



SAFER HARTLEPOOL PARTNERSHIP AGENDA



Friday 12 September 2014

at 1.00 pm

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

MEMBERS: SAFER HARTLEPOOL PARTNERSHIP

Councillor Christopher Akers-Belcher, Elected Member, Hartlepool Borough Council
Councillor Chris Simmons, Elected Member, Hartlepool Borough Council
Dave Stubbs, Chief Executive, Hartlepool Borough Council
Denise Ogden, Director of Regeneration and Neighbourhoods, Hartlepool Borough Council
Clare Clark, Head of Community Safety and Engagement, Hartlepool Borough Council
Louise Wallace, Director of Public Health, Hartlepool Borough Council
Chief Superintendent Gordon Lang, Neighbourhood Partnership and Policing Command, Cleveland Police
Barry Copping, Office of Police and Crime Commissioner for Cleveland
Chief Inspector Lynn Beeston, Chair of Youth Offending Board
Julie Allan, Director of Offender Management, Tees Valley Probation Trust
Steve McCarten, District Manager, Cleveland Fire Authority
John Bentley, Voluntary and Community Sector Representative, Chief Executive, Safe in Tees Valley
Stewart Tagg, Head of Housing Services, Housing Hartlepool
Karen Hawkins, Representative of Hartlepool and Stockton on Tees Clinical Commissioning Group
Sally Robinson, Assistant Director, Children's Services, Hartlepool Borough Council
Hartlepool Magistrates Court, Chair of Bench (vacant)

- 1. APOLOGIES FOR ABSENCE**
- 2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS**



3. MINUTES

- 3.1 To confirm the minutes of the meeting held on 18 July 2014

4. ITEMS FOR DECISION

- 4.1 Selective Licensing Consultation – *Director of Regeneration and Neighbourhoods*

5. ITEMS FOR DISCUSSION/INFORMATION

- 5.1 Youth Discretionary Activities Presentation – Representatives from Belle Vue Community Sport and Youth Centre and Fire Service
- 5.2 Safer Hartlepool Partnership Performance – *Head of Community Safety and Engagement*
- 5.3 Victim Services - *Head of Community Safety and Engagement*
- 5.4 Think Family, Think Communities (TFTC) Progress Update – *Director of Child and Adult Services*
- 5.5 Community Engagement and Cohesion Strategy – *Director of Regeneration and Neighbourhoods*

6. ANY OTHER BUSINESS WHICH THE CHAIR CONSIDERS URGENT

FOR INFORMATION

Date of next meeting – Friday 21 November 2014 at 12.00 noon in the Civic Centre, Hartlepool



SAFER HARTLEPOOL PARTNERSHIP MINUTES AND DECISION RECORD

18 July 2014

The meeting commenced at 1.00 p.m. in the Civic Centre, Hartlepool

Present:

Councillor Christopher Akers-Belcher, Elected Member, Hartlepool Borough Council ((In the Chair)
Councillor Chris Simmons, Elected Member, Hartlepool Borough Council
Dave Stubbs, Chief Executive, Hartlepool Borough Council
Denise Ogden, Director of Regeneration and Neighbourhoods, Hartlepool Borough Council
Clare Clark, Head of Community Safety and Engagement, Hartlepool Borough Council
Louise Wallace, Director of Public Health, Hartlepool Borough Council
Chief Inspector Lynn Beeston, Chair of Youth Offending Board
John Bentley, Voluntary and Community Sector Representative, Chief Executive, Safe in Tees Valley
Andy Powell, Director of Housing Services, Housing Hartlepool

Also present:

Dr Neville Cameron, Office of Police and Crime Commissioner for Cleveland
Kevin Parry, Durham Tees Valley Probation

Officers: Joan Stevens, Scrutiny Manager
Amanda Whitaker, Democratic Services Team Manager

93. Apologies for Absence

Apologies for absence were submitted on behalf of Chief Superintendent Gordon Lang, Cleveland Police and Karen Hawkins, Hartlepool and Stockton on Tees Clinical Commissioning Group

94. Declarations of Interest

None

95. Minutes of the meeting held on 9 May 2014

The minutes were confirmed.

96. Safer Hartlepool Partnership Reducing Re-Offending Strategy 2014-17 (*Director of Regeneration and Neighbourhoods*)

Purpose of report

To seek approval of the second draft of the Reducing Re-offending Strategy 2014-17 and to the proposed consultation process.

Issue(s) for consideration

Following the Safer Hartlepool Partnership Development Day held in April 2013, the Safer Hartlepool Partnership had agreed that there was a need to develop a local Reducing Re-offending Strategy. In September 2013 the first draft of the Strategy had been approved by the Safer Hartlepool Partnership. It had been acknowledged that finalisation and consultation on the strategy should be delayed pending findings from the Audit & Governance Committee's investigation into the level, complexities and impact of re-offending in Hartlepool.

Following the conclusion of the Committee's investigation in May 2014, the strategy had been revised as appended to the report. Tribute was paid to the work which had been undertaken by the Audit and Governance Committee which had enriched the Strategy. Although the overall aim of the strategy had remained unchanged, the three supporting objectives had been revised to strengthen the Strategy as set out in the report: In addition an action plan, appended to the report, had been developed by the Safer Hartlepool Partnership Reducing Re-offending Theme Group, taking into account key findings from the Audit and Governance Committee's investigation, recommendations from the Offender Housing Needs Event held in December 2013 and the ongoing work to develop a Tees-wide single IOM scheme. The draft Reducing Re-offending Strategy and action plan would be subject to an eight week consultation exercise, details of which were set out in the report. It was anticipated that the finalised strategy would be presented to the Partnership in October 2014 for final approval.

Whilst expressing their support of the Strategy, members of the Partnership recognised that it was essential to ensure delivery of the action plan. Reference was made to progression of St Paul's housing scheme and it was suggested that specific consultation associated with that scheme should be undertaken once the final details were known. The Council's Head of Community Safety and Engagement responded to concerns expressed in relation to information omitted from the action plan and provided reassurance that the information was included in the strategy and regular updates would be provided to the Partnership. Partnership Members provided also clarification on treatment of drug users in terms of improvements to approaches adopted previously and in the context of the Strategy.

Decision

The consultation process for the Reducing Re-offending Strategy 2014-2017, in line with the Hartlepool 'Community Compact', was approved.

97. Teesside Sexual Violence Strategy 2014-2016 (*Director of Public Health*)**Purpose of report**

To seek comments from the Safer Hartlepool Partnership on the Teesside Sexual Violence Strategy 2014 – 2016.

Issue(s) for consideration

The report set out the background to the Teesside Sexual Violence Strategic Group (TSVSG) and to the development of a Teesside Sexual Violence Strategy 2014-2016 which was appended to the report together with the terms of reference for the TSVSG. The strategy set out a vision 'for a society in which no person, child or adult, has to live in fear of sexual abuse, sexual violence or sexual exploitation'. The strategy acknowledged that the prevalence of sexual violence was difficult to quantify due to victims being reluctant to report such matters although estimates based on the British Crime Survey were detailed in the report. A variety of agencies currently provided sexual violence services across Teesside and evidence collated by the Teesside Sexual Violence Co-ordinator, jointly funded by Northern Rock and Public Health, demonstrated the demand for these services. A table included in the report highlighted that 11% of victims accessing sexual violence services were subject to sexual violence in Hartlepool. The strategy recognised the significant and often long term impact that sexual violence could have on its victims and their families, and highlighted the importance of partnership working at a local level accompanied by the provision of accessible and effective support services. Underpinned by an action plan, appended to the report, the strategy set out nine objectives to address the cross cutting issue of sexual violence. Delivery of the strategy would be overseen by the TSVSG with the support of a Sexual Violence Operation Group. At the meeting, the Council's Director of Public Health updated the Partnership on feedback which had been received from Public Health England.

