveland Fire Brigade, the Hotspots Campaign, promotion of the flu vaccine and national initiatives.
- 8.106 The Forum heard that there was a need to secure recurring resources to tackle the health and housing agenda and due to the changes that were underway in public health there was a greater opportunity to concentrate on contributing factors such as this. There was also the potential to integrate this work into that of the shadow Health and Wellbeing Board. There were also opportunities to raise the profile of issues such as the link between health and housing through staff training and in community settings.

- 8.107 The Assistant Director highlighted the work being undertaken by Middlesbrough Council based on the Liverpool Healthy Homes Programme. The Housing and Transition Portfolio Holder, who was also present at the meeting, commented that he wished to tap into some of the health money that was available to deal with one off spending to support schemes to tackle small scale but important works such as insulating homes.
- 8.108 The Forum supported such an approach and questioned if the various health providers could do more to help in this work, even through bringing pressure on the government to tackle the issues of poor housing and its affect on poor health and the inflated costs of energy for those on low incomes. The Chair commented that initiatives such as that in Baden Street could be linked into wider initiatives to highlight the influence of improved housing on health.
- 8.109 The Forum supported that idea of joint working between the NHS and the Council and felt that the feasibility of bringing a scheme such as that operated in Liverpool to Hartlepool should be explored further.

#### **Evidence from Durham Tees Valley Probation Service**

- 8.110 At the meeting of the Neighbourhood Services Scrutiny Forum on 18 January 2012 the Forum welcomed representatives from Durham Tees Valley Probation Service, to give evidence in relation to the placement of ex-offenders back into the community into private rented accommodation.
- 8.111 The Forum learned that the issue of housing was central to reducing the re-offending rate, as statistics had shown that those who were homeless, did not access housing support or were living in inappropriate accommodation, were far more likely to reoffend than those who had a decent home, as this could be the only stability they had in their lives.
- 8.112 The representatives from Durham Tees Valley Probation Services highlighted that despite the evidence that having a home when leaving prison reduces re-offending, it was often difficult to arrange suitable accommodation prior to a prisoner's release, which could result in delays of weeks or months before suitable accommodation could be found.
- 8.113 Even those who were housed on release were likely to lose accommodation if they did not receive the right support. Supported accommodation schemes are available, for example to help with alcohol issues, but there are long waiting lists and it can be very difficult to gain a place.
- 8.114 Historically the Probation Service has had to place offenders in whatever accommodation was available, but this was often sub-standard or inappropriate. The Good Tenant Scheme (GTS) has assisted the placement process as it looks at offenders individually, those on a programme may be allocated an amber (provisional) membership. However, the membership card will state the offence but not the packages in place to support the offender, meaning it does not give the landlord a full and complete picture.

- 8.115 The Probation Services were keen to develop their relationship with the Council to share information on progress the offender had made since leaving prison, the support packages available to prevent re-offending and to ensure appropriate housing placements were made. The Probation Service highlighted that they were not permitted to share details of previous convictions with landlords, however risk assessments were undertaken on the likelihood of re-offending and it would assist if these could be accepted as part of the good tenant scheme. The benefits of housing ex-offenders in their local communities to reduce the risk of re-offending were outlined.
- 8.116 Members of the Forum were supportive of the Probation Services and the Housing Services Team taking discussions regarding the Good Tenant Scheme and the use of information further.
- 8.117 Another problem highlighted by the Probation Service was the use of accommodation out of the area, due to this being the only accommodation available. Members were advised that this can hamper the progress of an offenders and relationships with key professional such as probation staff, drugs workers and treatment nurses can break down. The offenders can also return to the area of their own accord having fallen out of treatment or programmes, making the situation worse.
- 8.118 Schemes such as Community Campus were highlighted as working very well but, this is only resourced to work with a relatively small number of offenders. Members heard that there is only positive feedback for this scheme. The need for more schemes of this type was emphasised.
- 8.119 The Probation Service representatives advised the Forum of the problems offenders finding their own accommodation and landlord can cause. If the Probation Service is not made aware that the offender has found accommodation, a support package and a risk management plan will not be put in place.
- 8.120 Members questioned what they could do to assist with building the trust of communities in relation to the housing of offenders and were advised by the Probation Services representatives that a problem was often lack of information regarding the behaviour of the offender. As a member of the joint action group (JAG) which contains Police and housing amongst other services, the Probation Service can step in if they are made aware of problems, but often they are not informed. Members were advised that information sharing is key to enable the Probation Service to address offenders' behaviour.
- 8.121 The Assistant Director (Regeneration and Planning) advised the representatives of the Probation Service about the Landlord Steering Group and extended an invitation to attend the group and highlight some of the difficulties the Probation Service faces housing offenders. The Forum was supportive of this as a way forward.

### **Feedback from Tenant Focus Groups & Questionnaires**

- 8.122 The Forum was very interested in the views of private sector housing tenants, landlords and local residents in areas of high private rented housing. In order to gather as much opinion as possible Members held two focus groups within local community settings and also published questionnaires for landlords and tenants, the results of which were discussed by the Neighbourhood Services Scrutiny Forum at the meeting of 26 October 2011.
- 8.123 There were mixed views from both tenants and landlords as to the success of the schemes with some landlords feeling that they were being penalised for co-operating with the schemes whilst no action had been taken against bad Landlords.
- 8.124 One landlord felt that bad landlords keep bad tenants in properties rather than dealing with problems, this in turn caused problems for good landlords and tenants, there was a concern that as areas would become full of bad landlords and tenants that they will become areas where families will not want to live causing a downward spiral.
- 8.125 The landlords identified that in order to influence decent people to move back into areas and regenerate the area there needed to be increased publicity about what is being done, and once tenants moved back in they need strong back up from the Council should things start to go wrong, as at the moment landlords tend to deal with problem neighbours themselves.
- 8.126 The majority of respondents to the tenant questionnaire did not feel that being part of the good tenant scheme had helped them to find quality accommodation and having a landlord that participated in private sector housing schemes had benefitted them as a tenant. It should be noted that there was a very low response rate to the questionnaires, which took place prior to the department actively increasing enforcement action.

## **9 IMPACT OF CURRENT AND FUTURE BUDGET PRESSURES AND HOW PRIVATE SECTOR HOUSING SCHEMES COULD BE PROVIDED IN THE FUTURE**

- 9.1 Members of the Neighbourhood Services Scrutiny Forum were keen to explore the impact of current and future budget pressures and to examine how private sector housing schemes could be provided in the future. The Forum considered evidence as follows:-

### **Evidence from Middlesbrough Borough Council**

- 9.2 At the meeting of the Neighbourhood Services Scrutiny Forum on the 26 October 2011 Members considered evidence from Middlesbrough Council. The Forum learned that the Council was looking to develop a private rented housing strategy and was working with groups and carrying out consultation

to gather information regarding the private rented sector, particularly in areas that were not regeneration areas as the sector is changing dramatically.

- 9.3 The Forum also heard that Middlesbrough Council was looking to start a small scheme with private sector landlords to house homeless households, though resourcing this was a problem. The Council was also hoping to put in a bid for some funding to regenerate empty homes, and was also aware that the change to housing benefits would impact on the area.

#### **Evidence from Durham County Council**

- 9.4 At the meeting of the Forum on 26 October 2011 Members received evidence from Durham Council in relation to how they see Private Sector housing Schemes being provided in the future.

- 9.5 The representatives from Durham County Council identified that their outcomes for success in the future would be:-

- Raise awareness of services available and to engage and educate;
- Prioritise and Focus and be proactive rather than reactive;
- Information Sharing is Key – Referencing;
- Development of Joint Operational Protocols linking to ASB Escalation Policy, Environmental Protection and Housing Solutions;
- Good ICT system for accessible to network;
- Use of all available enforcement powers including Management Orders /ASB Closures; and
- Recognition at Local Multi Agency Problem Solving forums.

- 9.6 Members were keen to gain an understanding of how Durham Council planned to maintain levels of service for the private rented sector given the current economic climate. The Area Based Housing Regeneration Manager advised Members that support would be targeted around the eight regeneration areas and there would be a reorganisation of the service with empty homes and landlord services being amalgamated.

- 9.7 Members also questioned whether Durham had considered moving away from selective licensing and were advised by the Durham Council representatives that an evaluation of services was due to be carried out with in the next 12 months and no decisions would be taken until that had taken place. The main advantage of selective licensing was good engagement with landlords, which officers felt, was vitally important and fundamental to housing provision particularly given changes contained within the localism bill.

#### **Evidence from Stockton Borough Council**

- 9.8 During the meeting of the Neighbourhood Services Scrutiny Forum on 26 October 2011 Members received written evidence from Stockton Council. The Forum noted that Stockton's 2009 Stock Condition Survey highlighted that £42million was required to remedy non decent homes and £16million



was required to remove category 1 hazards under the Housing Health and Safety Rating Scheme – a standard by which the condition of a property is assessed upon inspection.

- 9.9 Due to a lack of sufficient finance to deal with the extent of the problem, Stockton have developed a new strategic direction for dealing with properties in disrepair and in need of renovation. The emphasis of this is to achieve positive health outcomes through the provision of timely and effective interventions rather than simply focusing on improving poor housing conditions.
- 9.10 Key to the success of this objective is the targeting of housing conditions that have the biggest impact on the health of residents, a focus on the removal of category 1 hazards only. The Council will look to remove damp and perished wall plaster by providing a damp proof course and at the same time provide an efficient, effective heating system to remedy excess cold rather than look to carry out additional works to the whole of the house that may not necessarily have a negative impact on the occupier's health.
- 9.11 To ensure resources are effectively targeted to those most at risk and to obtain the biggest impact from limited funding Stockton Council works successfully with colleagues in Health and in Social Care. Housing Services are represented at both Partnership and Management Team levels of the Health and Well Being Partnership and at the Housing and Neighbourhood Partnership.
- 9.12 Through active membership of the Health and Well Being Partnership Stockton have successfully bid for PCT funding to provide financial assistance to remove category 1 hazards for the past two years. This funding not only eliminates the category 1 hazards it also reduces NHS expenditure on medical treatment and hospital care.
- 9.13 Stockton Council Housing Services actively contributes to the annual statutory Joint Strategic Needs Assessment between the PCT and the Council, which highlights the links between poor housing and poor health and the affects an increasing older population will have on available budgets for disabled adaptations.

*Current funding position*

- 9.14 The Government announced that it will no longer provide funding to Councils for private sector housing renewal and has reduced the funding for Disabled Facilities Grants. At Stockton there has been an 88% reduction in capital funding to improve housing conditions and a reduction of 34% in Disabled Facilities Grant funding.
- 9.15 The consequences of large budget reductions are very significant as over the last three years the number of requests for financial assistance has increased by 21% and the number of requests for Disabled Facilities Grants has increased by 38%. Similarly, the number of requests for service from

tenants in the private rented sector has increased by 24% over the same time period. This increase in demand for services is a direct result of the current economic climate and is set to increase due to recently announced changes to the Local Housing Allowance, homelessness duties and changes to social housing tenancies that will significantly increase demand in the private rented sector. In the past 8 months, there has been a 40% reduction in the number of officers working in the Private Sector Housing Division.

#### **Evidence from Hartlepool Council Health Improvement Team**

- 9.16 At the meeting of the Neighbourhood Services Scrutiny Forum of 18 January 2012 the Assistant Director of Health Improvement provided Members with an update on work that had been carried out in relation to the links between poor housing standards and poor health, since her attendance at the Forum meeting on 9 November 2011.
- 9.17 The Assistant Director of Health Improvement informed the Forum that since her attendance at the Forum meeting discussions had taken place with the Housing and Transition Portfolio Holder and the Assistant Director of Regeneration and Planning on the way forward in terms of pursuing joint working with the NHS, with a view to improving housing stock in the town and identifying those most vulnerable in terms of health via a pilot scheme.
- 9.18 Members noted that it was intended that a proposal would be developed in the coming weeks to work with the Health Service to identify a practical solution to the issues raised. It has reported that the Shadow Health and Wellbeing Board had looked at winter warmth and housing poverty indicating that housing was a key issue in the Health and Wellbeing Strategy.
- 9.19 The Housing and Transition Portfolio Holder, who was also in attendance at the meeting, welcomed the proposals and emphasised the importance of joint working between the NHS and the Council to establish the links and working in partnership to address the problem areas. The need to explore issues that contributed to poor health and the benefits of creating healthy homes, as well as obtaining evidence of good practice from other local authorities was emphasised.
- 9.20 The Assistant Director of Health Improvement made reference to the benefits of a pilot scheme arrangement to identify, through the NHS, those most vulnerable in terms of health as well as the potential long term financial savings to the health service in tackling prevention issues of this type.
- 9.21 Members supported the proposals and were keen to secure health funding as suggested to promote this initiative, the Forum reiterated their suggestion that any proposals were reflected in the Joint Strategic Needs Assessment.

#### **Evidence from the Housing Services Team**

- 9.22 At the meeting of the Neighbourhood Services Scrutiny Forum on 29 February 2012 Members welcomed evidence from the Assistant Director

(Regeneration and Planning) in relation to the work undertaken to date on enforcement.

- 9.23 Members learned that an overarching housing services enforcement policy was approved by the Portfolio Holder for Housing and Transition on 18 October 2011 and that this encompassed all enforcement aspects of Housing Services, rather than introducing new powers its main purpose was to consolidate existing policies.
- 9.24 The Assistant Director provided the Forum with a summary of enforcement activity from April 2011 as follows:-

#### Empty Homes

- Empty Homes Officer appointed in April 2011 working with owners to bring empty homes back into use through an incentive and enforcement approach.
- Use of informal approach to return properties to occupation.
- Partnership working with Housing Hartlepool (Vela Group) utilising funding through Homes and Communities Agency currently working to bring properties back into use – 26 currently being considered as part of a lease and repair scheme. Improvement works are due to commence in March.
- Baden Street improvement scheme has been implemented including work to return empties to occupation. 16 out of 19 empty property owners are now actively engaged in the scheme.
- To date 2 empty properties on Baden Street have been re-let and improvement works are due to commence in March 2012. Owners who fail to engage in the scheme will be referred for enforcement action.
- ‘Top 20’ list of empty properties that have been empty the longest targeted.
- All owners have been contacted and have either brought their property back into use, have firm plans to do so or enforcement action has been identified.
- 66 empty properties had been returned into use by the end of December against the annual target of 57. This figure records any intervention by the Council which has resulted in a property being brought back into use. This can range from informal discussions with owners through to enforcement action.

#### Housing Market Renewal (HMR)

- The Council took ownership of all properties on the Perth/Hurworth Street area through the CPO process. All residents were relocated prior to this and now the properties have been made safe and secured prior to demolition.
- Funding has been identified through the HMR transition fund for the delivery of Carr/Hopps and approval will shortly be sought for the match-funding requirement.

### Housing Standards/Nuisance

- With regards to the work of the Housing Standards Officers, almost 90% of the requests for service made related to disrepair, empty properties and nuisances.
- Proactive work has also been undertaken including-
  - area based walkabouts, including the Housing Market Transition site (Carr/Hopps) and closer liaison with neighbourhood managers to identify problematic empties and nuisance properties;
  - a major inspection programme of privately rented properties in the selective licensing areas;
  - work in the Perth/Hurworth Street CPO area to deal with disrepair issues; and
  - preparation work for using section 215, Town and Country Planning Act 1990 powers to deal with properties adversely affecting the amenity of a neighbourhood.
- The number of reports of disrepair has remained steady over the course of the year, with an average of 60 per quarter; the majority have been resolved without the need to take formal enforcement action.
- In terms of enforcement action taken, four Housing Act 2004 improvement notices have been served and three notices were served under the provisions of the Environmental Protection Act 1990 as the premises were considered to be prejudicial to health.
- In one case Emergency Remedial Action was taken under the Housing Act 2004 to deal with a situation that involved an imminent risk to health. Despite being available for a number of years, this is the first time such a course of action has been taken in Hartlepool.
- Complaints regarding empty properties peaked in the second quarter of the year and we believe that this has been a result of having an increased presence in problematic areas and attendance by the Empty Homes Officer at residents meetings.
- 27 notices were served to require the securing of empty dwellings and 16 notices were served requiring the abatement of nuisance associated with empty properties e.g. to remove rubbish from within the property boundaries.
- There has been a dramatic decline in the number of complaints received about nuisance properties from 99 in the first quarter to 48 in the last. The reason for this is not clear but may be accounted in some part by the increase in proactive work carried out.
- 61 notices were served with regards to nuisance arising from occupied properties.

### Selective Licensing

- 43 licences have been issued in the selective licensing areas in 2011/12, taking the total licensed to 569.
- 203 inspections have been carried out on licensed properties with 120 schedule of works sent with recommendations for action.

- In terms of the selective licensing inspections carried out, follow up inspections are being undertaken and referred for enforcement action where necessary.
- 134 notices have been served for non-supply of gas or electrical certificates.
- 68 court applications for breach of licence condition being prepared.
- No licenses have been refused to date as officers work closely with Landlords to ensure applications can be successful.

9.25 The Forum learned that the top 20 properties that had been empty the longest had all now been addressed. With the exception of one property that was in dispute with Crown Estates the rest were being brought back into use by either the owner, housing Hartlepool or were going through compulsory purchase. Once a satisfactory outcome had been achieved for these houses officers would move onto the next 20 on the empty homes list.

9.26 Members of the Forum were very pleased with the amount of work that had been undertaken in this area since the start of the scrutiny investigation and congratulated the department on the real strides forward that had been made since the restructure of the services. The Forum noted that, as part of the work undertaken, there was now evidence to support the next phase of selective licensing, should the Council determine that this was the way forward. It could be proven that the scheme had brought areas back in to use and improved the quality of management of properties within the selective licensing areas.

9.27 The Assistant Director advised Members on the progress of the Healthy Homes initiative suggested as part of the scrutiny investigation. The department would like to put together a pilot scheme to identify individuals who may receive health benefits from improvements to their properties. Once these individuals had been identified the Department's vision was to carry out the required work and monitor the results over a sustained period of time through a number of measures such as the number of GP visits etc. The results could then be compared to the data from a period before the intervention took place, in an attempt to determine the health benefits derived from improvements to the property. The Assistant Director was currently discussing the funding surrounding the pilot scheme with the PCT.

9.28 The Forum fully endorsed and supported the development of this initiative as an early intervention method to improve the health of those in poor quality housing.

## 10 CONCLUSIONS

10.1 The Neighbourhood Services Scrutiny Forum concluded:-

- (a) That during the course of the investigation Members were very pleased to note the significant progress that had been made in the service delivery of private sector housing schemes since the reorganisation of the housing services department;

- (b) That current legislation in relation to metal thefts was not adequate to deter would be thieves;
- (c) That the changes to housing benefit legislation were likely to impact on child and family poverty in Hartlepool;
- (d) That the reasons for providing support and grants to private sector landlords to renovate properties had not been communicated effectively to the public;
- (e) That for a number of reasons some of the landlords who participated in the investigation did not see the benefit of using the Good Tenant Scheme;
- (f) That Healthy Homes schemes are a proactive way of tackling health inequalities caused by poor quality housing and are beneficial to tenants, the Council and the NHS;
- (g) That the private sector tenants may not be aware of their rights in relation to the standard and maintenance of their property required by their landlord; and
- (h) That the provision of suitable housing was a key element to the prevention of re-offending.