Decision

- (i) The Teesside Sexual Violence Strategy 2014-2016 was noted.
- (ii) It was agreed that the Safer Hartlepool Partnership continues to be represented at the TSVSG to ensure links are maintained with local strategy groups, including the Safer Hartlepool Partnership Domestic Violence and Abuse Group.

98. Scrutiny Investigation into Re-Offending – Action Plan *(Director of Regeneration and Neighbourhoods)*

Purpose of report

To agree the Action Plan, appended to the report, in response to the findings and subsequent recommendations of Audit and Governance Committee investigation into Re-Offending.

Issue(s) for consideration

As a result of the Audit and Governance Committee investigation into Re Offending a series of recommendations had been made. An action plan had been produced and was detailed along with the recommendations of the Audit and Governance Committee which was appended to the report.

Decision

- (i) The Action Plan was approved in response to the recommendations of the Audit and Governance Committee investigation into re-offending.
- (ii) It was agreed that regular update reports would be submitted to future meetings of the Partnership.

99. Potential Topics for Inclusion in the Audit and Governance Committee Work Programme relating to Crime and Disorder *(Scrutiny Manager)*

Purpose of report

To invite suggested topics for inclusion in the 2014/15 work programme for the Audit and Governance Committee in relation to the statutory scrutiny area of crime and disorder.

Issue(s) for consideration

The Audit and Governance Committee would be setting its work programme at its meeting of 7 August 2014 and had invited the Safer Hartlepool Partnership to suggest topics for investigation that may complement their own work programme for the year or be an area of particular interest to help improve the wellbeing of the people of Hartlepool.

Topic suggestions which had been received were presented as follows:

- Hate Crime
- Anti-Social Behaviour Powers
- Restorative Justice
- Domestic Violence

Whilst supporting hate crime as the preferred topic, the referral of the topic of domestic violence for investigation by the Committee was supported also. The rationale for referral of domestic violence to the Committee was highlighted and the importance of dealing with domestic violence was recognised. However, given that domestic violence had been the subject of a fairly recent scrutiny investigation, it was accepted that the topic would not be a suitable scrutiny topic for 2014/15, although it could be potentially a viable topic for consideration as part of the 2015/16 scrutiny work programme.

Decision

The Partnership agreed that hate crime be referred for consideration by the Audit and Governance Committee as the preferred topic for consideration as part of the Committee's 2014/15 work programme but appreciated the importance of dealing with domestic violence and whilst it was agreed that it would not be a suitable scrutiny topic for 2014/15, it was agreed that it could be potentially viable topic for consideration as part of the 2015/16 scrutiny work programme

100. Prevent Silver Group Update (*Director of Regeneration and Neighbourhoods*)**Purpose of Report**

To provide an update on the work of the recently formed Cleveland wide Prevent Silver Group, including activity associated with the Counter Terrorism Local Profile (CTLP) 2014.

Issue(s) for consideration

The report set out the background of the Contest Strategy which was

published in 2011 and aimed to reduce the risk to the UK and its interests overseas from terrorism. Incorporated within the revised Contest Strategy was the Government review of the Prevent programme, which had been subsequently refreshed and aimed to prevent people becoming terrorists or supporting terrorism. Changes taking place on a national level coincided with the review of the Counter Terrorism Local Profile (CTLP) which was a statutory requirement. Given the significant reduction in resources available and the review of the CLTP, the role of the Prevent Silver Group had been reviewed also in 2013 to ensure a sustainable way forward. A joint approach across all four Local Authority areas had been agreed in order to avoid duplication of services across Cleveland, to ensure a coordinated approach to the Prevent agenda and to enhance the operational efficiency and effectiveness of all partners. Details of the terms of Reference of the new Cleveland wide Prevent Silver Group were outlined in the report. Whilst recognising the rationale for the joint approach, Partnership Members highlighted potential concerns. Assurances were provided that any issues specific to Hartlepool would be addressed.

It was noted that Hartlepool Borough Council's Head of Community Safety and Engagement is a member of the Group and nominated representative of the Local Authority as the Prevent Lead on a Local Policing Area. In terms of governance, the Prevent Silver Group would be directed by, and would report to the Cleveland Contest Gold Group, and the Local Authority representative on this group was the Council's Director of Regeneration and Neighbourhoods.

The report set out details of the Counter Terrorism Local Profile 2014. In the context of Prevent, the CTLP had identified that the majority of cases that had presented themselves on a local level had been in respect of individuals expressing Far Right views, with limited dealings regarding individuals with an international terrorism perspective. Hartlepool also had one of the lowest levels of racially motivated offences across the Cleveland area.

The Partnership was advised that the CTLP would underpin the development and setting of the Prevent Silver Group's Action Plan, which was due to be finalised in September 2014. This would be undertaken alongside an analysis of the Prevent work that was currently being undertaken on a Local Authority level which included seeking to address any intelligence gaps, assessing training requirements and reviewing engagement with local communities, particularly focussing on the Prevent agenda. An update on progress would be reported at a future meeting of the Partnership.

Decision

The progress of the Silver Group was noted, including activity associated with the Counter Terrorism Local Profile.

101. Safer Hartlepool Partnership Performance *(Head of Community Safety and Engagement)*

Purpose of Report

To provide an overview of Safer Hartlepool Performance for 2013/14.

Issue(s) for consideration

The report provided an overview of the Partnership's performance during 2013/14, comparing the end of year performance to the previous year 2012/13. In presenting the report, the Head of Community Safety and Engagement highlighted salient positive and negative data and responded to a number of queries raised in relation to crime figures by type.

Concerns were expressed by a number of members of the Partnership in relation to the levels of anti-social behaviour in Hartlepool. During discussions, it was highlighted that it was apparent that neighbourhood policing in Hartlepool had changed and the consequences of a reduction in the number of Police Community Support Officers was discussed including public confidence issues and neighbourhoods returning to what they had been prior to the positive introduction of neighbourhood policing. There were increasing concerns raised by residents in relation to anti-social behaviour which was demonstrated by the number of related issues raised at ward councillor surgeries and Neighbourhood Forums. The impact on day to day policing, of cuts in other emergency services, was highlighted. Also discussed was the requirement for increasing meetings in neighbourhoods with key partners to address issues associated with anti-social behaviour.

Decision

It was agreed that a letter should be sent to the Police and Crime Commissioner for Cleveland to convey the Partnership's concerns in relation to the levels of anti-social behaviour in Hartlepool.

102. Any Other Business

(i) Meeting Dates

A schedule of meetings of the Safer Hartlepool Partnership was circulated to the Partnership for information

(ii) Director of Housing Services, Housing Hartlepool

The Partnership noted that Andy Powell, Director of Housing Services, was leaving Housing Hartlepool at the end of the month. Tribute was paid to Mr

Powell's contribution to the Partnership. It was agreed that a letter be forwarded, on behalf of the Partnership, to express appreciation of his contribution and to convey best wishes for his future.

The meeting concluded at 2.10 p.m.

CHAIR



SAFER HARTLEPOOL PARTNERSHIP

12th September 2014



Report of: Director of Regeneration and Neighbourhoods

Subject: SELECTIVE LICENSING CONSULTATION

1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 Non key decision.

2. PURPOSE OF REPORT

2.1 To present to the Partnership the details of the proposed Selective Licensing designation and request the Partnership's view(s) on the proposal. The response from the Partnership will form part of the ongoing mandatory consultation exercise, as prescribed by government guidance.

3. BACKGROUND

3.1 The Council is considering whether to introduce a new Selective Licensing scheme in distinct streets and areas of the town.

3.2 The legislation governing selective licensing allows local authorities to introduce a scheme where there is robust evidence in relation to the area to satisfy one or both of the prescribed general conditions relating to low housing demand and anti-social behaviour.

3.3 The aim of selective licensing is to improve and raise the standards of management within the private rented sector, by the regulation of landlords through a mandatory licensing scheme. The scheme allows the authority to require all private landlords operating within a designated area to obtain a licence for each property and subsequently to demonstrate compliance with a range of prescribed conditions, relating to acceptable management standards.

3.4 Although landlords are already required by law to comply with an extensive range of regulations, in the absence of a licensing scheme, they are relatively 'free' to choose whether or not they comply and some may continue to operate unchecked. Indeed, some inexperienced or 'amateur' landlords operating in the town may not even be aware that they are obliged to meet any legal requirements, particularly those who have become an 'accidental

landlord', as there is no prerequisite acceptable standard of knowledge and / or awareness required of anyone wishing to enter this line of business and become a landlord.

- 3.5 There are also significant areas of tenancy management, which are not subject to any existing primary legislation and licensing provides the opportunity to ensure that, where this is the case, recognised best practice is implemented across the board by all landlords, regardless of their experience or professional status.

4. PROPOSALS

- 4.1 An extensive data analysis exercise has been undertaken, which has provided the evidence to propose a scheme predominantly based in response to problems associated with low housing demand and to a lesser degree to tackle anti-social behaviour, which is evident in some areas of the private rented sector in the town and can be attributed to landlords failing to adequately manage their properties.
- 4.2 There are nine specific areas across the town that the Council is proposing should be in the Selective Licensing scheme. Please refer to the map, attached as **Appendix 1**, which outlines each of the areas under consideration. A list of the streets included in the proposal is also included in the consultation document; the consultation document is attached as **Appendix 2**.
- 4.3 Further information about selective licensing can be found on the Council's website: www.hartlepool.gov.uk/selectivelicensing

5. CONSULTATION

- 5.1 There is a legal requirement for the Council to carry out a comprehensive consultation exercise with all those who are likely to be affected by the introduction of a scheme. The consultation began on 1st July and is scheduled to run for a minimum of 10 weeks and includes:
- Distribution of questionnaires; currently being circulated to landlords and managing agents, residents and local businesses;
 - Attending meetings of local Residents' Associations and community / voluntary group meetings and events across the nine areas; and
 - A programme of drop-in sessions and public meetings where anyone can come along and speak to Housing Services staff informally, in relation to any aspect of the proposed scheme.
- 5.2 However, it is also imperative that as part of the consultation, the Council receives feedback from all pertinent Council services and partner agencies in order to explore how a new designation will work in conjunction with existing initiatives and demonstrate how it can significantly assist in achieving corporate objectives. The licensing of landlords is not a standalone tool and

can impact on several Council services, other than those delivered directly by Housing Services, as well as the services offered by partner agencies.

- 5.3 The views of all key stakeholders and individual partner agencies will be obtained, as part of the consultation process, to establish whether a new scheme will complement any existing services and determine whether such a designation will work effectively alongside other existing policies.
- 5.4 As a general guide, the final proposal must demonstrate how the Council and its partners are collectively tackling issues associated with poorly managed private rented residential properties and the designation, in combination with other measures, would lead to a reduction in or elimination of the problem.
- 5.5 The Partnership is therefore asked to provide a formal response to the selective licensing consultation giving consideration to the following salient points:
- Are there any suggested amendments to the new Selective Licensing scheme in its current format, including the areas proposed?
 - Does the introduction of a new Selective Licensing scheme, in the areas proposed, contribute to the delivery of the Partnership's strategic objectives?
 - Would a new Selective Licensing scheme, in the areas proposed, support the work of the Partnership and assist in tackling its key priorities?
 - Are there any measures or initiatives the Partnership believes the Council should be considering, as an alternative to introducing a new Selective Licensing scheme, in the areas proposed?
- 5.6 Following the programme of consultation and engagement, the findings and outcome to the consultation process will feed into the final 'Proposal to Designate a Selective Licensing scheme', which will be prepared for consideration by Members, and will need to include evidence supporting the proposal.

6. RECOMMENDATIONS

- 6.1 The Safer Hartlepool Partnership is requested to:
- (i) Note the contents of the report;
 - (ii) Consider the selective licensing proposal and consultation information; and
 - (iii) Provide a formal response to the selective licensing consultation following full consideration of the proposal and consultation information.

7. REASON FOR RECOMMENDATIONS

- 7.1 The Community Safety Plan 2014-17 includes, as a priority for 2014-15, the extension of the selective licensing of private rented properties across the town to address anti-social behaviour.

8. CONTACT OFFICER

Denise Ogden
Director (Regeneration and Neighbourhoods)
Hartlepool Borough Council
Civic Centre (Level 3)
Hartlepool
TS24 8AY