## 11 RECOMMENDATIONS

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

- (a) That the ring-fencing of selective licensing income should continue, to secure the provision of the scheme in the future;
- (b) That representations are made to the Hartlepool MP to lobby for legislation relating to the theft of metal to be strengthened and fines increased;
- (c) That the Housing Services Team undertake awareness raising activities with Hartlepool Borough Council Staff, Elected Members and service users to ensure that the impact of changes to housing benefit legislation are communicated and factored in to advice provided to potential claimants;
- (d) That Hartlepool Borough Council explore methods to introduce and fund a Healthy Homes Scheme in conjunction with NHS Hartlepool;

- (e) That communication with the public is improved to highlight the regeneration benefits that result from the provision of loans and grants to private landlords to renovate properties in specific areas of the town;
- (f) That additional ways to enable landlords to leave feedback for the Good Tenant Scheme, including online methods be explored;
- (g) That the link between poor housing and poor health is recognised in the Joint Strategic Needs Assessment;
- (h) That the feasibility of including details of the Good Tenant Scheme within housing benefit application packs is assessed;
- (i) That publicity is undertaken to inform private rented tenants of their rights in relation to the condition of their homes and the powers the authority has to ensure landlords maintain properties to a decent standard;
- (j) That Hartlepool Borough Council works with the Probation Service to explore the use of Probation Service risk assessments and information regarding support packages in place for ex-offenders, as part of the Good Tenant Scheme assessment;
- (k) That an invitation is extended to the Probation Service to attend the Landlord Steering Group to further develop the relationship and information sharing practices between the Probation Service, landlords and the Council.

## 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:

The Mayor – Stuart Drummond  
 Councillor Jonathan Brash – Portfolio Holder for Housing and Transition  
 Dave Stubbs – Director of Regeneration and Neighbourhoods  
 Damien Wilson – Assistant Director (Regeneration and Planning)  
 Denise Ogden – Assistant Director (Neighbourhood Services)  
 Louise Wallace – Assistant Director of Health Improvement  
 Nigel Johnson – Housing Services Manager

### External Representatives:

Nigel Budd – Housing Hartlepool  
 Mark Dutton – Housing Hartlepool  
 Janine Turner – Middlesbrough Council  
 Stuart Wears – Middlesbrough Council

Angela Stephenson –Durham County Council  
Diane Hedley – Durham County Council  
Alan Ridden – Landlord Steering Group Representative  
Sue Thompson – Landlord Steering Group Representative  
Terry Campbell – Mowbray Properties  
Gemma Sparrow – Durham Tees Valley Probation Service  
Julie Keay – Durham Tees Valley Probation Service  
Local Residents

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

**April 2012**

**Contact Officer:** Elaine Hind – Scrutiny Support Officer  
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**BACKGROUND PAPERS**

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

- (i) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into ‘Private Sector Housing Schemes – Scoping Report’, presented to the Neighbourhood Services Scrutiny Forum of 27 July 2011.
- (ii) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Private Sector Housing Schemes – Setting the Scene Presentation – Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 27 July 2011.
- (iii) Presentation of the Assistant Director (Regeneration and Neighbourhoods) entitled ‘NSSF Investigation: Private Sector Housing Schemes’ presented to the Neighbourhood Services Scrutiny Forum of 27 July 2011.
- (iv) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Private Sector Housing Schemes – Evidence from Hartlepool Borough Council Housing Services Team – Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 14 September 2011.
- (v) Report of the Assistant Director (Regeneration and Planning) entitled ‘Scrutiny Investigation into Private Sector Housing Schemes – Stage 2 Operation and Performance’ presented to the Neighbourhood Services Scrutiny Forum of 14 September 2011.
- (vi) Presentation of the Assistant Director (Regeneration and Planning) entitled ‘NSSF Investigation: Private Sector Housing Schemes Stage 2 – ‘Operation and Performance’ presented to the Neighbourhood Services Scrutiny Forum of 14 September 2011.
- (vii) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Private Sector Housing Schemes – Evidence from the Portfolio Holder for



- Community Safety and Housing – Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 14 September 2011.
- (viii) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Private Sector Housing Schemes – Evidence from the Hartlepool Landlords Steering Group – Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 14 September 2011.
  - (ix) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Private Sector Housing Schemes – Evidence from Housing Hartlepool – Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 14 September 2011.
  - (x) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Private Sector Housing Schemes – Evidence from Middlesbrough Council – Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 26 October 2011.
  - (xi) Presentation of the Strategic Housing Services Manager and the Principal Environmental Health Officer from Middlesbrough Council entitled ‘Private Sector Housing’ presented to the Neighbourhood Services Scrutiny Forum of 26 October 2011.
  - (xii) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Private Sector Housing Schemes – Evidence from Durham County Council – Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 26 October 2011.
  - (xiii) Presentation of representatives from Durham Council Housing Renewals and Improvements Services entitled ‘Private Sector Housing Initiatives’ presented to the Neighbourhood Services Scrutiny Forum of 26 October 2011.
  - (xiv) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Private Sector Housing Schemes – Written Evidence from Stockton Council’ presented to the Neighbourhood Services Scrutiny Forum of 26 October 2011.
  - (xv) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Private Sector Housing Schemes – Evidence from the Neighbourhood Services Team – Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 26 October 2011.
  - (xvi) Presentation of the Assistant Director of Neighbourhood Services entitled ‘Neighbourhood Services’ presented to the Neighbourhood Services Scrutiny Forum of 26 October 2011.
  - (xvii) Report of the Scrutiny Support Officer entitled ‘Private Sector Housing Schemes – Feedback from Tenant Focus Groups and Responses to Questionnaires – Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 26 October 2011.
  - (xviii) Report of the Scrutiny Support Officer entitled ‘Private Sector Housing Schemes – Evidence from the Authority’s Portfolio Holder for Housing and Transition – Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 9 November 2011.
  - (xix) Report of the Scrutiny Support Officer entitled ‘Private Sector Housing Schemes – Evidence from the Health Improvement Team – Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 9 November 2011.

- (xx) Presentation of the Assistant Director of Health Improvement entitled 'Health and Housing' presented to the Neighbourhood Services Scrutiny Forum of 9 November 2011.
- (xxi) Report of the Scrutiny Support Officer entitled 'Private Sector Housing Schemes – Evidence from Durham Tees Valley Probation Service – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 18 January 2012.
- (xxii) Report of the Scrutiny Support Officer entitled 'Private Sector Housing Schemes – Evidence from the Health Improvement Team – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 18 January 2012.
- (xxiii) Report of the Scrutiny Support Officer entitled 'Private Sector Housing Schemes – Evidence from the Housing Services Team – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 18 January 2012.
- (xxiv) Report of the Scrutiny Support Officer entitled 'Private Sector Housing Schemes – Evidence from the Housing Services Team – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 29 February 2012.

# CABINET REPORT

30 April 2012



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

**Subject:** SCRUTINY INVESTIGATION INTO PRIVATE  
SECTOR HOUSING SCHEMES – ACTION PLAN

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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 Neighbourhood Services Scrutiny Forum's investigation into the Private Sector Housing Schemes.

### 2. SUMMARY OF CONTENTS

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

### 3. RELEVANCE TO CABINET

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

### 4. TYPE OF DECISION

- 4.1 Non-Key.

**5. DECISION MAKING ROUTE**

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

**6. DECISION REQUIRED**

- 6.1 That Members of the Cabinet approve the Action Plan (**Appendix A refers**) in response to the recommendations of the Neighbourhood Services Scrutiny Forum's investigation into Private Sector Housing Schemes.

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

**Subject: SCRUTINY INVESTIGATION INTO ‘PRIVATE SECTOR HOUSING SCHEMES’ – ACTION PLAN**

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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 Neighbourhood Services Scrutiny Forum’s investigation into ‘Private Sector Housing Schemes’.

## **2. BACKGROUND INFORMATION**

- 2.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Neighbourhood Services Scrutiny Forum’s investigation into ‘Private Sector Housing Schemes’, 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 private sector housing schemes in place in Hartlepool, specifically Selective Licensing, Landlord Accreditation, Empty Homes and the Good Tenant Schemes.

## **3. ACTION PLAN**

- 3.1 As a result of the Neighbourhood Services Scrutiny Forum’s investigation into ‘Private Sector Housing Schemes’, the following recommendations have been made:-
- (a) That the ring-fencing of selective licensing income should continue, to secure the provision of the scheme in the future;
  - (b) That representations are made to the Hartlepool MP to lobby for legislation relating to the theft of metal to be strengthened and fines increased;
  - (c) That the Housing Services Team undertake awareness raising activities with Hartlepool Borough Council Staff, Elected Members and service users to ensure that the impact of changes to housing benefit legislation

are communicated and factored in to advice provided to potential claimants;

- (d) That Hartlepool Borough Council explore methods to introduce and fund a Healthy Homes Scheme in conjunction with NHS Hartlepool;
- (e) That communication with the public is improved to highlight the regeneration benefits that result from the provision of loans and grants to private landlords to renovate properties in specific areas of the town;
- (f) That additional ways to enable landlords to leave feedback for the Good Tenant Scheme, including online methods be explored;
- (g) That the link between poor housing and poor health is recognised in the Joint Strategic Needs Assessment;
- (h) That the feasibility of including details of the Good Tenant Scheme within housing benefit application packs is assessed;
- (i) That publicity is undertaken to inform private rented tenants of their rights in relation to the condition of their homes and the powers the authority has to ensure landlords maintain properties to a decent standard;
- (j) That Hartlepool Borough Council works with the Probation Service to explore the use of Probation Service risk assessments and information regarding support packages in place for ex-offenders, as part of the Good Tenant Scheme assessment;
- (k) That an invitation is extended to the Probation Service to attend the Landlord Steering Group to further develop the relationship and information sharing practices between the Probation Service, landlords and the Council.

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

#### 4. **RECOMMENDATION**

4.1 Cabinet is requested to approve the Action Plan attached as **Appendix A** in response to the recommendations of the Neighbourhood Services Scrutiny Forum's investigation into 'Private Sector Housing Schemes'.

**OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN**

**8.4 APPENDIX A**

**NAME OF FORUM:** Neighbourhood Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Private Sector Housing Schemes

**DECISION MAKING DATE OF FINAL REPORT:** 30 April 2012

	<b>RECOMMENDATION</b>	<b>EXECUTIVE RESPONSE / PROPOSED ACTION</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>LEAD OFFICER</b>	<b>DELIVERY TIMESCALE</b>
(a)	That the ring-fencing of selective licensing income should continue, to secure the provision of the scheme in the future	The selective licensing budget was always going to be ringfenced and this will remain the case following the Scrutiny Inquiry.	None	Nigel Johnson	30 April 2012
(b)	That representations are made to the Hartlepool MP to lobby for legislation relating to the theft of metal to be strengthened and fines increased	This has been done through Neighbourhood Services Department working in partnership with Hartlepool Police. Proposed legislation changes are impending.	None	Denise Ogden	30 April 2012
(c)	That the Housing Services Team undertake awareness raising activities with Hartlepool Borough Council Staff, Elected Members and service users to ensure that the impact of changes to housing benefit legislation are communicated and factored in to advice provided to potential claimants	A workshop is being arranged for members in May 2012 and the matter will be raised through the appropriate channels to keep staff informed of the changes and potential impacts for residents.	None	Damien Wilson	31 May 2012
(d)	That Hartlepool Borough	A pilot project has been developed	£50,000 (funded by	Damien	31 March 2013

**OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN**

**8.4 APPENDIX A**

**NAME OF FORUM: Neighbourhood Services Scrutiny Forum**

**NAME OF SCRUTINY ENQUIRY: Private Sector Housing Schemes**

**DECISION MAKING DATE OF FINAL REPORT: 30 April 2012**

	<b>RECOMMENDATION</b>	<b>EXECUTIVE RESPONSE / PROPOSED ACTION</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>LEAD OFFICER</b>	<b>DELIVERY TIMESCALE</b>
	Council explore methods to introduce and fund a Healthy Homes Scheme in conjunction with NHS Hartlepool	between the Council and the NHS focussing on 3 elements, <ul style="list-style-type: none"> <li>• PV installation related to addressing fuel poverty</li> <li>• Identifying people with chronic illnesses linked to poor housing and raising standards to reduce overall cost burden</li> <li>• Project aimed at homelessness</li> </ul>	NHS Hartlepool)	Wilson/Karen Kelly	
(e)	That communication with the public is improved to highlight the regeneration benefits that result from the provision of loans and grants to private landlords to renovate properties in specific areas of the town	Communications and publicity will be made available to promote existing schemes alongside the launch of new schemes to bring empty homes back into use.	None	Amy Waller	31 December 2012
(f)	That additional ways to enable landlords to leave feedback for the Good Tenant Scheme, including online	Has been raised through the Selective Licensing Steering Group and a template developed to ensure better sharing of information on tenants.	None	Damien Wilson/Lynda Igoe	30 April 2012



## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

8.4 APPENDIX A

**NAME OF FORUM:** Neighbourhood Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Private Sector Housing Schemes

**DECISION MAKING DATE OF FINAL REPORT:** 30 April 2012

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE	
	methods be explored				
(g)	That the link between poor housing and poor health is recognised in the Joint Strategic Needs Assessment	This will be picked up in the JSNA	None	Nigel Johnson	30 April 2012
(h)	That the feasibility of including details of the Good Tenant Scheme within housing benefit application packs is assessed	This will be picked up through the Housing Advice Team and the Council's Benefits team.	TBC	Lynda Igoe	31 May 2012
(i)	That publicity is undertaken to inform private rented tenants of their rights in relation to the condition of their homes and the powers the authority has to ensure landlords maintain properties to a decent standard	This will be picked up through the Housing Advice Team and the Council's Benefits team.	TBC	Lynda Igoe	31 July 2012
(j)	That Hartlepool Borough Council works with the Probation Service to explore the use of Probation Service	To be picked up by the Housing Advice team alongside the Probation Service	None	Lynda Igoe	31 December 2012

**OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN**

**8.4 APPENDIX A**

**NAME OF FORUM:** Neighbourhood Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Private Sector Housing Schemes

**DECISION MAKING DATE OF FINAL REPORT:** 30 April 2012

	<b>RECOMMENDATION</b>	<b>EXECUTIVE RESPONSE / PROPOSED ACTION</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>LEAD OFFICER</b>	<b>DELIVERY TIMESCALE</b>
	risk assessments and information regarding support packages in place for ex-offenders, as part of the Good Tenant Scheme assessment				
(k)	That an invitation is extended to the Probation Service to attend the Landlord Steering Group to further develop the relationship and information sharing practices between the Probation Service, landlords and the Council	Agreed, an invitation will be extended to the Probation Service to attend the Landlord Steering Group.	None	Lynda Igoe	31 July 2012

# CABINET REPORT

30 April 2012



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

**Subject:** FINAL REPORT – EARLY INTERVENTION AND RE-ABLEMENT SERVICES

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## SUMMARY

### 1. PURPOSE OF REPORT

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

### 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 13 April 2012. 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 attached report.



**ADULT AND COMMUNITY SERVICES SCRUTINY FORUM**

**FINAL REPORT**

**EARLY INTERVENTION AND RE-ABLEMENT SERVICES**

**April 2012**



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

**Subject:** FINAL REPORT INTO EARLY INTERVENTION AND RE-ABLEMENT SERVICES

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**1. PURPOSE OF REPORT**

1.1 To present the findings of the Adult and Community Services Scrutiny Forum following its investigation into Early Intervention and Re-ablement Services.

**2. BACKGROUND INFORMATION**

2.1 23.8% of the Hartlepool population have long term illness (compared to 17.6% across England). People are living longer with more complex health conditions, with less younger people to provide care and support and shrinking resources. It is expected that by 2030, in Hartlepool, there will be a 68% increase in people with dementia and a 34% increase in people with long-term conditions.

2.2 The Comprehensive Spending Review and 2011/12 National Health Service (NHS) Operating Framework announced significant levels of funding in 2011/12 and 2012/13 to develop local re-ablement services.

2.3 Social care funding allocated to NHS Hartlepool (which must transfer to the local authority for investment in social care services to benefit health and improve overall health gain) equates to £1.3 million in 2011/12 and £1.2 million in 2012/13. Re-ablement funding (which is within Primary Care Trust baselines and needs to be spent on jointly agreed priorities / plans) is approximately £320,000 in 2011/12 increasing to £640,000 in 2012/13.

2.4 Plans for the £1.3M social care funding for 2011/12 have been agreed and include:-

- (i) Commissioning services that provide low level support and prevention to maintain people within their own communities (including welfare notices, luncheon clubs, handyperson service, fuel poverty advice and a home visiting service);

- (ii) Increased capacity within existing re-ablement services including Occupational Therapist and Occupational Therapy Assistant posts, Re-ablement Officers and Contact Officers;
- (iii) Maintenance of existing transitional care provision to facilitate hospital discharge; and
- (iv) Maintenance of existing support for carers services

2.5 Plans for the £320K re-ablement funding for 2011/12 have also been agreed and include:-

- (i) Commissioning services that provide low level support and prevention to maintain people within their own communities (including welfare notices, luncheon clubs, handyperson service, fuel poverty advice and a home visiting service);
- (ii) Care home liaison support for people with dementia; and
- (iii) Development of community nursing services based on the 'virtual ward' model to prevent unnecessary hospital admissions and readmissions

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

3.1 The overall aim of the investigation was to examine and explore early intervention and re-ablement services provided 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 early intervention and re-ablement services, how they contribute to maintaining people's independence and what a positive outcome looks like;
- (b) To explore how early intervention and re-ablement services are currently being delivered in Hartlepool;
- (c) To consider research carried out by the University of York into the long-term impact of re-ablement service and how this might influence future delivery in Hartlepool; and
- (d) To explore options for service provision in the future given the current budgetary pressures and potential for NHS funding to cease in March 2013.

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

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

Councillors Cranney, Griffin, Lawton, Loynes, A Marshall, Preece, Richardson (Vice-Chair), Shaw (Chair) and Shields.

Resident Representatives: Christine Blakey, Evelyn Leck and Michael Unwin.

**6. METHODS OF INVESTIGATION**

6.1 Members of the Adult and Community Services Scrutiny Forum met formally from 18 July 2011 to 19 March 2012 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) Presentations by officers supplemented by verbal evidence;
- (c) Verbal Evidence from the Member of Parliament for Hartlepool;
- (d) Verbal evidence from the Authority's Portfolio Holder for Adult and Public Health Services;
- (e) Presentations from North Tees and Hartlepool NHS Foundation Trust, NHS Tees and Tees, Esk and Wear Valleys NHS Foundation Trust enhanced by verbal evidence;
- (f) Presentation from the Professor of Social Care at the University of York enhanced by verbal evidence

**7. FINDINGS**

**DEFINING EARLY INTERVENTION AND RE-ABLEMENT SERVICES**

7.1 Members were very pleased to receive evidence from the Member of Parliament (MP) for Hartlepool; the Portfolio Holder for Adult and Public Health Services; and officers from the Child and Adult Services Department in relation to defining early intervention and re-ablement services.