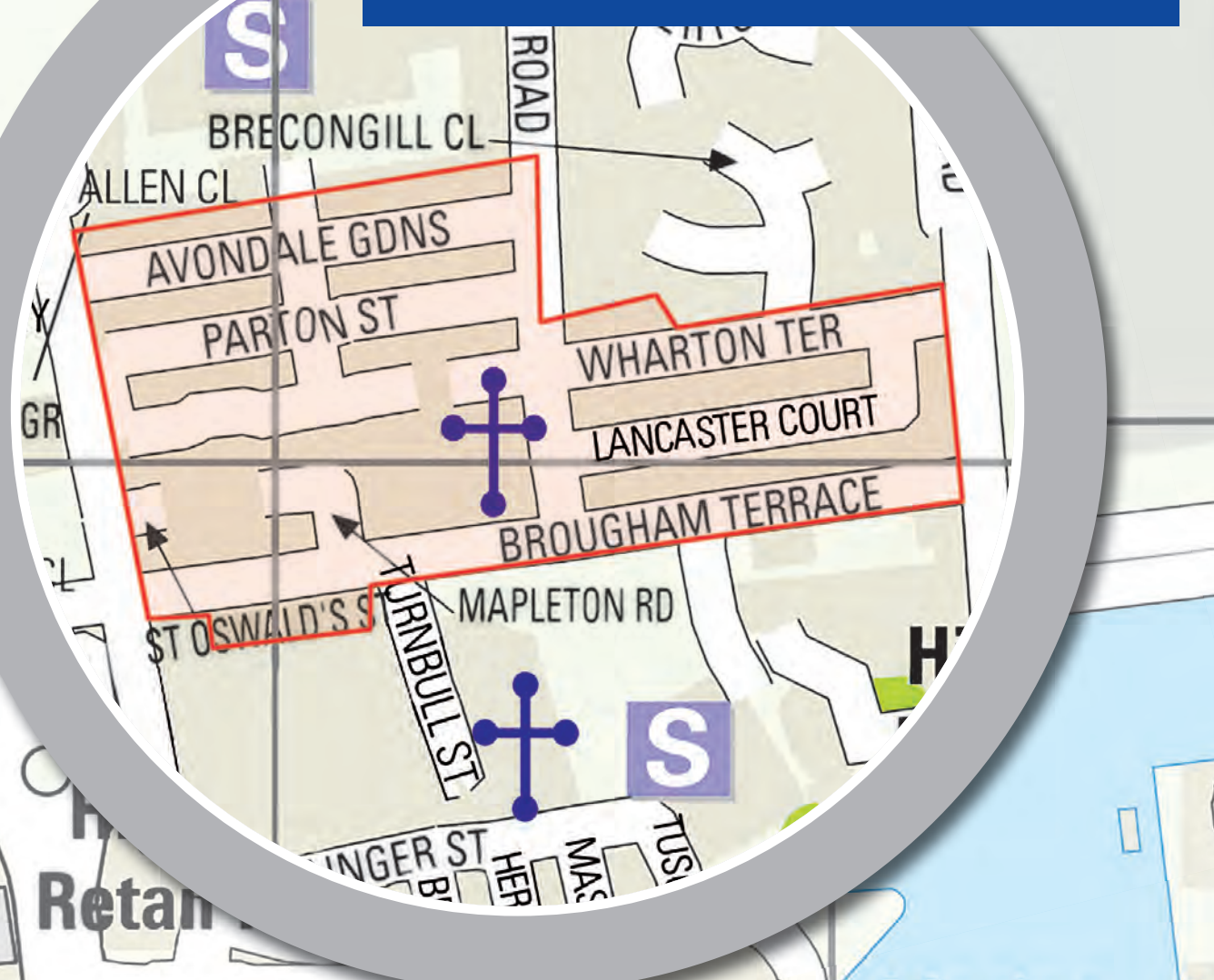
Tel: (01429) 523300
Email: denise.ogden@hartlepool.gov.uk

Lynda Igoe
Principal Housing Advice Officer
Hartlepool Borough Council
Housing Services
Civic Centre (Level 2)
Hartlepool
TS24 8AY

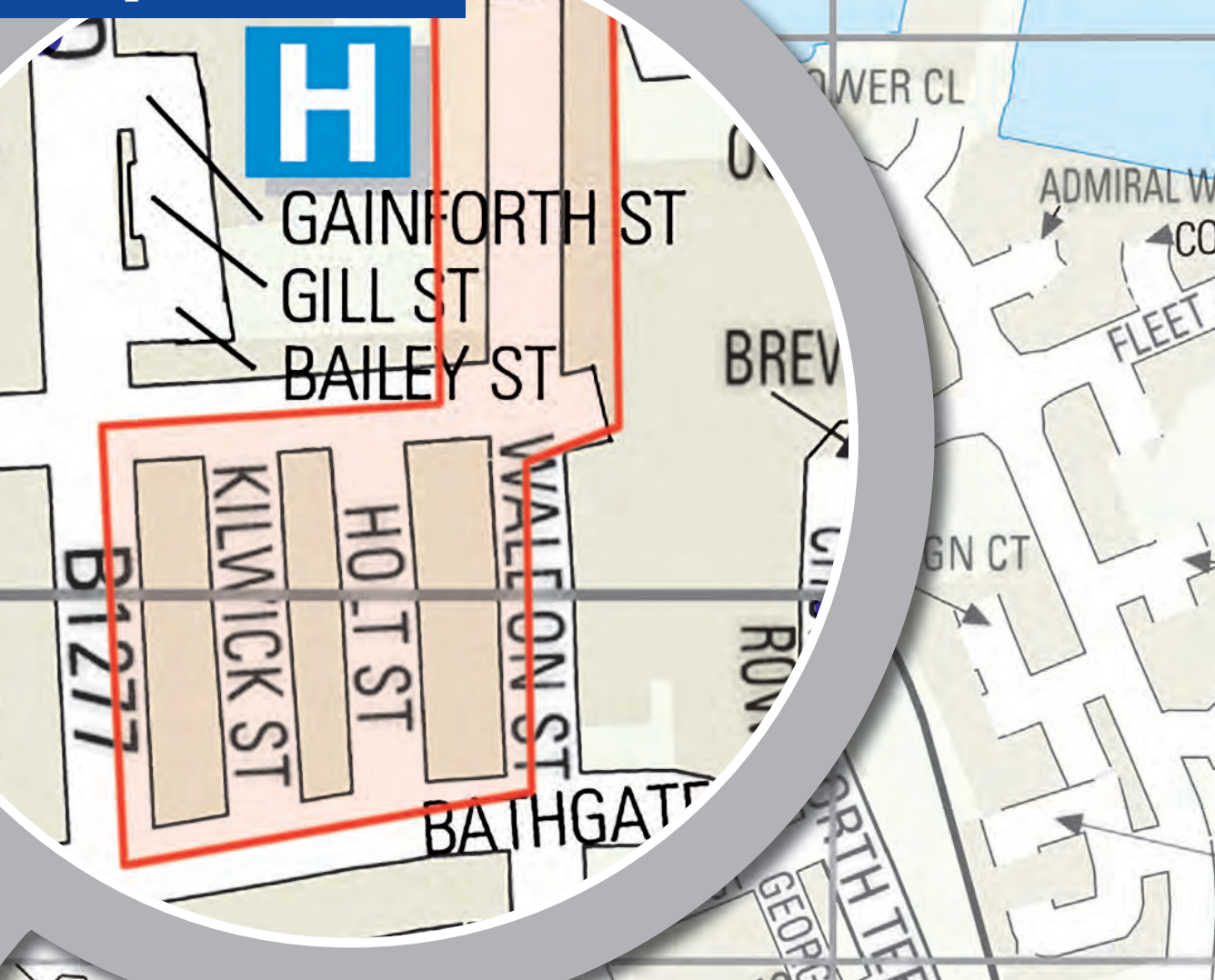
Tel: (01429) 284177
Email: lynda.igoe@hartlepool.gov.uk

Selective Licensing - Proposed Areas

**Proposed Boundary 7
Jesmond Ward**



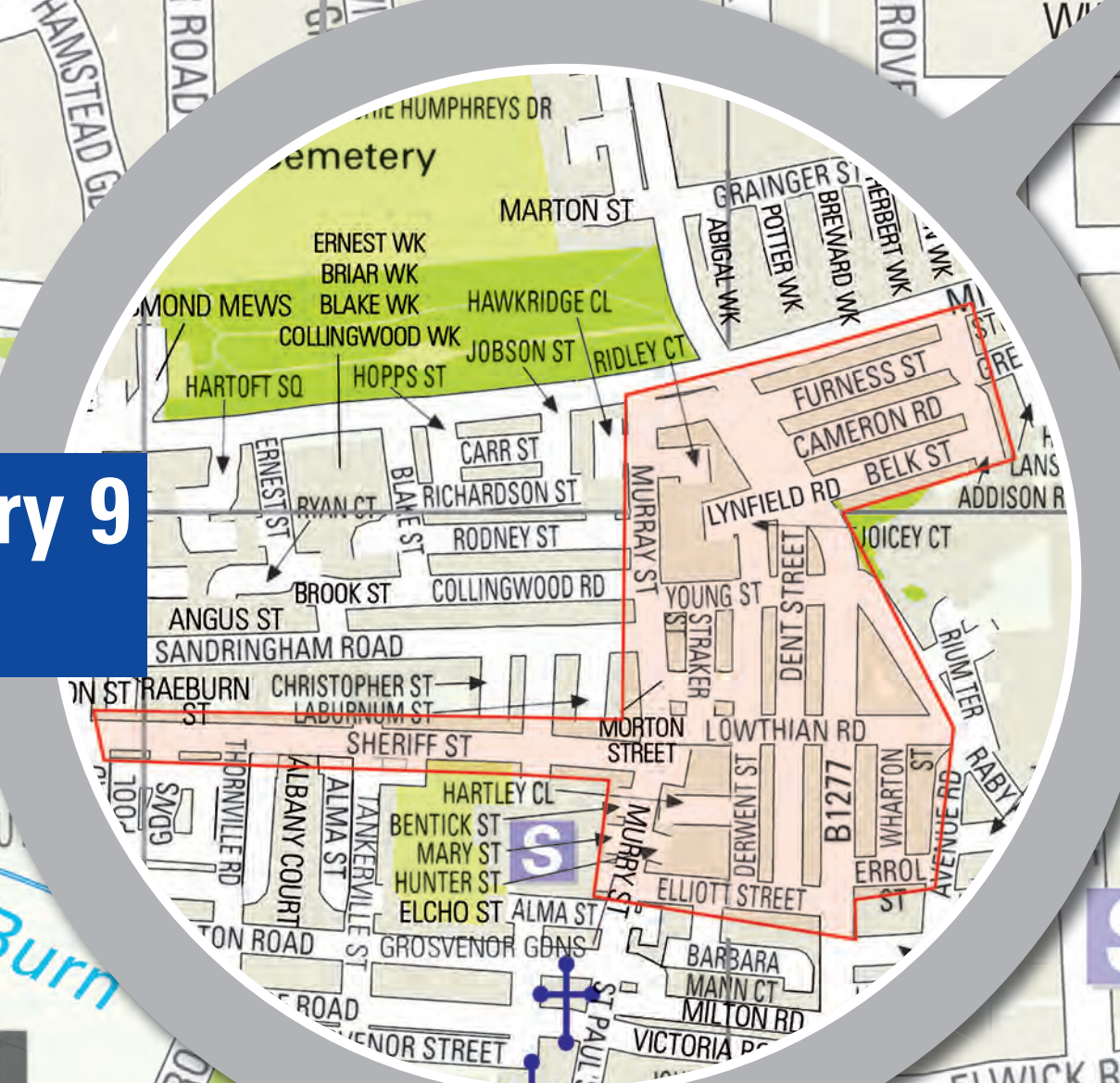
**Proposed Boundary 4
Burn Valley Ward**