Evidence from Iain Wright, MP

7.2 The MP informed Members that early intervention and re-ablement services are an important social issue and there is a need to design and improve

services now in order to be able to offer social care services to people as they get older. Members were informed that the country is expecting to see a rise in Alzheimer and dementia cases.

- 7.3 Hartlepool has an increasingly ageing population in comparison to other areas of the country and it is therefore expected that there will be an increase in demand for social care services in the next twenty years. The MP referred to Hartlepool's population pyramid, which shows that Hartlepool has a much older population than most towns, with the majority of people between 45 and 55 years old in comparison to the average age in other towns of 35 to 45 years old. In years to come there will be an increased demand on service provision therefore it is essential that early intervention and re-ablement services are effectively in place to try and reduce the need for high level support services which in turn will reduce financial pressures.
- 7.4 The MP was pleased to say that Hartlepool provides a high standard of social care and the services currently provided have matured as they have developed over many years, and the MP commended Elected Members and Officers for their hard work. Some neighbouring authorities are only now starting to develop services of a similar nature.
- 7.5 Members were very interested to hear that it is essential that early intervention and re-ablement services promote independence. The MP highlighted that there is emerging evidence to show that early intervention; quick identification; assessment; and well planned routes are all essential in enhancing a person's quality of life.
- 7.6 One of the main areas that the MP spoke about was partnership working and how organisations should be working together to deliver services. Hartlepool already has good working relationships with partners, for example, when people are discharged from hospital. However, one of the most important issues is that monitoring of patients should take place at regular intervals to prevent future hospital admissions. It was suggested to Members that procedures should be in place to look at people's housing situation, transport requirements, and the additional help needed to meet their needs in order to ensure that the transition from hospital is effectively and efficiently managed. This would require all organisations /agencies to work together to provide a joined up approach. However, the MP strongly emphasised that hospital admissions should be avoided in the first place and investment in preventative services can help achieve this. The MP quoted a speech from the Secretary of State for Health:-
- 'If an elderly person has a fall, for every hour he / she stays on the floor, an extra 24 hours in hospital is required'.*
- 7.7 If preventative services were all successfully in place, hospital admissions could be minimised. The Council's Head of Service for Social Care informed Members that the challenge was not about discharge but about prevention and how to slow down the numbers coming into hospital.



- 7.8 The MP spoke about improving early intervention and re-ablement services but in the context of increasingly tight budgets. The MP highlighted the need to maintain the services with a greater emphasis on partnership working. The MP posed a question to the Forum about clarity, asking whether the services should be universal and provided for all or whether targeted services should be provided for specific groups?
- 7.9 Members were informed that it was vital that people are placed in the most appropriate accommodation which is suitable for their needs. This is reliant on effective management. One of the issues raised by Members was about the need to build houses which are adaptable to people's needs.
- 7.10 The MP concluded that people want to receive good and improved services. On the whole, the services provided by the Local Authority are better than average and ahead of the game in respect of the national picture. Hartlepool Borough Council is coming from a strong base, as early intervention and re-ablement services have been developing over many years and it is now time to move forward and provide improved services within existing budgets.
- 7.11 Members questioned the involvement of the voluntary and community sector (third sector) in the delivery of services. With the Government placing more emphasis on this, Members asked the MP about the benefits of third sector involvement in the provision of services and how this involvement could be improved. The MP responded by saying that Hartlepool has a very good voluntary and community sector. It would be for the Local Authority to look at the options of providing services in house, outsourcing to the third sector or outsourcing to the private sector. However, Members expressed concern that large national companies with the capacity and the financial stability could take over large proportions of Local Authority provision and cherry pick the profitable services.
- 7.12 The Forum highlighted that one of the biggest problems with preventative services is how they are quantified. The MP responded by saying that preventative services have yet to be quantified. Although, substantial amounts of money can be saved by intervening early.

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

- 7.13 The Portfolio Holder informed Members that there had been a recent announcement by the Government stating that 1.7 billion pounds is available to spend on adult social care. Although, this is seen as a large sum of money, in reality due to demographic pressures, the funding of adult social care is facing a 6 billion pounds shortfall.
- 7.14 The Portfolio Holder informed Members that 75 – 85% of people now have a personal budget and can therefore choose and pay for their own care package tailored to their individual needs. This model demonstrates that social care is about individual needs based on the services that are needed to enable that individual to live independently at home.

- 7.15 The Forum was very interested to hear about the telecare / telehealth model and its benefits. The Portfolio Holder was very supportive of telecare / telehealth, as it is a vital way to help people stay at home with the security of knowing that help is on hand 24 hours a day if needed. Members were informed that currently over 700 people receive telecare / telehealth in Hartlepool. One of the issues identified was that the Council and health professionals need to work closely together to identify people who are at risk of major health problems and are likely to be admitted into hospital. Once identified it would be for all partners to proactively work together and offer appropriate preventative services which will avoid the person being admitted into hospital.
- 7.16 The Portfolio Holder believed that if evidence could be provided detailing the take up of telecare / telehealth in Hartlepool and its effectiveness and usefulness in terms of keeping people independent, then due to its relatively minor cost it should be rolled out to more people.
- 7.17 Members raised concerns about General Practitioners (GPs) dismissing patients who came to them for help, which later resulted in the patient being admitted to hospital. Members agreed that in more cases than not, the hospital admission could have been prevented if an early intervention service was organised for the patient. The Forum suggested that yearly check ups for people over a certain age would be very beneficial in order to identify health concerns at an early stage. This would allow people the chance to be invited into the surgery, rather than having to make their own appointment. Following on from this, Members agreed that a community based 'matron' system, whereby a nurse goes into the community and discusses social care / health issues with individuals / groups would be a very good idea.
- 7.18 Members raised concerns about people not knowing who to contact for services in an emergency. It was suggested by the Forum that this type of information needed to be publicised more widely.
- 7.19 Members explored the issue of funding health services, whether this is through, for example, general taxation or insurance. One suggestion for long term consideration was the option of setting up a system for Hartlepool residents, where people could willingly pay into the scheme and hence have funding to provide and improve services for all. Members thought that this would be very expensive to set up and at this point in time no funding was available but supported the idea of being involved and contributing to a more localised health service.

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

- 7.20 Definitions of prevention, early intervention and re-ablement services were provided to Members and are as follows:-

#### *Prevention and Early Intervention*

- 7.21 Prevention means different things to different people and it is therefore important to have a clear understanding. The following, while having a broad focus, is helpful in categorising three elements of prevention:
- (a) Primary prevention / promoting wellbeing is aimed at people who have no particular social care needs or symptoms of illness. Activity for these people would focus on maintaining independence, good health and promoting wellbeing. Possible interventions could include providing universal access to good quality information, supporting safer neighbourhoods, promoting health and active lifestyles and delivering practical services.
  - (b) Secondary prevention/early intervention aims to identify people at risk and to halt, or slow down, any deterioration and actively seek to improve their situation. Interventions could include screening and case finding to identify those at risk of specific health conditions or events (e.g. strokes, falls, etc.) or those that have existing low level social care needs.
  - (c) Tertiary (specialist) prevention is aimed at minimising disability or deterioration from established health conditions or complex social care needs. The focus here is on maximising individual's functioning and independence through interventions such as rehabilitation or re-ablement services and joint management of people with complex needs.
- 7.22 Members were pleased to hear that low level support is offered to people to keep them at home for longer, some of the low level services include meals delivery, gardening, welfare benefits and debt management.
- 7.23 Members did feel that there was a communication issue in getting details of these services out to the community and also details of which services could be accessed for free. Members agreed that it would be helpful to know which services were free along with any eligibility criteria that was applied.

#### *Re-ablement*

- 7.24 It was highlighted to Members that there is no dictionary meaning for re-ablement and it has been described in many different ways. One definition that has been developed through work by a number of councils in the North East is:

*The essence of re-ablement is to work with individuals who have support needs to rebuild their confidence, support the development of daily living skills and promote community access and integration.*

- 7.25 Members were informed that re-ablement:-
- (a) is about helping people to do things for themselves, rather than doing things for or to people;

- (b) is time limited, usually for no more than 6 weeks;
- (c) is outcome focused; the overall goal being to help people back into their own home or community;
- (d) involves setting and working towards specific goals agreed between the individual and the re-ablement team;
- (e) is a very personalised approach; the kind of support given is tailored towards the individual's specific goals and needs;
- (f) treats assessment as something that is dynamic – you cannot decide an individual's care and support package on the basis of a one-off assessment – their needs and abilities may well change over the period of re-ablement;
- (g) assumes that something should change by the end of the re-ablement intervention (i.e. working towards positive change);
- (h) builds on what people can already do and supports them to regain skills to increase their confidence and independence;
- (i) aims to maximise people's long-term independence, choice and quality of life; and
- (j) aims to reduce or minimise the need for ongoing support after the period of re-ablement.

7.26 The re-ablement approach encourages people to do more for themselves with help, for example, to cook their own meals. Other services, such as telecare provide reassurance to people, knowing that someone is at the end of the phone, if needed. Two telecare testimonials, shown overleaf, were presented to the Forum, which highlighted how this service has dramatically improved people's lives.

Telecare Testimony 1

## Telecare Testimonials



KW is 49 years old and suffers from Multiple Sclerosis. KW said of the Telecare service “I realise that since I have had Telecare installed I feel a lot safer. I live alone and before only had my father to rely on. The service gives piece of mind for me and my family.”

KW also gave an example of how the service helped her “Once I went out into the garden in my wheelchair and got stuck in the mud. I pressed my lifeline button and got a very quick response. If I did not have Telecare I would have been stuck there for six hours until my care worker was due.”



Telecare Testimony 2

## Telecare Testimonials



BS is 84 years old and has problems controlling her blood pressure along with mobility problems. BS said of the Telecare Service “My family have piece of mind. We have no complaints at all with the service. The staff are really nice and could not be any better.”

She also gave an example of how the service helped her “Before Telecare was installed I had fallen a few times in the house. One time I was on the floor for seven hours before anyone came. Since Telecare was installed I now have my pendant and falls detector and feel safe because of the service.”



- 7.27 Members of the Forum were informed that The Department of Health published a *Revision to the Operating Framework for the NHS in England 2010-11* in late 2010 that described some changes to payments for readmissions to hospital. These changes were linked to additional funding for re-ablement and the Department of Health widened the meaning of re-ablement to include “...recovery following an acute hospital episode,

*rehabilitation and home care re-ablement in the sense of getting the person back to the position, or improving upon, the position that they were in before the acute hospital phase (whether that be returning to employment, returning home, etc)."*

## **8. HOW EARLY INTERVENTION AND RE-ABLEMENT SERVICES CONTRIBUTE TO MAINTAINING PEOPLE'S INDEPENDENCE AND WHAT A POSITIVE OUTCOME LOOKS LIKE**

8.1 Members were very interested to hear how early intervention and re-ablement services contribute to maintaining people's independence and welcomed evidence from the Child and Adult Services Department.

### Evidence from the Child and Adult Services Department

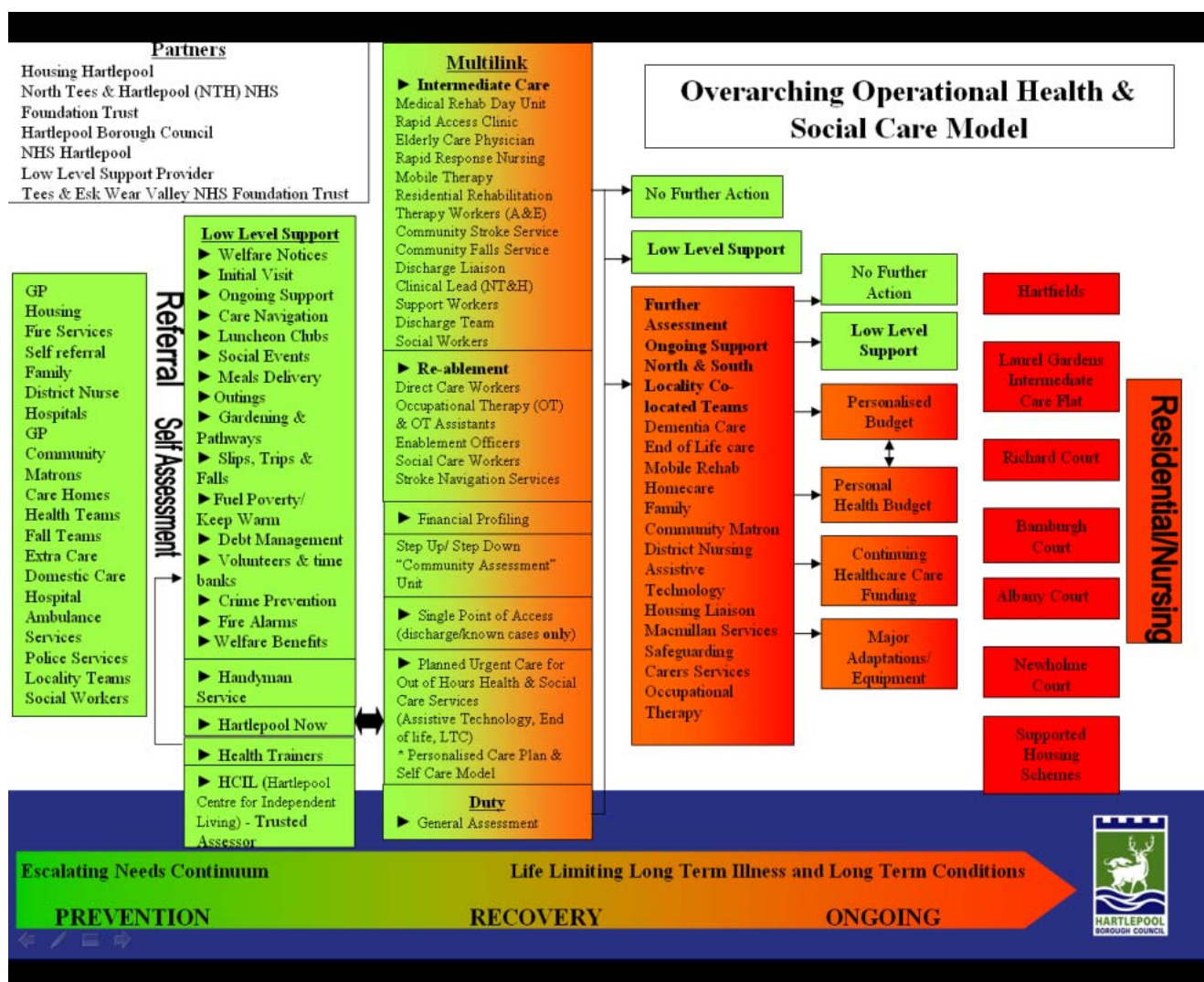
8.2 The Forum was informed that the evidence for the effectiveness of early intervention / preventative approaches is growing stronger. Evidence from the national evaluation of the Partnerships for Older People Projects (POPP) programme and other initiatives has demonstrated that people have been able to achieve one or more of the following: increased choice and control; improved health and emotional wellbeing; maintaining personal dignity and respect and were able to make a positive contribution to the community in which they live.

8.3 Research suggests that re-ablement has a positive impact on people's quality of life, for example improved general health, self care, activities and mobility. Increasingly, research is showing that re-ablement services are effective in increasing users' independence and reducing their need for ongoing support after the re-ablement intervention.

8.4 The key features of re-ablement are helping people to do things for themselves, rather than doing things for or to people; time limited support, usually for no more than 6 weeks; being outcome focused; the overall goal being to help people back into their own home or community; and building on what people can already do and support them to regain skills to increase their confidence and independence.

8.5 A social care system needs to be in operation that is efficient and effective, Members were shown an overarching health and social care model which will provide this efficiency and effectiveness, as detailed in diagram 1 below.

Diagram 1 Overarching Operational Health and Social Care Model



8.6 Members were informed that clear leadership is essential with vision, values and direction of travel clearly identified. It is essential to maximise efficiency and control cuts by preventing need, encouraging self support and supporting carers through removing duplication and redesigning processes. In order to do this, one option could be to create strategic partnerships, for example collaborate and share resources; integration of health and social care and social enterprises.

8.7 Members were informed of the potential outcomes of the model, which are as follows:

- (a) Increased number of people helped to recover from serious illness and injury;
- (b) Increased number of people managing their own care & support and in control of what, how and when this is delivered;

- (c) Less dependency on intensive services due to earlier and targeted intervention;
- (d) More people will be physically active and live independently as there will be a delay and reduction in the need for care and support;
- (e) Fewer avoidable acute episodes by better management of the condition;
- (f) Reduction in emergency bed days associated with repeat acute admissions by more timely and co-ordinated discharge;
- (g) Re-organisation of pathways and removal of professional boundaries;
- (h) Prevention and targeted support helping people to stay independent and connected to their communities as good information and advice is made available and access to universal services is promoted; and
- (i) Clinicians, other professionals, local Councillors and the 'public' are brought together to develop neighbourhood approaches.

8.8 Members were supportive of the new model as it has been developed based on best practice and previous experiences. Members acknowledged that one of the keys to the success of this model is the voluntary and community sector. The model was based around the idea of being a good neighbour and supporting the community and Members agreed that this ethos should continue. The model provides for a co-ordinated approach with all partners.

8.9 It was felt by Members that offering training courses / apprenticeships in social care to young people would create jobs to help the local economy and also provide the social care sector with an increased work force. The Head of Service for Adult Social Care informed Members that social care traineeships were offered but it was found that once trained they moved quickly to other posts which created the issue of back filling of posts. However, it is believed that there is a need to invest in the workforce and take this issue forward as a Local Authority and develop alongside partners.

## **9. HOW EARLY INTERVENTION AND RE-ABLEMENT SERVICES ARE CURRENTLY BEING DELIVERED IN HARTLEPOOL**

9.1 The Forum was keen to examine how services were currently being delivered in Hartlepool and therefore was pleased to receive evidence from Connected Care, North Tees and Hartlepool NHS Foundation Trust and Tees, Esk and Wear Valleys Foundation Trust.

### Evidence from Connected Care

9.2 Members received evidence from Connected Care in relation to the Supported Access to Independent Living Service (SAILS). Connected Care brings together a wide range of services, activities and initiatives which are



delivered through a range of partner organisations within Hartlepool. The majority of services focus on meeting the needs of the frailest individuals with the highest level of need, in accessing extra support which helps improve their quality of life and their ability to live independently. The SAILS service in essence is a good neighbour scheme, helping people live independently and engaging people in social activities, for example luncheon clubs. A wide range of practical and social services are provided to help vulnerable elderly people live safely in their own homes. Members were informed that since November 2011, six luncheon clubs were handed over from the Council and the number of clients accessing the existing luncheon clubs was 102. Three new luncheon clubs have started with 45 people accessing the clubs. The Forum queried how people accessed the luncheon clubs and were informed that new transport projects were currently under development. Connected Care is determined to work in partnership with organisations to order to further enhance services. Access to services is a right and it is about reducing the barriers to those services.