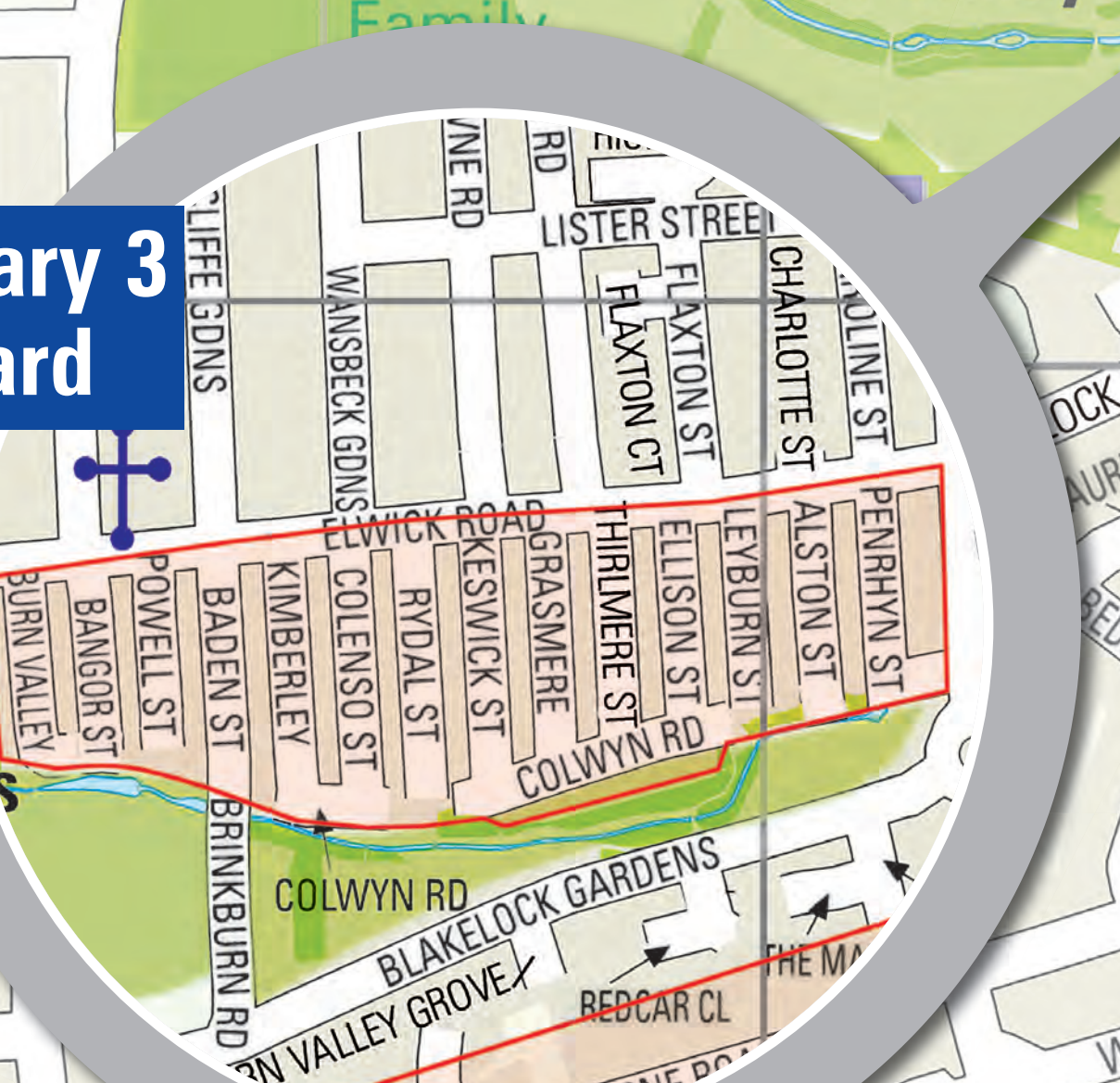
**Proposed Boundary 8
Victoria Ward**



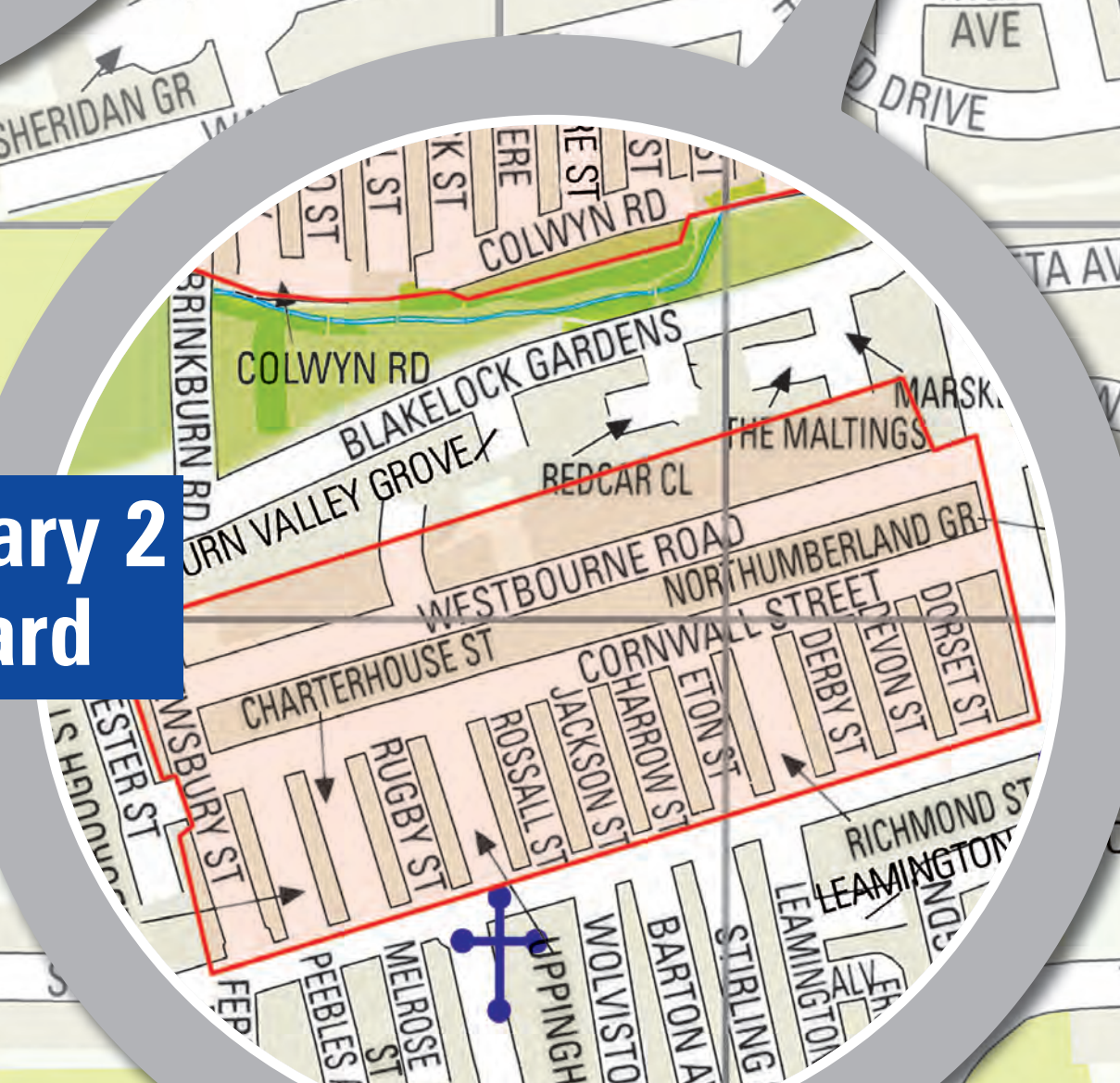
**Proposed Boundary 9
Victoria Ward**



**Proposed Boundary 3
Burn Valley Ward**



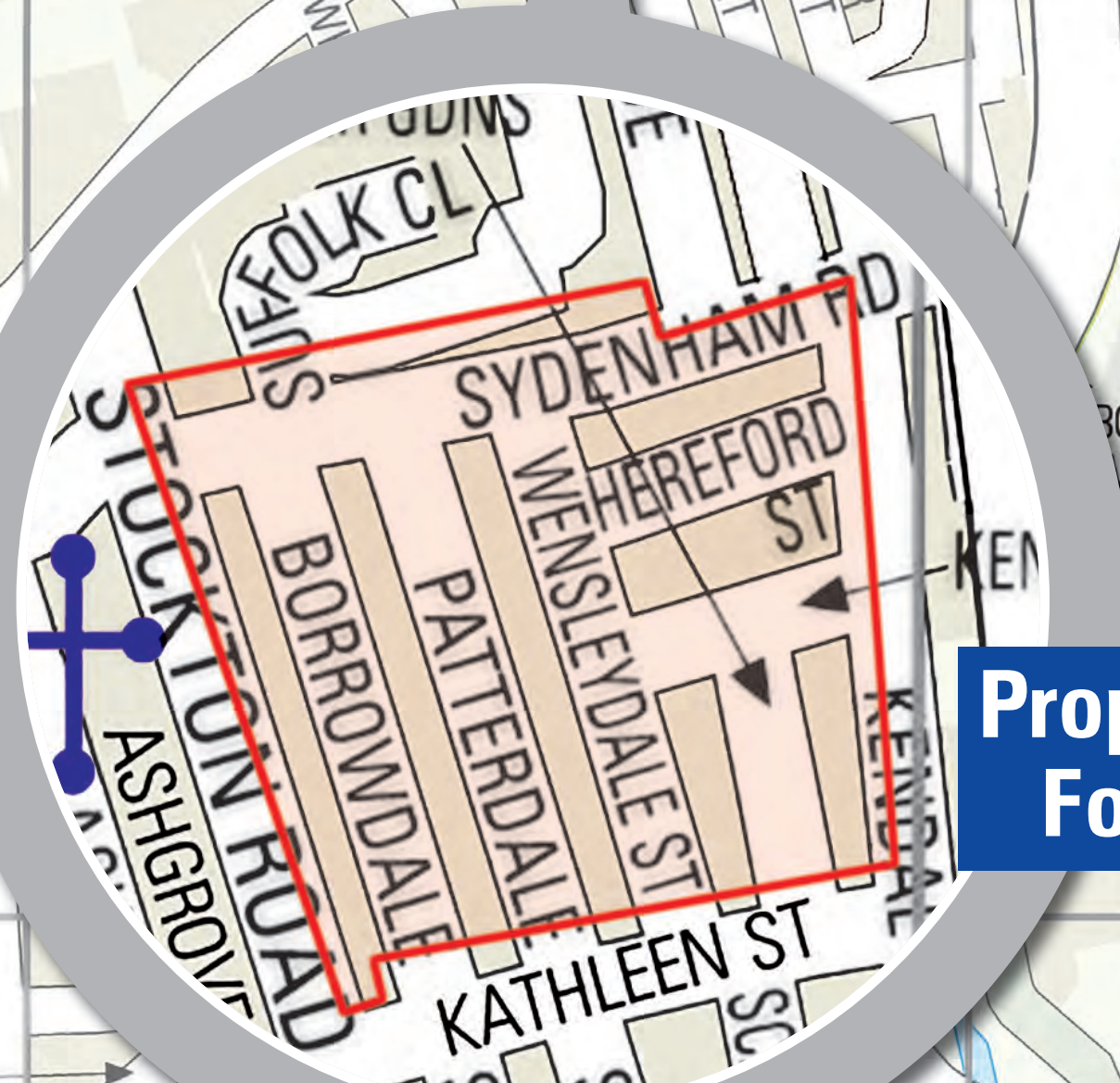
**Proposed Boundary 2
Burn Valley Ward**



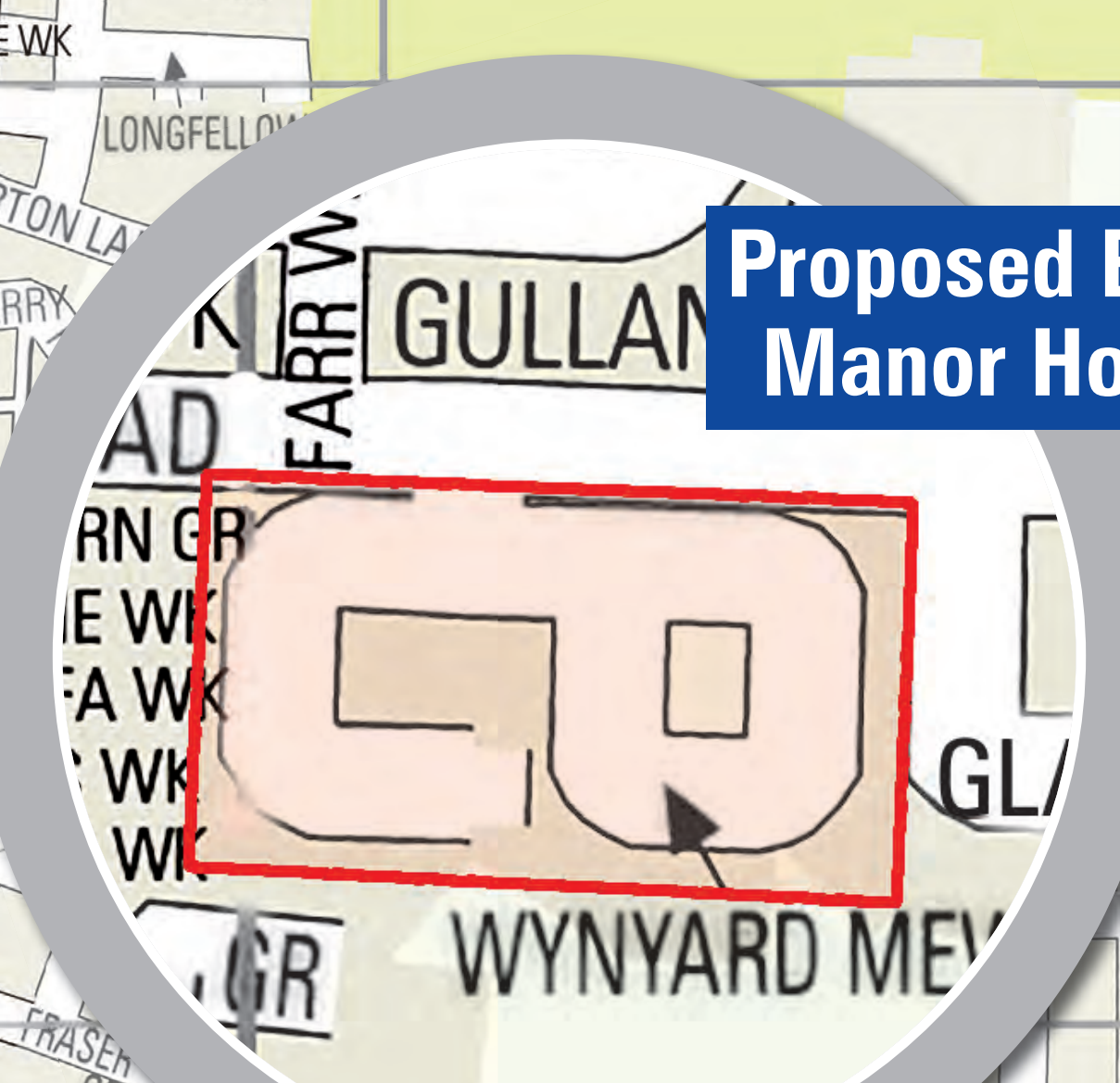
**Proposed Boundary 6
Headland and Harbour Ward**



**Proposed Boundary 5
Foggy Furze Ward**



**Proposed Boundary 1
Manor House Ward**



Seaton Carew

Hartlepool Borough Council



Proposal to introduce a scheme to License Private Landlords

CONSULTATION DOCUMENT

“YOUR OPINION COUNTS!”

Consultation period

1 July 2014 to 30 September 2014

What this document is about

The overall aim of Hartlepool Borough Council is:

To take direct action and work in partnership with others, to continue the revitalisation of Hartlepool life and secure a better future for Hartlepool people.

A key priority for us is to continue to provide better housing for our residents. We do this by improving existing homes and creating sustainable communities where people want to live and work, now and in the future.

Housing plays a central role in virtually all the major challenges facing Hartlepool and has a direct and measurable impact on people's health, education and financial wellbeing and it is crucial to the development of a successful and vibrant local economy.

A vital part of the essential work we carry out is to ensure that we are doing everything possible to improve the management of private rented properties across the town.

Through a partnership approach with other service providers; key stakeholders; investors and residents we have developed and introduced a whole range of measures primarily aimed at supporting landlords and tenants alike, within the private rented sector.

In May 2009 we implemented a scheme in several areas of the town aimed at improving management standards of private rented accommodation. This made it a legal requirement for anyone controlling or managing private rented property within the designated areas to apply for a licence.

This five year scheme came to an end in April 2014 and although significant progress has been made during this time, there is still work to be done, and therefore the Council is now considering introducing a second scheme.

Having your say

This document aims to give an explanation of what selective licensing means and why, where, when and how we are proposing to introduce another scheme.

Your views are important to us and we are seeking to obtain the opinions of all those who may be affected by the proposed scheme.

Questionnaires are being distributed to residents, landlords and local businesses and can be returned to us in the pre paid envelope provided. Alternatively the questionnaire can be filled in online - please see our website for further details: **www.hartlepool.gov.uk/selectivelicensing**

There will also be a number of opportunities for you to come along to public meetings and drop in sessions where you can speak to us informally and raise concerns or ask questions in relation to any aspect of the proposed scheme.

These sessions will take place at:

Burbank Community Centre	Wednesday 23rd July	11.30am to 1.00pm
Central Library	Monday 28th July	10.00am to 5.30pm
St Matthew's Hall	Thursday 31st July	10.30am to 12.00pm
Owton Manor Library	Tuesday 5th August	10.30am to 12.00pm
Belle Vue Community Centre	Thursday 7th August	3.30pm to 5.00pm
Salaam Community Centre	Monday 11th August	1.30pm to 3.00pm
The Orb Centre	Thursday 14th August	2.30pm to 4.00pm
'Face the Public' - Middleton Grange Shopping Centre	Friday 15th August	10.00am to 3.00pm
Mill House Leisure Centre	Wednesday 20th August	12.30pm to 2.00pm
Central Library	Thursday 28th August	10.00am to 5.30pm
Hartlepool United Supporters Club	Tuesday 2nd September	6.00pm to 7.30pm
The Annexe	Thursday 4th September	10.30am to 1.30pm
Additional dates and venues may also be organised throughout the consultation period as required, please check our website for details.		