- 9.3 Other low level support services offered through the SAILS project include hospital visits, shopping, meal delivery services and general support. There is also a handyman service that offers “that little bit of help”, which works on a Town wide basis with 711 clients currently and 1251 jobs completed.
- 9.4 Members welcomed the introduction of welfare notices, where any individual can refer a person, who they think may need some extra help or support to SAILS. The Forum was of the opinion that welfare notices should be promoted at every opportunity, for example, through the Council’s magazine, Hartbeat, the Hartlepool Mail, libraries, resident associations and community groups as they are an excellent initiative. It was felt that welfare notices are not advertised well enough but noted that the notices have only been in place since November 2011 and further awareness raising and publicity is planned.
- 9.5 Members were very pleased to hear about the winter warmth initiative which cleared snow and ice from 289 pathways and sheltered accommodation schemes throughout the winter. The initiative also provided for a number of drop in sessions across the town (in partnership with Manor Residents Association and West View Advice & Resource Centre) to provide advice and guidance.
- 9.6 A housing intervention scheme is also offered in the Owton area which works with the most difficult families and individuals on a one to one basis and liaises with Joint Action Group (JAG), housing providers, police, probation service and prisons.
- 9.7 Members were informed that Connected Care work in partnership with a range of organisations including Manor Residents Association, Wharton Trust, Hartlepool Mind and Hartlepool Carers and work with a range of groups to work up funding applications.

Evidence from North Tees and Hartlepool NHS Foundation Trust and NHS Tees

- 9.8 Members were informed about the Multi Link service which is provided by the Council and the Trust. Multi Link is an intermediate care team which comprises rapid response nurses, social workers, discharge liaison team, occupational therapists and physiotherapists who are there to help adults in Hartlepool. The aim of the team is to:-
- (a) support people so that they can remain at home during an illness or following an accident;
  - (b) make sure people get the right care to support a safe and timely discharge from hospital; and
  - (c) plan a range of services and therapies with individuals and family members that help the person recover at home;
- 9.9 The Multi Link team has received national recognition as providing excellence and best practice in terms of flexible working across multi agency boundaries and improving the quality of the patient journey ('Framing the Contribution of Allied Health Professionals: Delivering High Quality Health Care – Department of Health – October 2008).
- 9.10 Members raised concerns about the patient discharge procedures and how not all staff had the same message on the procedures. Similar complaints had been received by Hartlepool LINK, particularly in relation to a lack of discharge planning and information sharing.
- 9.11 It was highlighted that there are good discharge liaison teams in place but information was not being shared across teams / departments until discharge. Members felt that the discharge should be started to be planned for at the time of the admission but this is not always happening.
- 9.12 It was clear that as far as was possible, the patient should be the first to know about their hospital discharge and the assistance they would receive when returning home. Patient confidentiality needed to be maintained, yet there seemed to be many incidences where nurses and social workers were talking to their family rather than the patient. Many may have very good reasons for not wanting their family to know the full details of their care package. It was a difficult balance but one that needed to be acknowledged.
- 9.13 Examples of the types of services / interventions available were highlighted to Members and are shown below:-

Diagram 2 Types of services / interventions available

Contenance care Assistance with dressing/undressing Transfers: bed, chair, toilet Phlebotomy: deliver to path lab Meal preparation Blood pressure monitoring Blood glucose monitoring Urinalysis monitoring Temperature monitoring	Mobility practice Transfer practice Order and fit assistive equipment Pain monitoring Falls risk assessment and removal of hazards Plaster cast care Oxygen sats monitoring Mouth care, bathing, foot care
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9.14 The case studies below highlight the benefits of multilink services:-

*Multi-link Case Study 1*

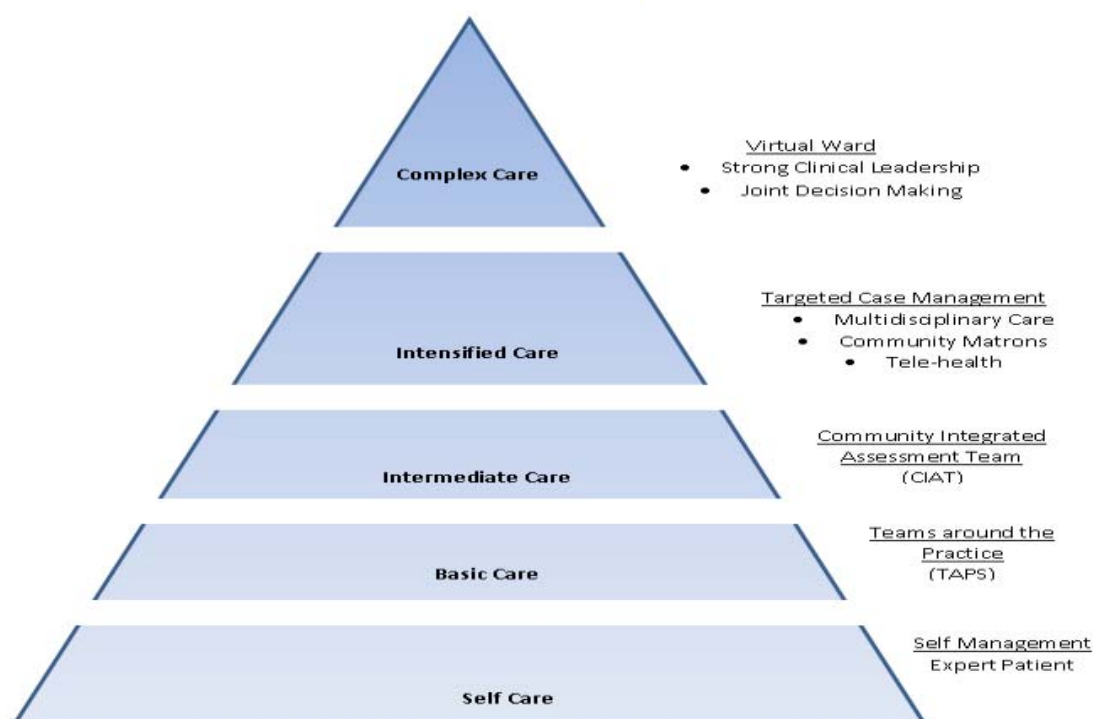
- Mr B a 91 year old man, lives alone but previously independent. Fell at the weekend due to tripping on a pavement. No bony injury but soft tissue damage significantly reduced mobility.
- The Rapid response team arranged for him to sleep downstairs and rapid assessment support workers risked assessed home and with consent removed tripping hazards. Rapid Assessment Support Worker (RASW) discussed Care Call and organised upon return to base.
- RASW visited twice per day over the weekend to assist with activities of daily living and meal preparation plus nutritional advice.
- RASW reviewed wounds and changed simple dressings with Rapid response nurse direction.
- RASW reviewed support needs and handed over to Intermediate care for further rehabilitation.
- Independence gained after 3 weeks of intermediate care.

9.15 North Tees and Hartlepool NHS Foundation Trust are in the process of developing a 'Community Renaissance' model (as shown in diagram 3), where services respond proactively to the changing health needs of the local population. Significant progress has been made in developing the model. Community Renaissance includes:-

- (a) Managing people with long term and complex conditions in their own homes;

- (b) Supporting people by integrated multi-agency teams working with GP practices in a more integrated way, providing care closer to home;
  - (c) Increasing the number of people supported by technology such as telemedicine / telecare; and
  - (d) Helping people to leave hospital safely and quickly or supporting them at home via a range of integrated intermediate and re-ablement services.
- 9.16 The Trust is working towards an integrated single point of access and a Community Integrated Assessment Team, with the aim to have this system live by April 2012.
- 9.17 Members were informed that the key to successful delivery is close partnership working with local authority providers.

*Diagram 3 The Community Renaissance Model*



9.18 Members welcomed this new model but felt that the term ‘Community Renaissance’ was not a term that people would understand and relate to.

**Evidence from Tees, Esk and Wear Valleys NHS Foundation Trust**

9.19 Members were informed that Tees, Esk and Wear Valleys NHS Foundation Trust provide a range of mental health, learning disability and substance

misuse services. In relation to re-ablement services, the trust provides services to older people with mental health needs. It was highlighted to Members that within the Department of Health publication 'Ready to go? Planning the discharge and the transfer of patients from hospital and intermediate care (2010) it states that:-

“All too often, older people are encouraged to make a permanent decision to enter a care home before they have reached their full potential. Unfortunately, this is often the only option considered for many people with dementia”.

- 9.20 The Half Way Home guidance published by the Department for Health (2009) identified that intermediate care services should be accessible to older people with mental health needs, where there is a “goal that could be addressed within a period of weeks”. It is recognised that some people may need flexibility to extend their period of intermediate care past the prescribed 6 week period.
- 9.21 Members were informed that there are a number of myths surrounding dementia and mental health, for example, that people must have physical health needs/problems to access re-ablement or intermediate care services. Members were informed that mental health services need to challenge the myths and work closely with main stream services to reduce stigma and support equal access. Members welcomed initiatives and ideas to support equal access and reduce misconceptions.
- 9.22 In terms of funding for Tees, Esk and Wear Valleys NHS Foundation Trust, £50k has recently been allocated, but it is non-recurring funding. The plans for this money are to provide a service at basic advice and liaison level, with the aim of supporting mainstream health and social care teams across Hartlepool to include people with dementia in rehabilitation/re-ablement. The focus of the service will be to:-
- (a) Improve access to mainstream intermediate care/re-ablement service provision for those with dementia;
  - (b) Help to prevent premature admission to long-term care;
  - (c) Reduce the access of long-term residential care following short-term provision;
  - (d) Provide timely, individually tailored, specialist support for those with dementia in intermediate care phases of their patient journey; and
  - (e) Promote independent living for those with dementia (home environment where possible, and with either no or the least intrusive support package necessary).
- 9.23 In order to delivery this agenda there will be a rolling programme of training and 1:1 co-working for staff working in the intermediate/re-ablement services to:
- (a) Aid management and understanding of behaviours which challenge others;

- (b) Enhance two way communications with a person who has dementia;
- (c) Increase knowledge of the different types of dementia;
- (d) Increase understanding of physical health issues and dementia;
- (e) Increase understanding of the importance of adequate nutrition and hydration;
- (f) Increase understanding of the use of meaningful activity for those with dementia; and
- (g) Increase awareness of functional mental health problems in addition to dementia, in particular depression

9.24 Members heard that funding from the Primary Care Trusts had already been received for the Middlesbrough and Redcar and Cleveland localities where a similar approach had been implemented so there was an opportunity to learn from experiences South of Tees. So far they have learnt that the provision of specialist mental health advice and liaison for those with confusion and/or dementia is valuable in helping service users gain improved access to and use of mainstream services. Only two people known to the project were deemed inappropriate for mainstream intermediate care bed use. This was based on their level of need, not diagnosis of dementia. The project was successful in preventing admission to long term care, helping people return to their home environments, and in training staff to be more aware of the potential of those with dementia. Of all referrals 61.5% returned home, only 13% went into permanent care and only 3 short term care placements became permanent (6% of referrals).

9.25 Members questioned how voluntary and community sector organisations could help the re-ablement agenda. Members were informed that the Trust has good working relationships with the voluntary and community sector organisations but do need to extend those links. Members agreed that the links with the voluntary and community sector organisations needed to be publicised more, and suggested advertising voluntary and community sector groups on, for example, leaflets and posters.

## **10. RESEARCH CARRIED OUT BY THE UNIVERSITY OF YORK**

10.1 The University of York carried out a study into 'Home Care Re-ablement Services: Investigating the Longer Term Impacts' and Members were very pleased to receive evidence on the findings of the study from Professor Caroline Glendinning.

### *Evidence from the University of York*

10.2 Members were informed that the study focused on providing evidence on the longer term impacts of home care re-ablement, by comparing outcomes for re-ablement users with those of conventional home care service users; identifying factors affecting the level and duration of benefits for service users; identifying impacts on and savings in the use of social care and other services that could offset the costs of re-ablement; and describing the content and unit costs of re-ablement services.

- 10.3 The study focussed on five Councils using a re-ablement approach and five Councils using conventional home care, users were interviewed and then re-interviewed 9-12 months later. The outcomes measured focused on health, quality of life and social care outcomes.
- 10.4 It was highlighted to the Forum that home care re-ablement services are focused around a distinctive ethos of 'doing with'/watching and encouraging, rather than 'doing for' and Members supported this. Examples used included, personal care, meal preparation, practical help, promoting medication, confidence building and advice and information. The Professor explained how home care re-ablement services are organised through dedicated re-ablement teams and highlighted the risks of a mixed approach, for example, staff delivering home care and re-ablement services could dilute the re-ablement approach.
- 10.5 Assessment and reassessment is essential and it is important for the user to define their goals. The Forum queried the average time spent with individuals in the home by Re-ablement Officers. The Professor indicated that throughout the study information was collected on the average duration of visits and duration times varied dependent upon individual needs but a flexible approach was required.
- 10.6 Members were interested to hear about the user and carer prospective of re-ablement services. The Professor emphasised that there was little initial understanding of the aims of re-ablement, however, after receiving the service users reported greater confidence, independence and motivation. Regular monitoring and frequent visits by re-ablement workers increased confidence and motivation, especially from people who had been discharged from hospital or recovering from accidents or illness. Some users would have liked more help with mobility and activities outside the home and carers would have welcomed more advice on how to maximise users' independence.
- 10.7 Members questioned whether there were various perceptions at a local level in relation to the differences between home care services and re-ablement services. It was emphasised by the Professor that all staff including carers and users of the service need to be clear about the vision and purpose of re-ablement to avoid any misunderstanding of its purpose.
- 10.8 The Professor highlighted that there are many factors that contribute to success in home care re-ablement, both internal and external factors. The internal factors included service organisation, which requires careful assessment and reassessment; user focussed care plans; flexibility; rapid access to equipment / Occupational Therapist expertise; and access to other specialist skills such as physiotherapy. Training and supervision was considered as a success factor along with the reinforcement of the re-ablement 'ethos'. In relation to the wider factors there should be a strong, shared vision of the service amongst all staff including adult social care teams and hospital discharge staff. Members were informed of the assessment process following discharge from hospital and the importance of

Senior Re-ablement Officers undertaking assessments in the home in addition to hospital based assessments was emphasised.

- 10.9 Members raised concerns about how care workers could be recognised and supported in their role as part of this process. The Professor acknowledged the time constraints placed on care workers was largely as a result of contract arrangements with providers. These issues can be addressed through the contracting process and increasing the focus on outcomes. The advantages of re-ablement services as opposed to standard home care services were emphasised.

#### Costs of Re-ablement Services and Traditional Home Care Services

- 10.10 The findings of the study indicated that re-ablement had positive impacts on health related quality of life and social care outcomes compared with conventional home care services. A typical re-ablement period (39 days) cost £2,088, which is considerably higher than conventional home care. However, re-ablement was associated with a decrease in social care service use.

#### Key Findings of the Study as outlined in 'Research Works' (2011)

- 10.11 The key findings of the study were outlined to the Forum, which were:-
- (a) That there were no net cost savings to health and social care in the first year of re-ablement, compared with conventional home care. Members were informed that home care re-ablement is almost certainly cost effective because of the improved outcomes for users.
  - (b) Re-ablement was associated with a significant decrease in subsequent social care service use. The costs of the social care services (excluding the use of re-ablement itself) used in the 12 month study period by people in the re-ablement group were 60 percent less than the costs of the social care services used by people in the home care group. However, these lower costs were almost entirely offset by the higher cost of re-ablement intervention. The average total (including re-ablement) cost per person of the social care services used by the re-ablement group was just £380 lower than the costs of the social care services used by the comparison group.
  - (c) Improvements in users' health related quality of life and social care related quality of life was evident up to ten months after re-ablement care, in comparison with users of conventional home care services.
  - (d) Taking into account any differences between the two groups at the start of the study, there was no significant difference in the average costs of healthcare services used by the re-ablement and comparison groups over the full 12 months.



## **11. OPTIONS FOR SERVICE PROVISION IN THE FUTURE GIVEN THE CURRENT BUDGETARY PRESSURES AND POTENTIAL FOR NHS FUNDING TO CEASE IN MARCH 2013**

- 11.1 Members received evidence from NHS Tees and the Child and Adult Services Department on the options for future service provision and funding.

### **Evidence from NHS Tees**

- 11.2 Members welcomed evidence from NHS Tees on their role. The Forum was informed that in October 2012 the Department for Health announced funding for re-ablement linked to hospital discharge. The funding received for Hartlepool in 2011/12 was £243,000 and for 2012/13 was confirmed as £600,000. Beyond this period, any savings made from reducing hospital activity would be re-invested into projects that are proven to make a difference. The Forum questioned how services can be quantified and a monetary value placed upon them. Members were informed that all packages of care have a 'tariff' and if activity levels are analysed and admissions reduced, the money saved from these admissions can then be fed back into other services.
- 11.3 Members were informed that Commissioners need not reimburse hospitals for admissions within 30 days of discharge following a planned admission with locally agreed thresholds for other readmissions. The savings made need to be invested to support improved outcomes through re-ablement and post discharge support. The Department for Health said that 'Primary Care Trusts should develop local plans in conjunction with Local Authority and Foundation / NHS Trusts and community health services on the best way of using this money to facilitate seamless care for patients on discharge from hospital and to prevent avoidable hospital readmissions'. Members were reassured that appropriate safeguarding checks were in place when commissioning services.
- 11.4 In response to this, NHS Tees set up a partnership group involving local authority and health partners which developing plans for schemes to help support re-ablement for 2011/12, and are now working on agreeing plans, by April 2012, for 2012/13.
- 11.5 In terms of next steps, Members welcomed the continued monitoring and measuring of plans to ensure that they are making a difference, and assessing what works well and what should be continued in the future.
- 11.6 Members were informed that from the end of March 2013, Clinical Commissioning Groups will take on full responsibility for re-ablement. However, Clinical Commissioning Groups are involved now in order to understand and assess what works well and how to further improve pathways to ensure more people remain independent.

Evidence from the Child and Adult Services Department

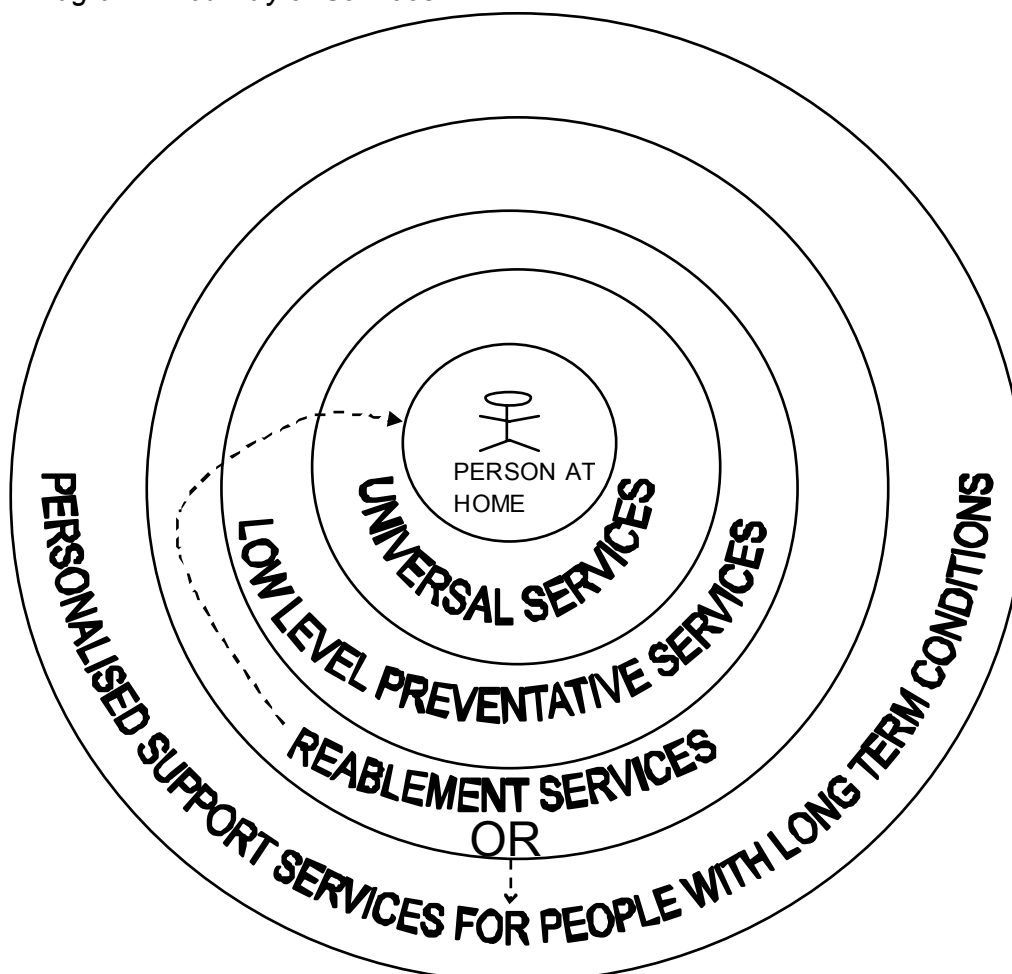
11.7 Members were informed of an announcement in the 2012/12 NHS Operating framework in November 2011 indicating that NHS funding for social care services would be continued for a further two years until March 2015, meaning that future funding of such services is a less immediate concern.

11.8 Therefore, the future for Adult Social Care and re-ablement services is based on the vision ‘that the services and support that the Council commission, enable or provide will be more personalised, more preventative and more focused on delivering the best outcomes for people’. The vision is based on six key principles, which are:

- (1) PREVENTION: keeping people well and safe in their own homes
- (2) PERSONALISATION: person-centred services and outcomes
- (3) PERSONAL BUDGETS: people can chose what to spend from their own pot of money
- (4) PLURALITY: people can chose from a range of different services
- (5) PARTNERSHIP: people and organisations work together
- (6) PRODUCTIVITY: efficient services that give value for money

11.9 Diagram 4 below illustrates how all the services fit together.

*Diagram 4 Pathway of Services*



## 12. CONCLUSIONS

### 12.1 The Adult and Community Services Scrutiny Forum concluded:-

- (a) That the developing early intervention and re-ablement services are first class, however, communication and information sharing between services still remains a barrier and often leads to poorly co-ordinated hospital discharge procedures;
- (b) That due to an ageing population, early intervention and re-ablement services are essential in order to reduce pressure on services, as intervening early saves money in the long term;
- (c) That the Council has a duty to deliver these key early intervention and re-ablement services in order to safeguard vulnerable adults;
- (d) That where appropriate the person receiving the service(s), should always be spoken to first in relation to their care package before any family members;
- (e) That welfare notices are an excellent initiative and need to be promoted as widely as possible, along with low level support services, such as gardening and meal preparation;
- (f) That re-ablement services are about helping people remain independent; therefore it is about encouraging and helping people rather than actually doing the job for them;
- (g) That staff and users of the service need to be clear about the purpose of re-ablement in order for it to be effective;
- (h) That working with partner organisations, including the voluntary and community sector is the key to delivering effective and efficient services;
- (i) That services should be built around an individual's own needs and that appropriate accommodation should be provided and adaptable to a person's own needs;
- (j) That community spirit and 'good neighbours' are key elements of support for those people who do not have family members who can offer their support and this should be encouraged / promoted, where possible;
- (k) That funding for health care was an area to be further explored and Members supported the idea of being involved and contributing to a more localised health service; and
- (l) That it is difficult to retain trainees in social care once qualified and options to improve retention should be explored.

### 13. RECOMMENDATIONS

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

- (a) That the Council implements a co-ordinated approach and in doing so:-
  - (i) works with partner organisations and the voluntary and community sector to deliver and promote early intervention and re-ablement services including the use of welfare notices and low level support services; and
  - (ii) identifies as a key priority, the importance of prevention across all Council services
- (b) That the Council works closely with healthcare professionals to prevent future hospital admissions by:-
  - (i) developing an early identification process for people who are at risk of major health problems;
  - (ii) regularly monitoring patients and exploring the patients individual needs in depth; and
  - (iii) ensuring the transition from hospital is effectively and efficiently managed by improving communication across all discharge services
- (c) That the Council explores the potential to offer further apprenticeships in social care in the challenging financial climate, and explores how incentives could be used to retain trainees once qualified.

### ACKNOWLEDGEMENTS

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

Hartlepool Borough Council:

Councillor Ged Hall – Portfolio for Adult and Public Health Services

Jill Harrison – Assistant Director - Adult Social Care

Phil Homsby – Head of Service – Adult Social Care

John Lovatt – Head of Service – Adult Social Care

External Representatives:

Ward Councillors

Iain Wright - Member of Parliament for Hartlepool;

Hartlepool LINK

Hartlepool Carers

50+ Forum

NHS Tees

Tees, Esk and Wear Valleys NHS Foundation Trust

North Tees and Hartlepool NHS Foundation Trust

Professor Caroline Glendinning - University of York

Local residents

Photograph on front cover courtesy of [www.careimages.com](http://www.careimages.com)

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

**April 2012**

Contact Officer: Laura Stones – Scrutiny Support Officer  
Chief Executive’s Department – Corporate Strategy  
Hartlepool Borough Council  
Tel:- 01429 523087  
Email:- [laura.stones@hartlepool.gov.uk](mailto:laura.stones@hartlepool.gov.uk)

**BACKGROUND PAPERS**

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

- (a) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation Into Early Intervention And Re-ablement Services – Scoping Report’ presented to the Adult and Community Services Scrutiny Forum of 18 July 2011

- (b) Report of the Scrutiny Support Officer entitled 'Early Intervention and Re-ablement Services – Setting the Scene – Covering Report' presented to the Adult and Community Services Scrutiny Forum of 15 August 2011
- (c) Presentation of the Head of Service entitled 'Setting the Scene – Prevention, Early Intervention and Re-ablement' delivered to the Adult and Community Services Scrutiny Forum of 15 August 2011
- (d) Report of the Scrutiny Support Officer entitled 'Early Intervention and Re-ablement Services - Evidence from the Member of Parliament for Hartlepool and the Authority's Portfolio Holder for Adult and Public Health Services - Covering Report' presented to the Adult and Community Services Scrutiny Forum of 15 August 2011
- (e) Report of the Scrutiny Support Officer entitled 'How Early Intervention and Re-ablement Services are Currently Delivered in Hartlepool - Covering Report' presented to the Adult and Community Services Scrutiny Forum of 12 September 2011
- (f) Joint presentation of the Child and Adult Services Department and North Tees and Hartlepool NHS Foundation Trust entitled 'Early Intervention and Prevention – Current Arrangements' delivered to the Adult and Community Services Scrutiny Forum of 12 September 2011
- (g) Report of the Scrutiny Support Officer entitled 'Early Intervention and Re-ablement Services – Evidence from York University' presented to the Adult and Community Services Scrutiny Forum of 16 January 2012
- (h) Presentation of the Professor of Social Policy entitled 'Home Care Re-ablement Services: What do they do? What impact do they have?' delivered to the Adult and Community Services Scrutiny Forum of 16 January 2012
- (i) Report of the Scrutiny Support Officer entitled 'Supported Access to Independent Living Service (Sails) - Covering Report' presented to the Adult And Community Services Scrutiny Forum of 20 February 2012
- (j) Presentation of Connected care entitled 'Who cares North East – Connected Care' delivered to the Adult and Community Services Scrutiny Forum of 20 February 2012
- (k) Report of the Scrutiny Support Officer entitled 'Early Intervention and Re-ablement Services - Delivery of Services – Covering Report' presented to the Adult and Community Services Scrutiny Forum of 20 February 2012
- (l) Presentation of North Tees and Hartlepool NHS Foundation Trust entitled 'Early Intervention and Re-ablement Services' delivered to the Adult and Community Services Scrutiny Forum of 20 February 2012

- (m) Presentation of NHS Tees 'Re-ablement – The Role of NHS Tees' delivered to the Adult and Community Services Scrutiny Forum of 20 February 2012
- (n) Presentation of Tees, Esk and Wear Valleys NHS Foundation Trust entitled 'The Re-ablement Agenda – Tees, Esk and Wear Valleys NHS Foundation Trust Contribution' delivered to the Adult and Community Services Scrutiny Forum of 20 February 2012
- (o) Report of the Scrutiny Support Officer entitled 'Early Intervention and Re-ablement Services: Moving Forward Together: A Vision For Adult Social Care in Hartlepool– Covering Report' presented to the Adult and Community Services Scrutiny Forum of 20 February 2012
- (p) Presentation of the Assistant Director of Adult Social Care entitled 'Moving Forward Together' delivered to the Adult and Community Services Scrutiny Forum of 20 February 2012
- (q) The University of York, Research Works - The Organisation and Content of Home Care Re-ablement Services (2010),
- (r) The University of York, Research Works – Home Care Re-ablement Services: Investigating the Longer-Term Impacts (2011)
- (s) Department of Health, Framing the Contribution of Allied Health Professionals: Delivering High Quality Health Care (2008)
- (t) Department of Health, 'Ready to go? Planning the Discharge and the Transfer of Patients from Hospital and Intermediate Care (2010)
- (u) Department for Health, Half Way Home Guidance (2009)

# CABINET REPORT

30 April 2012



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

**Subject:** SCRUTINY INVESTIGATION INTO EARLY INTERVENTION AND RE-ABLEMENT SERVICES – ACTION PLAN

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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 Adult and Community Services Scrutiny Forum's investigation into Early Intervention and Re-ablement Services.

### 2. SUMMARY OF CONTENTS

2.1 The report provides brief background information into the Early Intervention and Re-ablement Services Scrutiny Investigation and provides a proposed Action Plan (**Appendix A**) in response to the Scrutiny Forum's recommendations.

### 3. RELEVANCE TO CABINET

3.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Adult and Community Services Scrutiny Forum, attached as **Appendix A** is the proposed Action Plan for the implementation of these recommendations, which has been prepared in consultation with the appropriate Portfolio Holder(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 Adult and Community Services Scrutiny Forum in 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 Adult and Community Services Scrutiny Forum's investigation into Early Intervention and Re-ablement Services.

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

**Subject: SCRUTINY INVESTIGATION INTO ‘EARLY INTERVENTION AND RE-ABLEMENT SERVICES’ – ACTION PLAN**

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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 Adult and Community Services Scrutiny Forum’s investigation into ‘Early Intervention and Re-ablement Services’.

## **2. BACKGROUND INFORMATION**

- 2.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Adult and Community Services Scrutiny Forum’s investigation into ‘Early Intervention and Re-ablement Services’, 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 examine and explore early intervention and re-ablement services provided in Hartlepool.

## **3. ACTION PLAN**

- 3.1 As a result of the Adult and Community Services Scrutiny Forum’s investigation into ‘Early Intervention and Re-ablement Services’, the following recommendations have been made:-
- (a) That the Council implements a co-ordinated approach and in doing so:-
- (i) works with partner organisations and the voluntary and community sector to deliver and promote early intervention and re-ablement services including the use of welfare notices and low level support services; and
  - (ii) identifies as a key priority, the importance of prevention across all Council services
- (b) That the Council works closely with healthcare professionals to prevent future hospital admissions by:-

- (i) developing an early identification process for people who are at risk of major health problems;
  - (ii) regularly monitoring patients and exploring the patients individual needs in depth; and
  - (iii) ensuring the transition from hospital is effectively and efficiently managed by improving communication across all discharge services
- (c) That the Council explores the potential to offer further apprenticeships in social care in the challenging financial climate, and explores how incentives could be used to retain trainees once qualified.

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 Adult and Community Services Scrutiny Forum in the new Municipal Year (subject to the availability of appropriate Portfolio Holder(s)).

#### 4. **RECOMMENDATION**

4.1 Cabinet is requested to approve the Action Plan attached as **Appendix A** in response to the recommendations of the Adult and Community Services Scrutiny Forum's investigation into 'Early Intervention and Re-ablement Services'

NAME OF FORUM: Adult and Community Services Scrutiny Forum

NAME OF SCRUTINY ENQUIRY: Early Intervention and Re-ablement Services

DECISION MAKING DATE OF FINAL REPORT: 30 April 2012

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(a)	<p>That the Council implements a co-ordinated approach and in doing so:-</p> <p>(i) works with partner organisations and the voluntary and community sector to deliver and promote early intervention and re-ablement services including the use of welfare notices and low level support services; and</p> <p>(ii) identifies as a key priority, the importance of prevention across all Council services</p>	<p>Council Officers, through a number of forums are promoting early intervention and re-ablement services. The promotion of welfare notices and their link to low level services will be rolled out to key agencies (including Police, Fire, Health and third sector providers) and the Public</p> <p>Health and Wellbeing Board to receive updates on the implementation of the action plan from the Housing, Care and Support Strategy that includes prevention as a key priority</p>	<p>Included in Re-ablement budget</p> <p>Phil Homsby</p> <p>Dave Stubbs</p>	<p>July 2012</p> <p>October 2012</p>

**NAME OF FORUM:** Adult and Community Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Early Intervention and Re-ablement Services

**DECISION MAKING DATE OF FINAL REPORT:** 30 April 2012

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(b)	<p>That the Council works closely with healthcare professionals to prevent future hospital admissions by:-</p> <p>(i) developing an early identification process for people who are at risk of major health problems;</p> <p>(ii) regularly monitoring patients and exploring the patients individual needs in depth; and</p> <p>(iii) ensuring the transition from hospital is effectively and efficiently managed by improving communication across all discharge services</p>	<p>Continue to engage with healthcare professionals on their development of an early identification process.</p> <p>Health and social care professionals to continue to jointly assess/monitor where there are health and social care needs identified.</p> <p>Undertake a review of the discharge from hospital process and implement recommendations – Health to lead.</p>	<p>Not known until process developed.</p> <p>John Lovatt</p> <p>Jill Harrison</p> <p>John Lovatt</p>	<p>March 2013</p> <p>Complete</p> <p>March 2013</p>

**NAME OF FORUM:** Adult and Community Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Early Intervention and Re-ablement Services

**DECISION MAKING DATE OF FINAL REPORT:** 30 April 2012

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(c)	That the Council explores the potential to offer further apprenticeships in social care in the challenging financial climate, and explores how incentives could be used to retain trainees once qualified.	Development of a business case on the options and resource implications for the recruitment and retention of social care apprentices	Jill Harrison	October 2012

<h1>CABINET REPORT</h1> <p>30 April 2012</p>
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**Report of:** Young People’s Representatives, Children’s Services Scrutiny Forum

**Subject:** FINAL REPORT – YOUNG PEOPLE’S ACCESS TO TRANSPORT

## SUMMARY

### 1. PURPOSE OF REPORT

1.1 To present the Final Report of the Children’s Services Scrutiny Forum’s Young People’s Representatives’ following their investigation into ‘Young People’s Access to Transport’.

### 2. SUMMARY OF CONTENTS

2.1 The Final Report outlines the purpose of the scrutiny investigation, findings 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 30 April 2012. 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 on page 5 of the attached report.



## **YOUNG PEOPLE’S REPRESENTATIVES, CHILDREN’S SERVICES SCRUTINY FORUM**

### **FINAL REPORT**

### **YOUNG PEOPLE’S ACCESS TO TRANSPORT**

April 2012



## Scrutiny Investigation into Young People’s Access to Transport, April 2012

### **Background**

As part of the Children’s Service Scrutiny Forum we were given the opportunity to pick a topic that we were interested in and lead on our own investigation. After some discussion we picked the topic of young people’s access to transport. This was because we felt it was very relevant to a large majority of young people across the town. We decided to focus our investigation on what transport is available across the town that young people can access at night and to examine the transport times, areas, and costs covering all positive and negative aspects.

### **Process**

We looked at bus timetables and bus routes and found that bus services stopped at 6.30pm.

We then developed a questionnaire using survey monkey which was circulated across the town through schools and youth organisations. The questionnaire helped us gather information on;

- Which transport services young people use and how often?
- Where young people go on transport services?
- Which youth organisations young people attend and if they use transport services to get to them?
- Popular areas in the town for young people?
- If the cuts to services have stopped young people from visiting friends, family, etc?
- When young people used transport services?
- If the cuts had affected their attendance? (school, college, work, etc).
- If they would use other forms of transport if they were available (minibuses, etc)?
- What they thought about current bus fares?
- If young people feel safe when using transport services?
- Suggestions on changes to transport services to make them safer?
- Safety issues?
- Suggestions on how to overcome cuts to services?
- Any other comments?
- Age
- Sex
- Which areas they live in?

The questionnaire was completed by 200 young people over a two month period.

## Findings

We attended the Transport Champions Group and found that they are working with local communities to establish community travel clubs across the town. They had also ran a survey with residents but had received a limited response. The Champions group asked if they could look at the information gathered from our survey to assist them in this project. If the community travel clubs are established they will be fully funded by the users.

We were informed in the meeting that transport services had recently commenced for Hartlepool College of Further Education to provide twilight services to those accessing evening courses, and council services representatives suggested that there may be an opportunity for these services to be extended to provide service to young people.

At the 11 million Take Over event for young people in November 2011, discussion arose amongst young people about transport cuts and the safety issues that may affect young people as a result. The point was made that many young people are walking long distances across the town late in the evening as not all young people have access to other means of transport. Results from the young people's survey also appear to confirm that young people are concerned about safety issues since public bus services have been cut, and this has restricted their access to leisure opportunities; *“Don't feel safe getting in taxis (and they cost a lot) and don't feel safe walking alone when trying to go places”*.

One young person seemed to sum up in one response a lot of concerns young people share;

*“Because there is no busses on a night I have to be in at an earlier time because most of the time I have to walk from where ever I am, Also I manage to spend most of my pocket money on a taxi home just so I know I'm going to get home safe. when the busses were on I could get the bus into the town where it was busy and I would only have to walk up 2 roads before I was home which is not that bad than walking home from the other*

*side of town. Taxis cost a bomb these days and they are making more money and making new taxi firms because they have the money. I think stagecoach should bring the busses back even if its just 1 bus an hour on a night. A number of my friends have been involved in different things since the busses have stopped e.g.: getting jumped by a bunch of boys walking home. I personally think the busses should come back in order to keep us safe and this also effects older people who can't get out and about to their local pub/club because they have no family or friends and not enough money for taxis”*

It is clear that the young people access transport to visit friends and family but the cuts have affected young peoples attendance at school, college, training and work; Of the 137 responses (to the specific question), 19 said their attendance at school had been affected, 40 said their attendance at college had been affected, 18 said their attendance at training had been affected, 24 said there attendance at work had been affected, 47 said their attendance at sports and recreation facilities had been affected and 40 young people said their attendance at youth organisations and youth clubs had been affected;

*“I have to take the last weekday evening bus, ten past six from Owton Manor to Mill House to get to work, I normally get there for around half-past but I don't start work until half-past seven so I'm always extremely early, there isn't any other bus. Also after my shift is finished I have to go to the town centre to get the Stagecoach 36 on an evening to take me to Catcote Road I live near Dyke House School but I go to Seaton youth centre because that's where all my friends go so this mean that at 9 o'clock at night I have to walk home because there is no more buses after 6, which is still a twenty minute walk from my house at night in an area known for being rough”.*

We had very surprising results to the question of how the restrictions on attending places had affected young people; Of the 137 responses (to that specific question); 54 said the changes were making them late for school/college, 46 were getting into trouble because of the changes, 25 of them said the changes were affecting their results, 92 said the changes were costing them more money, 17 were asked to leave their training scheme, 5 of them have been asked to leave their job, 104 of them said that the changes were restricting them meeting their friends, and 66 of

them said that the changes were restricting them from taking part or joining in recreational activities.

*“The recent changes that have been made to the bus time table mean that I have basically have a curfew and this is affecting my social life and also my college work because when I need to stay behind I cannot get the bus back home and also when there is the holidays like the Christmas holiday I have to make sure that on week days I am on the bus home before seven when normally I would be able to stay at a friends house or with my friends until later on”.*

We have also discovered that the young people’s sexual health clinic drop in service at the One Life Centre is held between 6.30pm and 8pm. This means that young people would not be able to access the clinic if they lived at the other side of town and did not have their own means of transport.

Taxis are mentioned numerous times in the comments that young people gave within the survey. Young people recognised them as one of the only ways to access services in the evening but many stated that they were too expensive and worryingly a few said that they felt unsafe using them. 53.7% of the young people who took part in the survey said that they would be interested in utilising other forms of transport if it was low cost. Some of the suggestions young people suggested as a solution included;

- *Cheaper taxis*
- *Keep buses on until 10pm*
- *Buses once an hour*
- *Make grants available for community places to have their own minibuses*
- *Local council taxis transport coming together and using each others vehicles*
- *Make buses slightly more expensive during the evenings*
- *Youth Buses*
- *Have some reasonably priced transport that stops at popular destinations for young people*

The Transport Champions Group working alongside groups of young people who are keen to resolve this could be a way of moving this forward.

*(Full findings of the survey can be found in **Appendix 1**)*

## **Conclusion**

Young people have clearly been affected by the public bus services cuts and solutions must be found to overcome the issues we have discovered. Bus companies should be thinking about reinstating night time services and be made aware of the issues that young people are facing and the risk that they may be taking as a result; or at least investigate other options for young people across Hartlepool.

We feel that one of the most important points to highlight is that young people don't feel safe in taxis or walking alone when going places / going home.

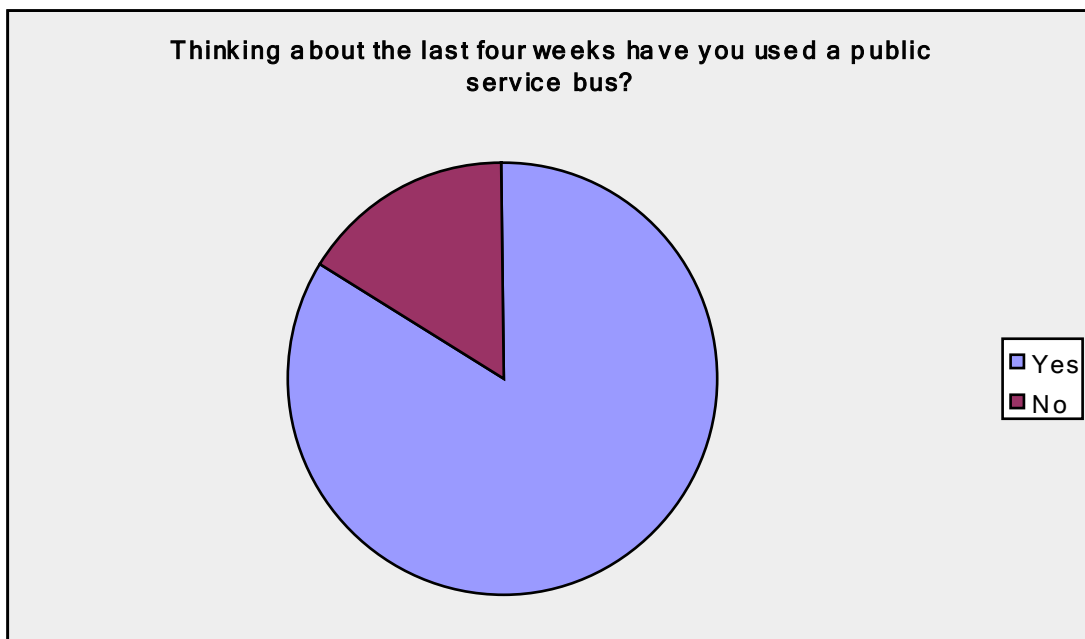
## **Recommendations**

We recommend to Cabinet that:-

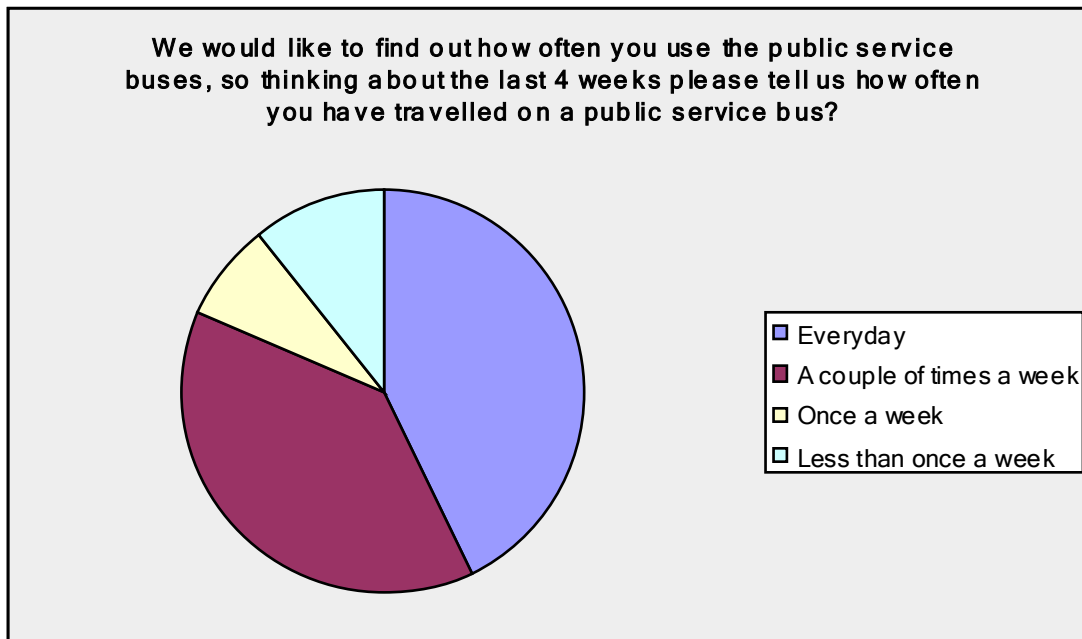
- (1) Following consideration of the recommendations at Scrutiny Co-ordinating Committee, Cabinet is asked to express a clear view in relation to the continuation of work relating to the reinstatement / redevelopment of bus services and/or alternative travel arrangements, where the implementation of recommendations require additional resources;
- (2) Subject to recommendation 1, the Council explores options to improve young people's access to transport through the transport group, local transport companies and organisations across the town who work with young people and that an update report be brought back to the Children's Services Scrutiny Forum detailing all the work that has been carried out in all areas; and
- (3) This report is presented (by the young people's representatives) to the Neighbourhood Services Scrutiny Forum when the Forum further explores 'low cost travel to young people through concessionary fare schemes'

### 8.7 Appendix 1

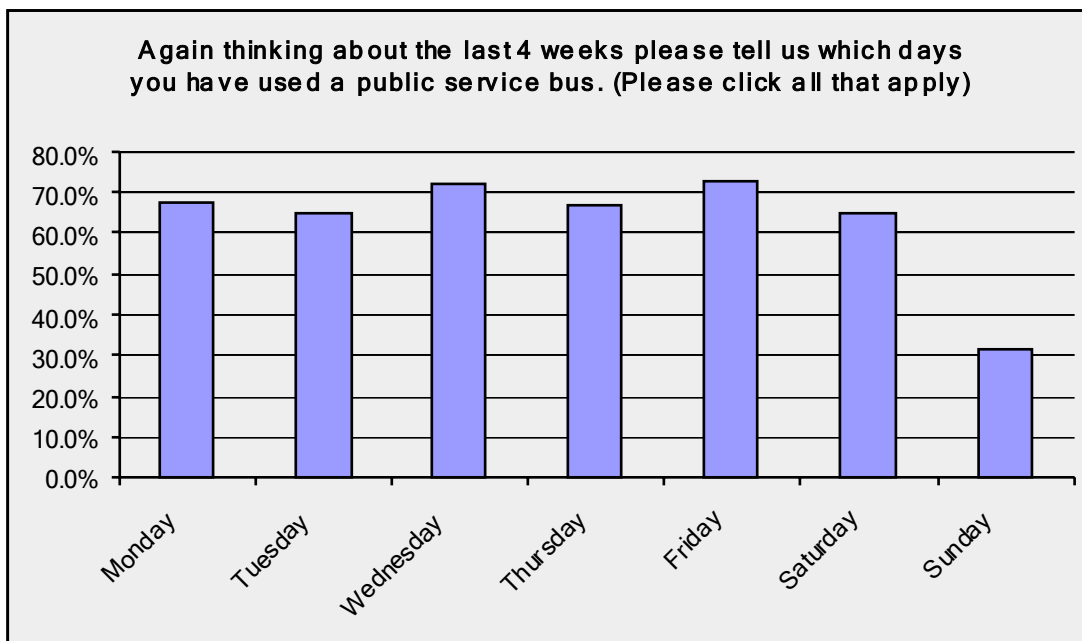
#### Results and Findings of Transport Survey



84% (168) of the young people questioned had used a public service bus in the last four weeks and 16% (32) had not used a public service bus in the last four weeks.

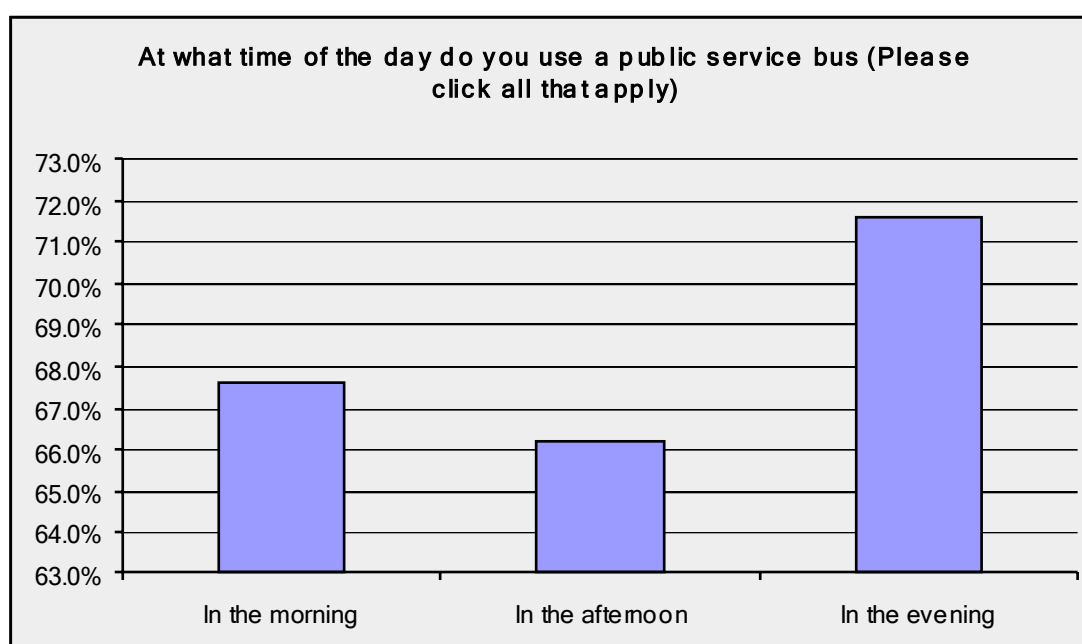


42.9% (67) of young people questioned used a public service bus everyday, 38.5% (60) used a public service bus a couple of times a week, 7.7% (12) used a public service bus once a week and 10.9% (17) used a public service bus less than once a week.

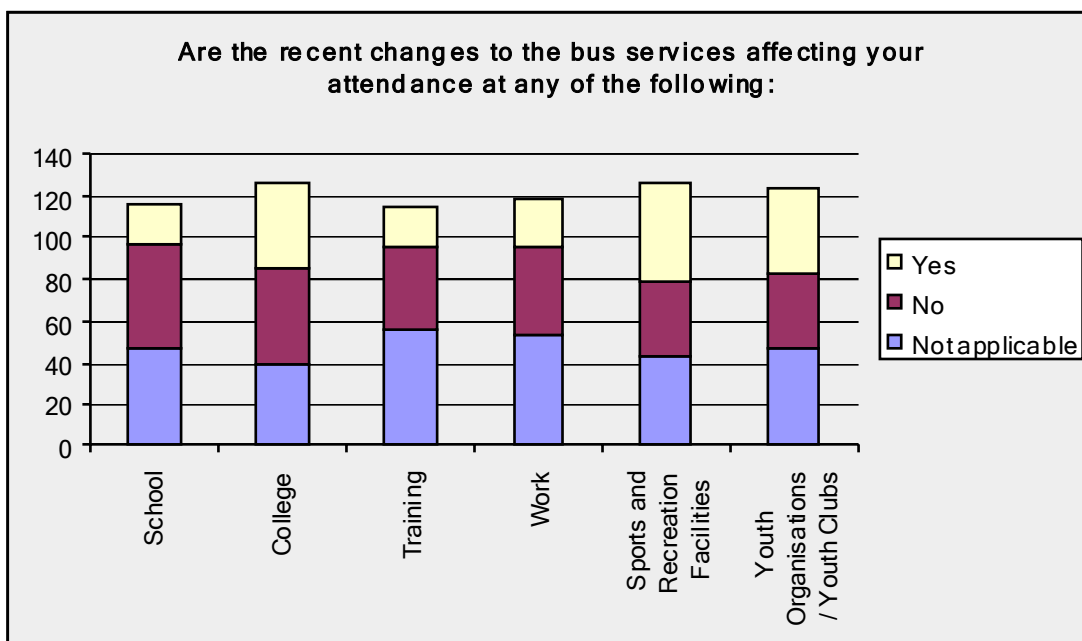


67.6% (100) used a public service bus on a Monday, 65.5% (97) on a Tuesday, 72.3% (107) on a Wednesday, 66.9% (99) on a Thursday, 73% (108) on a Friday, 64.9% (96) on a Saturday and 31.8% (47) on a Sunday.

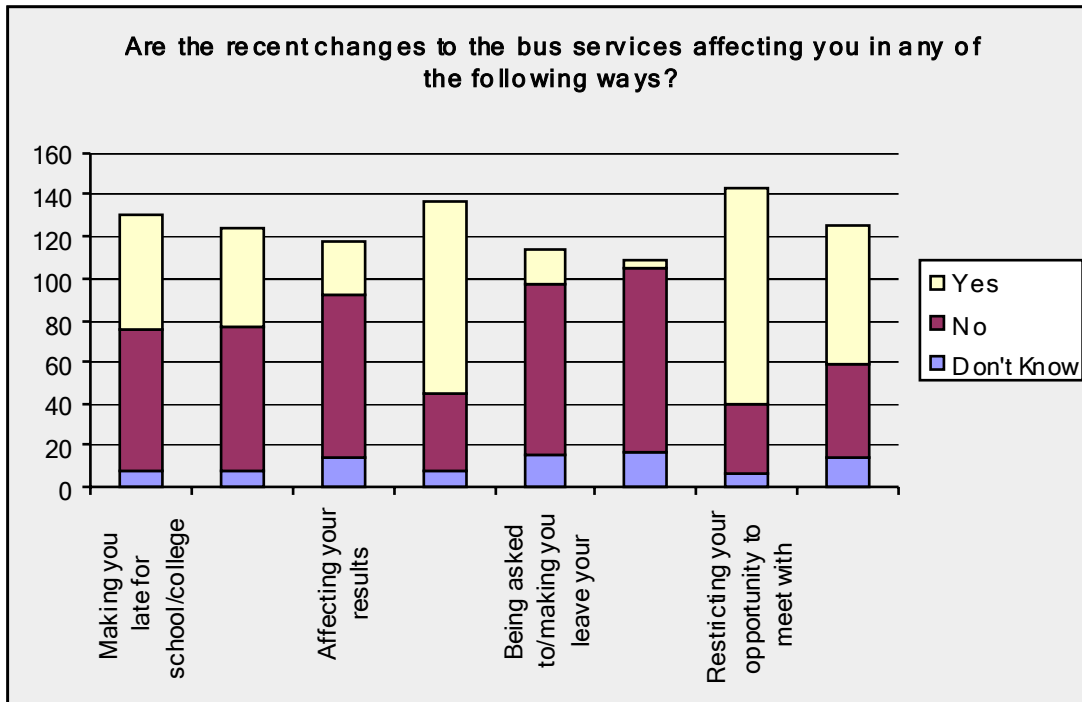




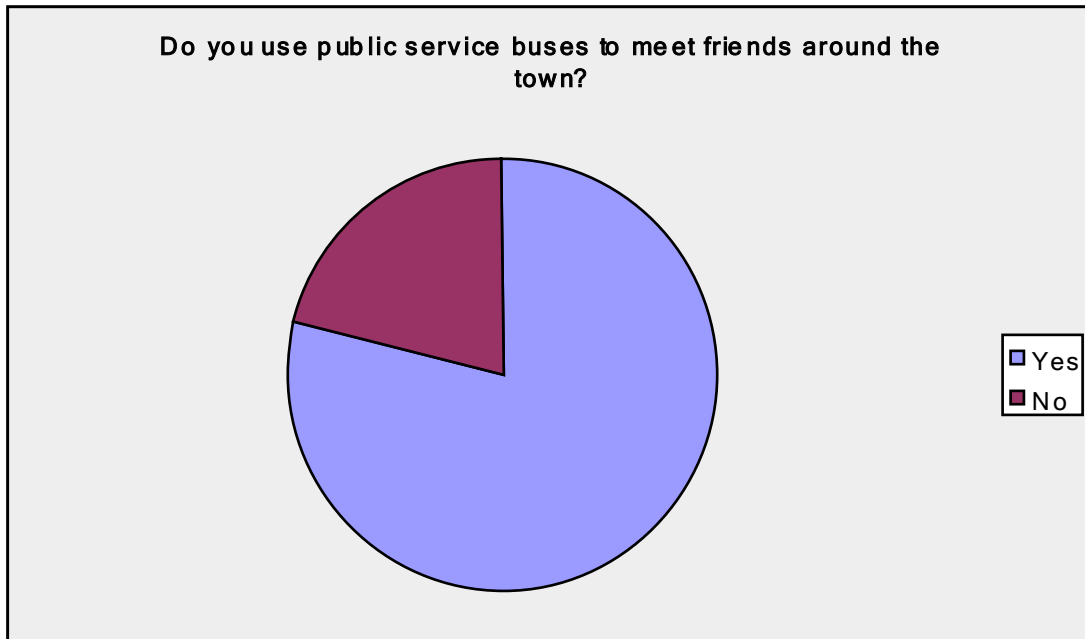
67.6% (100) used a public service bus in the morning, 66.2% (98) in the afternoon, 71.6% (106) in the evening.



The young people questioned said that many of the recent bus service changes had affected their attendance. Of the 137 responses 19 said their attendance at school had been affected, 40 said their attendance at college had been affected, 18 said their attendance at training had been affected, 24 said their attendance at work had been affected, 47 said their attendance at sports and recreation facilities had been affected and 40 young people said their attendance at youth organisations and youth clubs had been affected.

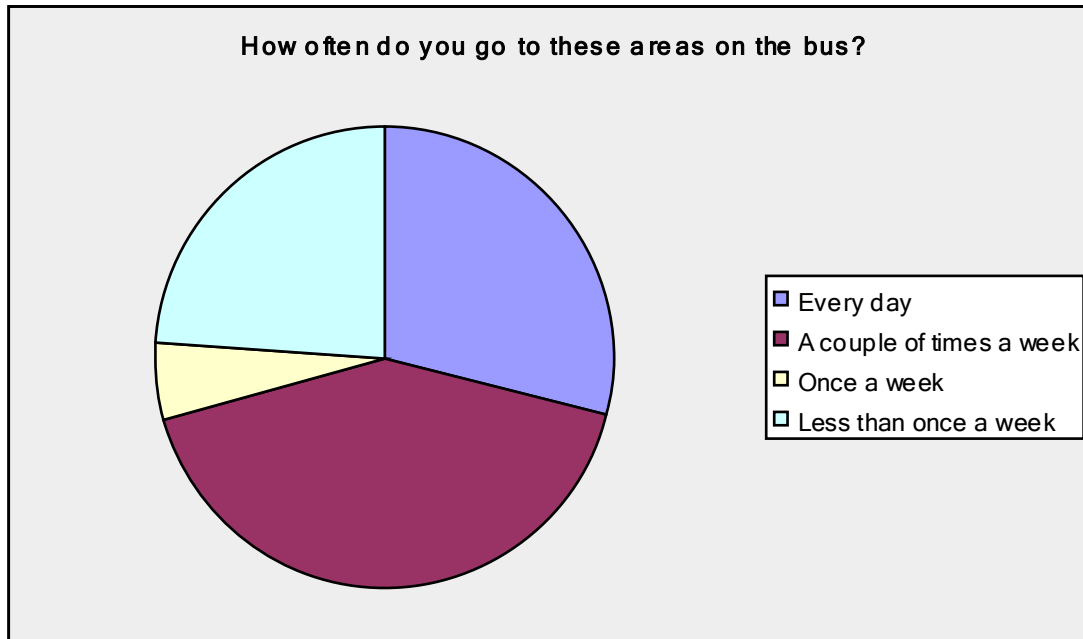


The young people questioned said that many of the changes to bus services had affected them. Of the 137 responses to the above questions 54 said the changes were making them late for school/college, 46 were getting into trouble because of the changes, 25 of them said the changes were affecting their results, 92 said the changes were costing them more money, 17 were asked to leave there training scheme, 5 of them have been asked to leave their job, 104 of them said that the changes were restricting them meeting their friends, and 66 of them said that the changes were restricting them from taking part or joining in recreational activities



79% (124) used public service buses to meet friends around the town, while 21% (33) did not use public services to meet friends.

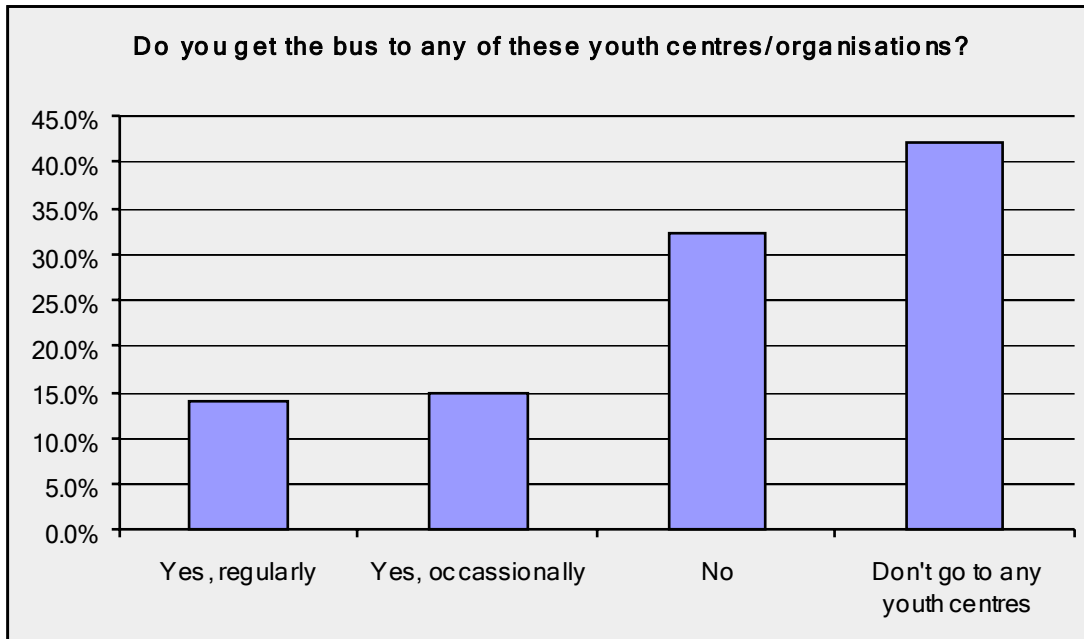
The most popular area young people met up with friends using public service buses was the town centre followed by the Headland, Seaton, Rossmere, Dyke House, Owton Manor, West View, Throston, Greatham, The Marina, Clavering, Rift House and the Fens.



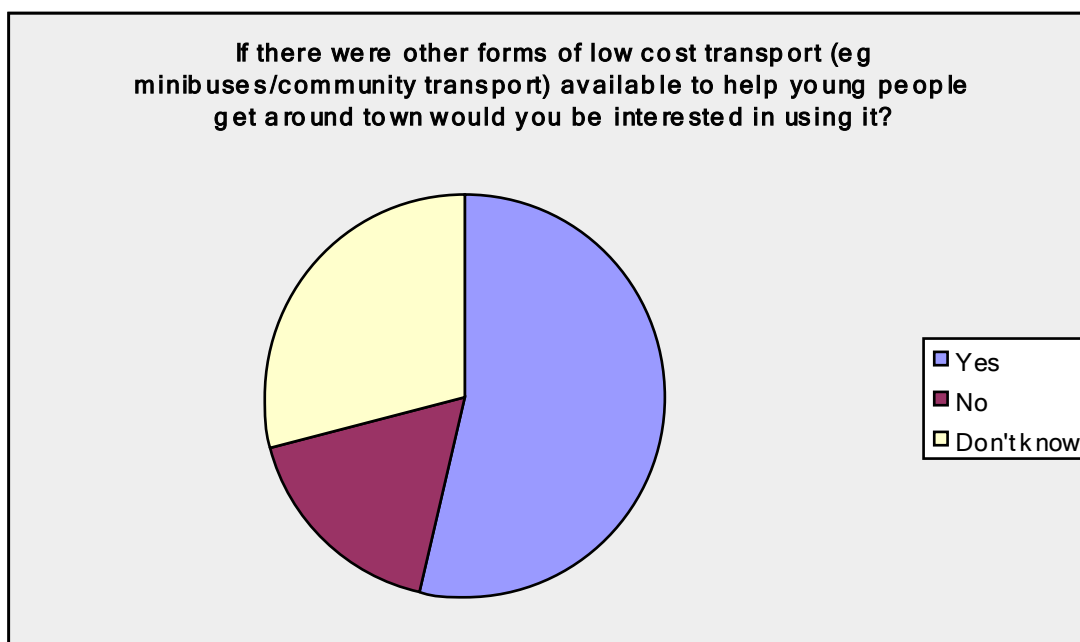
28.8% (42) visited these areas on the bus everyday, 41.8% (61) visited these areas on the bus a couple of times a week, 5.5% (8) visited these areas once a week, 24% (35) visited these areas less than once a week.

The young people told us that they visit many youth organisations across the town these included;

- Rossmere Youth Centre
- Seaton Youth Centre
- Greatham Youth Centre
- Belle Vue Youth Centre
- Throston Youth Centre
- Burbank Youth Centre
- Brinkburn Youth Centre
- Red Dreams
- Wharton Trust
- Sea Cadets
- Youth Bus
- Kick Boxing Clubs
- Swimming
- Rossmere Skate park
- One Stop Shop
- Barnardos
- Café 177
- Dance Academies
- Air Cadets

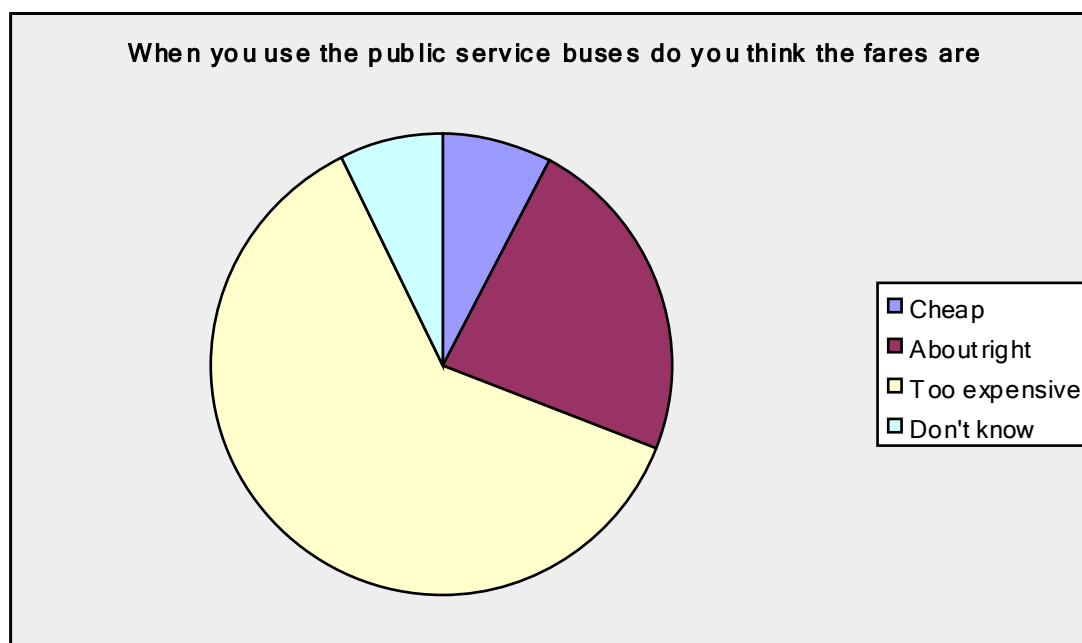


14% (20) of the young people got the bus to the youth centres/organisations regularly, 14.7% (21) of the young people got the bus occasionally, 32.2% (46) didn't get the bus to the youth centres/organisations and 42% (60) didn't go to any of the youth centres/organisations.



53.7% (79) said that they would be interested in using other forms of low cost transport (e.g. minibuses/community transport) to get around town, 17% (25) said they wouldn't be interested in using other forms of low cost transport and 29.3% (43) said they didn't know if they would use other forms of low cost transport.





7.8% (12) young people thought that public service buses fares were cheap, 22.9% (35) thought that the fares were about right, 62.1% (95) thought that the public services buses were too expensive and 7.2% (11) didn't know.



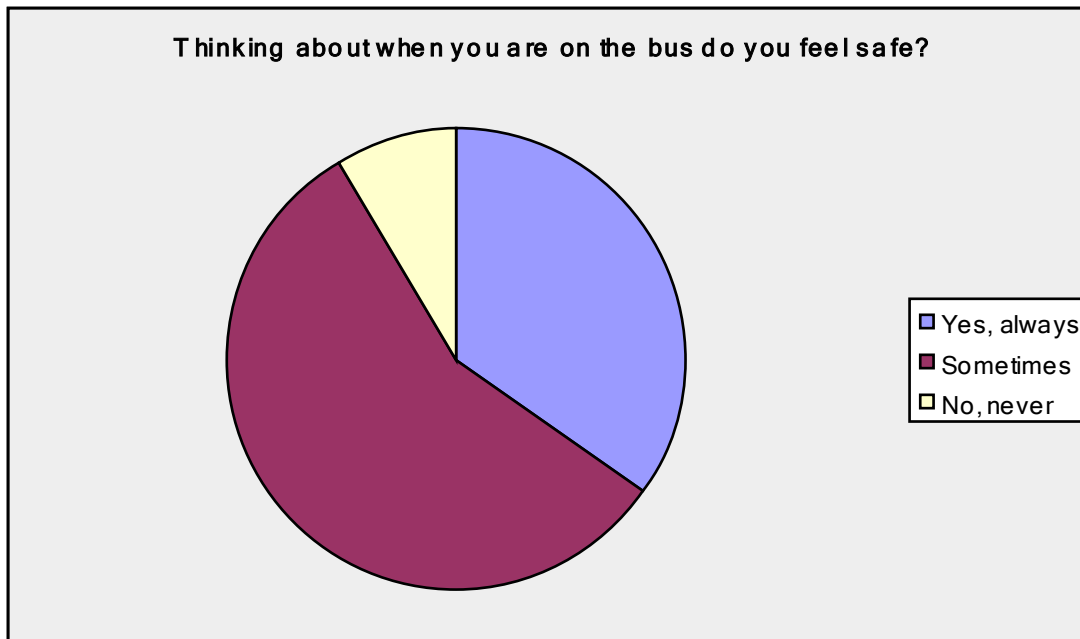
59.6% (87) of the young people felt that the recent changes to the bus timetables had affected how they live their life, while 40.4% (59) felt their life had not been affected by the recent changes to the bus timetables.

These affects include;

- I have to leave the house a lot earlier than before and be back home earlier
- I used to use the buses on a night but because of the cuts to late buses I have to walk everywhere.
- Cant travel after 7pm
- Difficult to see people after school.
- Can't socialise properly.  
Only use services once a week because wouldn't be able to get home later.
- Home late
- Not being able to go places  
Cost more
- I don't use buses anymore because of the changes and cost.
- When I need to go to kick boxing my mam has to take me and she cant always do this

- Because there is no buses on a night I have to be in at an earlier time because most of the time I have to walk from where ever I am, Also I manage to spend most of my pocket money on a taxi home just so I know I'm going to get home safe. when the buses were on I could get the bus into the town where it was busy and I would only have to walk up 2 roads before I was home which is not that bad than walking home from the other side of town. Taxis cost a bomb these days and they are making more money and making new taxi firms because they have the money. I think stagecoach should bring the buses back even if its just 1 bus an hour on a night. A number of my friends have been involved in different things since the busses have stopped e.g.: getting jumped by a bunch of boys walking home. I personally think the buses should come back in order to keep us safe and this also effects older people who can't get out and about to their local pub/club because they have no family or friends and not enough money for taxis
- Getting home from afterschool clubs is hard when parents are at work
- Late home
- I now either have to make sure there's spare money for taxis home, walk or not go out in the first place
- Yes because I have to walk to headland and back
- Don't get to see my friends and family across town as much. I have to walk home and its not nice weather this time of year. Can't do as many activities. Harder to get transport to were I want to go. Don't feel safe getting in taxis (and they cost a lot) and don't feel safe walking alone when trying to go places.
- I'm getting told off by my parents for asking for a lift on Sundays so I can go and see my friends, as the Stagecoach 1 route that I live near to doesn't run on Saturdays. Also I have to rush because busses are stopping way too early; I can't do anything on an evening. I have to walk to get anywhere after 6 which adds another 1-2 hours to going to see my mates
- Not being able to go out as much to meet with friends, not being able to do course work (go to locations for photography) and restricting times so I may have to leave somewhere early
- I don't get out much in fear of not being able to get home on time ... Or having to walk home late at night

- As I have a part time job when I work till late at work the last 36 bus from my job is 23:19 and sometimes it doesn't show up so I have to get a taxi which means spending unnecessary money! I'm only a student and have very little money to start off with
- Cannot get the bus home from swimming training due to the buses not running that late
- When going out with friends on a weekend I usually have to walk home even on dark nights, or get a taxi which costs quite a lot as I have to get it from Seaton to Throston.
- I have to take the last weekday evening bus, ten past six from Owton Manor to Mill House to get to work, I normally get there for around half-past but I don't start work until half-past seven so I'm always extremely early, there isn't any other bus. Also after my shift is finished I have to go to the town centre to get the Stagecoach 36 on an evening to take me to Catcote Road I live near dyke house school but I go to Seaton youth centre because that's where all my friends go so this means that at 9 o'clock at night I have to walk home because there is no more buses after 6., which is still a twenty minute walk from my house at night in an area known for being rough.
- The recent changes that have been made to the bus time table mean that I have basically have a curfew and this is affecting my social life and also my collage work because when I need to stay behind I cannot get the bus back home and also when there is the holidays like the Christmas holiday I have to make sure that on week days I am on the bus home before seven when normally I would be able to stay at a friends house or with my friends until later on.
- Am sometimes unable to go out or do sport hobbies at clubs due to there being no means of later time transport from certain parts of town to the other. Also I can't go see my gran as often as I used to due to the new timetable for busses into Seaton Carew and the bus being the only way I can transport around since I'm too young to drive and taxis are too expensive, which is not what I had ever wanted.
- Don't attend air cadets hardly , as petrol prices are high so can't get lifts of parents and now the buses have stopped early which I need one for 9 30
- Walking home from night games from watching Pools play, I feel unsafe.



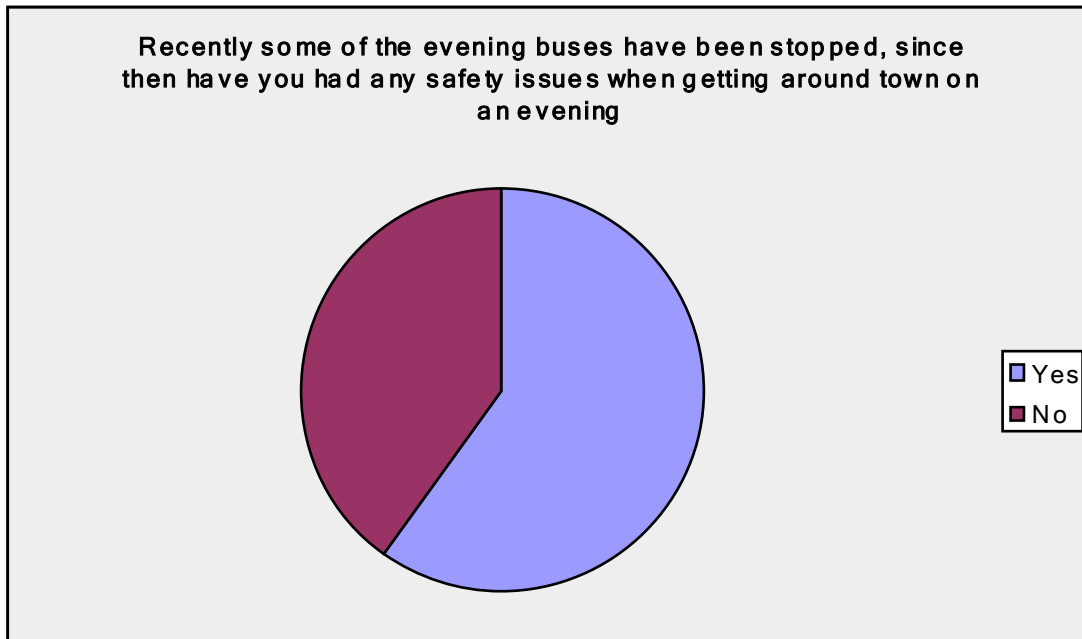
34.6% (53) young people said that they felt safe when they travelled on the bus, 56.9% (87) young people said that they sometimes felt safe while 8.5% (13) said they never felt safe while travelling on buses.

The young people questioned told us how they felt unsafe this included;

- Some bus drivers like to go really fast
- People with hoods up and older teenagers.
- No Seatbelts
- People shouting and swearing on buses
- When intoxicated people enter the bus and behave inappropriate

The young people questioned were asked what changes do you feel would make you feel safer when using public service buses? Below are some of the responses;

- More Cameras
- Drive slower
- Seatbelts
- Seatbelts, more strict on anti social behaviour
- Don't let drunk people on the bus
- Control people more
- No loud music can be played out loud
- Having a bus security guard and every bus, like a ticket inspector
- Having the driver keep to the limit on remote country roads.
- Lights
- Bus driver have more involvement to calm shouting people



60% (84) young people said that they have had safety issues around the town on an evening since some of the evening buses had been stopped, while 40% (56) have not had any safety issues.

These safety issues included;

- Walking home in the dark
- Being attacked
- Being scared
- Getting home late
- Walking long distances
- Waiting for taxis in the dark
- Riding my bike home in the dark
- Being stranded in locations
- Walking through badly lit areas
- When walking home I often get approached by people asking for money and wanting to lend my phone.
- I have been threatened by people when walking home
- Walking home with my newborn son I have been threatened

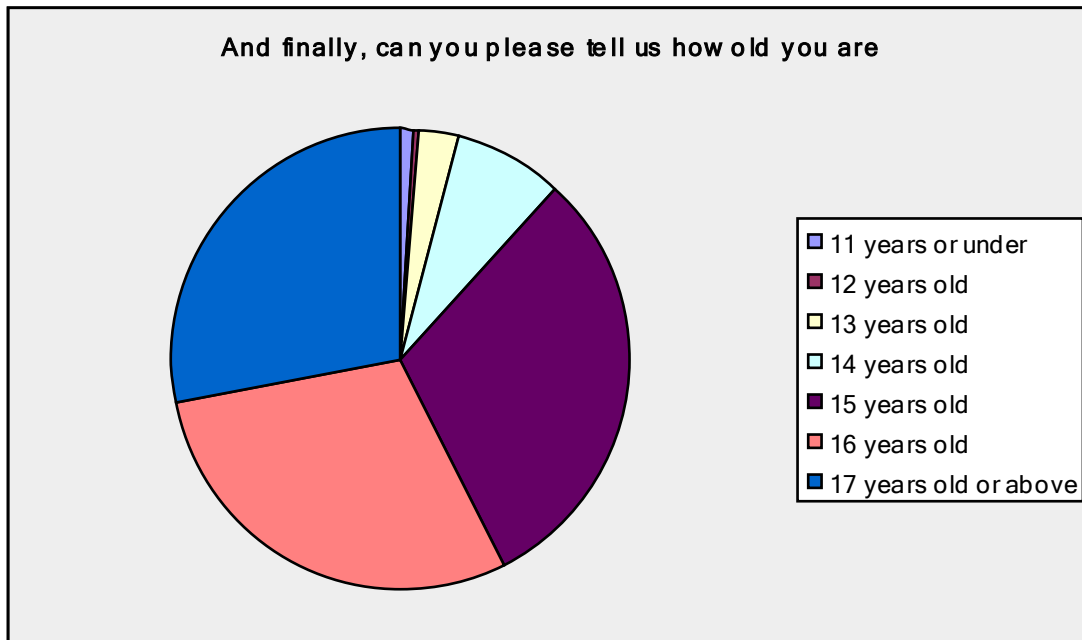
The young people suggested that ways to overcome these issues could include;

- More buses
- Use minibuses
- Bikes
- Cheaper transport that runs later
- Cheaper taxis
- Keep buses on until 10pm
- Buses once an hour
- Make grants available for community places to have their own minibuses
- Local council taxis transport coming together and using each others vehicles
- Trams
- Get your mam and dad to drive you
- Bring back normal bus timetables
- Put the buses back on with lower fares
- Run buses every 15 minutes instead of every 10 minutes
- Make buses slightly more expensive during the evenings
- Youth Buses
- Have some reasonably priced transport that stops at popular destinations for young people

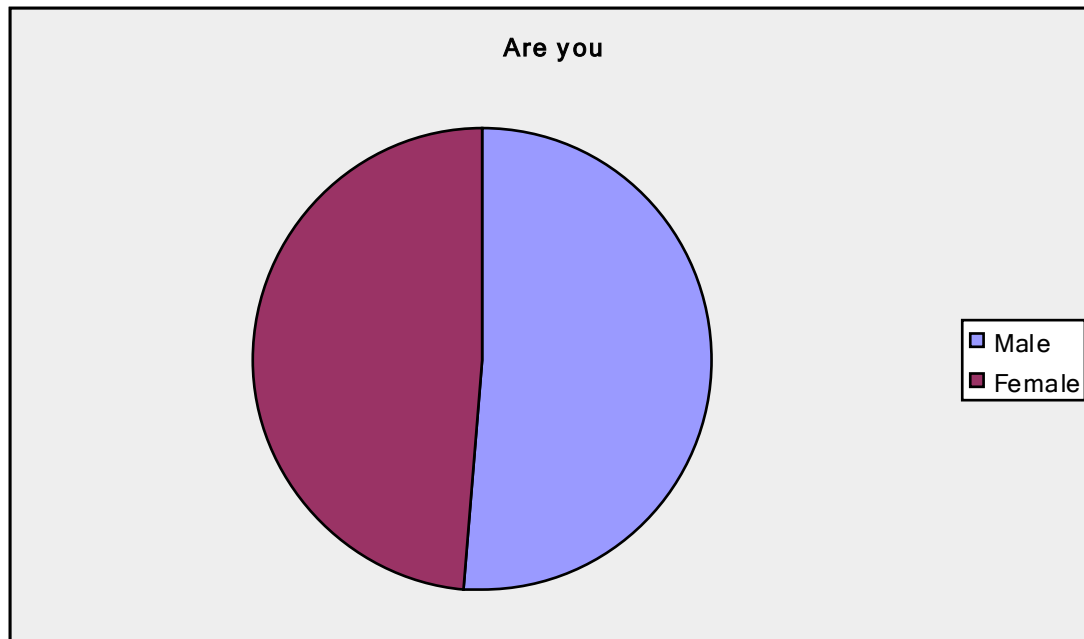
The young people were asked if they had any more comments on the public bus service in Hartlepool. These include;

- Everyone has been left without a mode of transport on a night because of cuts.
- Affected me seeing friends like I used to.
- Limits were people can go
- More buses
- They should put them back on till 10.30pm
- Keep buses after 6.30pm
- There are no buses to the headland which affects me meeting up with my friends
- There are no buses to the Headland from King Oswey and it is hard to get home
- Very confusing to follow the timetables
  
- Cheaper
- Free bus service for students
- Yes, it really is terrible. All buses should run all week, and until late.
- 
- Give more opportunities to local businesses like Pauls Travel
  
- Bring back later busses! Even if it's just once an hour up until 11 but 6 is too early!!
  
- They should be cheaper and put all the busses back on.
  
- They are too expensive and they need to make them cheaper
- Cutting the services and raising the prices at the same time doesn't seem right.
- Bring them back on for evenings and lower prices!
- Bus services are otherwise good but I think they need to continue running later.
- Stop being late all the time
- The recent evening bus changes have heavily affected my social life.

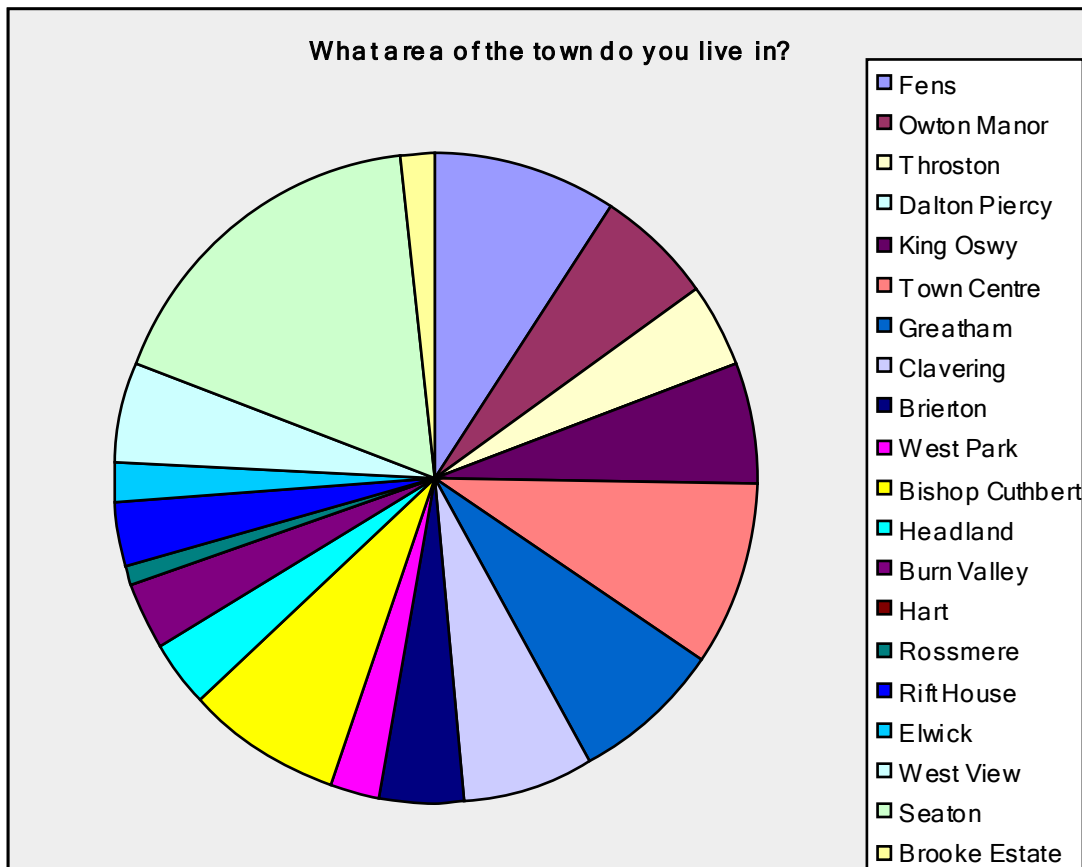




0.7% (1) of the young people questioned were 11 years old, 0.7% (1) were 12 years old, 12.7% (4) were 13 years old, 7.5% (11) were 14 years old, 30.8% (45) were 15 years old, 29.5% (43) were 16 years old and 28.1% (41) were 17 years old or above.



51.4% (74) of the young people questioned were male and 48.6% (70) of the young people questioned were female.



9.2% (11) of the young people questioned lived in the fens area of the town, 5.9% (7) lived in Owton Manor area, 4.2% (5) lived in the Throston area, 0% (0) lived in the Dalton Piercy area, 5.9% (7) lived in the King Oswey area, 9.2% (11) lived in the Town Centre area, 7.6% (9) lived in the Greatham area, 6.7% (8) lived in the Clavering area, 4.2% (5) lived in the Brierton area, 2.5% (3) lived in the West Park area, 7.6% (9) lived in the Bishop Cuthbert area, 3.4% (4) lived in the Headland area, 3.4% (4) lived in the Burn Valley area, 0% (0) lived in the Hart area, .8% (1) lived in the Rossmere area, 3.4% (4) lived in the Rift House area, 1.7% (2) lived in the Elwick area, 5% (6) lived in the West View area, 17.6% (21) lived in the Seaton area and 1.7% (2) lived in the Brooke Estate area.

# CABINET REPORT

30 April 2012



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

**Subject:** SCRUTINY INVESTIGATION INTO YOUNG PEOPLE'S ACCESS TO TRANSPORT

---

## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Children's Services Scrutiny Forum's Young People's Representatives' investigation into 'Young People's Access to Transport'.

### 2. SUMMARY OF CONTENTS

- 2.1 The report provides brief background information into the 'Young People's Access to Transport' Scrutiny Investigation and provides a proposed Action Plan (**Appendix A**) in response to the recommendations.

### 3. RELEVANCE TO CABINET

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

### 4. TYPE OF DECISION

- 4.1 Non-Key.

### 5. DECISION MAKING ROUTE

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

## 6. **DECISION REQUIRED**

- 6.1 That Members of the Cabinet approve the Action Plan (**Appendix A refers**) in response to the recommendations of the Children's Services Scrutiny Forum's Young People's Representatives' investigation into 'Young People's Access to Transport'.

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

**Subject: SCRUTINY INVESTIGATION INTO YOUNG PEOPLE'S ACCESS TO TRANSPORT**

---

## **1. PURPOSE OF REPORT**

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Children's Services Scrutiny Forum's Young People's Representatives' investigation into 'Young People's Access to Transport'.

## **2. BACKGROUND INFORMATION**

- 2.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Children's Services Scrutiny Forum's Young People's Representatives' investigation into 'Young People's Access to Transport'. Attached as **Appendix A** is the proposed Action Plan for the implementation of these recommendations which has been prepared in consultation with the appropriate Portfolio Holder.
- 2.2 The overall aim of the scrutiny investigation was to explore ways of making transport more accessible for young people

## **3. ACTION PLAN**

- 3.1 As a result of the Children's Services Scrutiny Forum's Young People's Representatives' investigation into 'Young People's Access to Transport' the following recommendations have been made:-

We recommend to Cabinet that:-

- (1) Following consideration of the recommendations at Scrutiny Co-ordinating Committee, Cabinet is asked to express a clear view in relation to the continuation of work relating to the reinstatement / redevelopment of bus services and/or alternative travel arrangements, where the implementation of recommendations require additional resources;
- (2) Subject to recommendation 1, the Council explores options to improve young people's access to transport through the transport group, local transport companies and organisations across the town who work with young people and that an update

report be brought back to the Children's Services Scrutiny Forum detailing all the work that has been carried out in all areas; and

- (3) This report is presented (by the young people's representatives) to the Neighbourhood Services Scrutiny Forum when the Forum further explores 'low cost travel to young people through concessionary fare schemes'

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 as **Appendix A** which is to be submitted to the Children's Services Scrutiny Forum in the new Municipal Year (subject to the availability of appropriate Portfolio Holder).

#### 4. RECOMMENDATION

4.1 Cabinet is requested to approve the Action Plan attached as **Appendix A** in response to the recommendations of the Children's Services Scrutiny Forum's Young People's Representatives' investigation into 'Young People's Access to Transport'.

**OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN**

**8.8 APPENDIX A**

**NAME OF FORUM:** Young People’s Representatives, Children’s Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Young People’s Access to Transport

**DECISION MAKING DATE OF FINAL REPORT:** 30 April 2012

	<b>RECOMMENDATION</b>	<b>EXECUTIVE RESPONSE / PROPOSED ACTION</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>LEAD OFFICER</b>	<b>DELIVERY TIMESCALE</b>
(1)	Following consideration of the recommendations at Scrutiny Co-ordinating Committee, Cabinet is asked to express a clear view in relation to the continuation of work relating to the reinstatement / redevelopment of bus services and/or alternative travel arrangements, where the implementation of recommendations require additional resources;	Cabinet to consider at meeting.	None identified	Laura Stones	April 2012
(2)	Subject to recommendation 1, the Council explores options to improve young people’s access to transport through the transport group, local transport companies and organisations across the town who work with young people and that an update report be brought back to the Children’s	The Integrated Transport Unit will be consulting with the Transport Champion Group and Local Operators Forums in order to explore further opportunities. In addition, the established Travel Club facility will ensure continual monitoring of the position as well as considering a strategy to fill the gaps in the	The Integrated Transport Unit is exploring the utilisation of existing budget provision where ever possible.	Alastair Smith	November 2012



**OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN**

**8.8 APPENDIX A**

**NAME OF FORUM:** Young People’s Representatives, Children’s Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Young People’s Access to Transport

**DECISION MAKING DATE OF FINAL REPORT:** 30 April 2012

	<b>RECOMMENDATION</b>	<b>EXECUTIVE RESPONSE / PROPOSED ACTION</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>LEAD OFFICER</b>	<b>DELIVERY TIMESCALE</b>
	Services Scrutiny Forum detailing all the work that has been carried out in all areas; and	current market provision.			
(3)	This report is presented (by the young people’s representatives) to the Neighbourhood Services Scrutiny Forum when the Forum further explores ‘low cost travel to young people through concessionary fare schemes’.	The young people’s representatives will be invited to the Neighbourhood Services Scrutiny Forum to present their Final Report into ‘Young People’s Access to Transport’ when the Forum further explores ‘low cost travel to young people through concessionary fare schemes’.	None identified	Laura Stones	September 2012