The formal consultation period starts on **1 July 2014** and ends on **30 September 2014**.

It is important to stress that a decision on whether or not to proceed with the proposal, either in its current or amended form, will not be made by the Council until after this consultation has ended and full consideration has been given to:

- **any responses which may be received**
- **the supporting evidence**
- **any other additional relevant information which may become available during the consultation period**

Hartlepool

Hartlepool is located on the North East coast within the Tees Valley sub-region, with a population of approximately 92,000. It is a compact town with good transport links, by road, rail and sea, to the rest of the region and country and has an established world class marina, which hosted the internationally acclaimed 'Tall Ships' event in 2011.

The Borough comprises of established, densely populated urban areas and expanding suburbs, as well as a number of rural villages set in attractive countryside. The town has enjoyed a major transformation over the last 20 years through varied programmes of regeneration together with both public and private sector investment.

The wide reaching effects of the recent economic downturn continues to present challenges across the housing market however, the council's strong political and managerial leadership, working with its partners, has created an organisation that has delivered its aims and objectives in the past and is well positioned to achieve those of the future ensuring that it continues to develop and maintain successful communities where people want to live.

Selective Licensing

Legislation introduced in 2004 gives local authorities the option to introduce regulation for privately rented properties within a defined area; this is known as Selective Licensing.

Within this designated area most private landlords must obtain a licence and if they fail to do so, or fail to reach acceptable management standards, the authority can take enforcement action which can ultimately result in a fine of up to £20,000 or in some extreme cases; the Council can take over control of the property.

This requirement to be licensed can only be introduced where there is evidence that one or both of the following is occurring in the area:

- 1) There is low demand for property** and the authority is satisfied that introducing licensing will, when combined with other measures, contribute to an improvement in the social or economic conditions in the area.

When deciding if this applies to an area the Council must consider, amongst other things, the following factors:

- The value of residential premises in the area, in comparison to the value of similar premises in other areas
- The turnover of occupiers of residential premises;
- The number of residential premises which are available to buy or rent, and the length of time for which they remain unoccupied.

We can also consider:

- A lack of mixed communities in terms of tenure, for example, a high proportion of rented property, low proportion of owner occupied properties;
- A lack of local facilities, for example, shops closing down;
- The impact of the rented sector on the local community, for example, poor property condition, anti-social behaviour etc;
- Criminal activity

- 2) The area is experiencing a significant and persistent problem caused by anti-social behaviour** and that some or all private sector landlords in the area are not taking appropriate action to combat the problem when it is occurring at their property. Examples of this can include:

- Crime: tenants not respecting the property in which they live and engaging in vandalism, criminal damage, burglary, robbery/theft and car crime.
- Nuisance neighbours: intimidation and harassment; noise, rowdy and nuisance behaviour; animal related problems; vehicle related nuisance. Tenants engaged in begging; anti-social drinking; street prostitution and kerb-crawling; street drugs market within the vicinity of the property.

- Environmental Crime: tenants engaged in graffiti and fly posting; fly tipping; litter and waste; nuisance vehicles; evidence of drug use; fireworks misuse in and around the boundary of their property.
- Some or all of the private landlords who have let premises in the area are failing to take action to combat such problems that it would be appropriate for them to take.

In addition, the local authority must also consider whether the making of a designation when combined with other measures will lead to a reduction in, or elimination of the problems.

Why we are considering introducing selective landlord licensing in the proposed areas

In recent years there has been rapid growth in the private rented housing sector within Hartlepool and whilst we recognise that private landlords make an essential contribution to meeting housing need, through providing rented homes, there are concerns that in certain areas poor management practices by landlords are having a detrimental impact on these communities resulting in low demand for properties located there.

In these areas, there are also problems with anti-social tenants and therefore need to identify and engage with landlords to tackle these issues jointly. This is particularly important with the less responsible landlords, who do not proactively manage their properties or take appropriate steps to address the unacceptable behaviour of their tenants.

Data on the number of empty homes, property price information, complaints about housing standards and census information, together with anti-social behavior and crime figures, have demonstrated that these are areas of low demand with a significant proportion of privately rented homes.

The Council has a good track record of tackling problems within the private rented sector, by offering a wide range of discretionary interventions and initiatives. These are primarily aimed at supporting and providing advice to landlords in the first instance but where any landlord fails to engage they are backed up by applying the statutory enforcement powers available to us to help improve property standards and general housing conditions.

Use of these combined measures can in turn help to secure a decent reliable return to landlords on their investment and examples of what we do are listed below:

- **The Empty Property Purchasing Scheme and The Every Home Matters Scheme** (*working with property owners to help bring empty homes back into use*)
- **The Baden Street Regeneration Initiative** (*intensive management support and access to funding, for privately rented properties*)
- **Housing Market Renewal Programmes** (*focussed on the regeneration of priority areas of the town*)
- **The Good Tenant Scheme** (*a 'free to use' tenancy referencing service*)

- **The Landlord/Tenant Unit** (*provides advice and guidance to landlords and tenants within the private rented sector*)
- **Community Safety Unit** (*assisting landlords to tackle anti-social behaviour*)
- **Environmental Enforcement** (*tackling environmental crime*)
- **Enforcement of property standards**
- **Responding to noise nuisance complaints**

Despite vigorous use of all of these measures, landlords can be relatively ‘free’ to choose whether or not they comply with their legal obligations and duties. This is because without the benefit of a degree of regulation through a licensing scheme, some may be able to effectively ‘slip under the radar’ and may continue to operate unchecked.

It has also become evident to us, during the implementation of the first Selective Licensing scheme that a significant proportion of the problems which occur in the private rented sector are simply down to landlords who do not fully appreciate the complex legal framework in which they operate and who may also be reluctant to acknowledge that they must comply with an extensive range of legislative requirements. This is of course in addition to a relatively less significant number of landlords who deliberately set out to avoid their legal obligations. Investment in the area is welcomed; however, potential and current investors alike must acknowledge that property management is much more than just a source of income.

We believe that the introduction of a second licensing scheme will ensure that the success of the first scheme is not only sustained, within the previously designated area, but is extended to encompass additional neighbourhoods displaying evidence of related issues. There are concerns that failure to continue with this special measure could potentially result in a resurgence of some of the problems which are being effectively reduced or eliminated.

We recognise that licensing alone will not resolve all the problems evident in the proposed designated area and it is not a ‘cure all’ solution, neither is it a ‘quick fix’. It is a long term strategy and it will not provide instant solutions. However, the proactive use of all the tools and initiatives available to us will go a long way towards improving management standards in the private sector in areas where those standards sorely need to be improved. This will ultimately help us to contribute to the vision of our housing strategy which is to:

Develop and maintain successful communities where people want to live, by meeting the housing needs of our residents now and in the future.

Full details of the review of the first licensing scheme can be found on our website.

How licensing of landlords works

It works by making it a legal requirement, within a specifically designated area, for landlords to obtain a licence (either for themselves or for their managing agent), for **each** property which will in turn allow them to rent it out.

Certain tenancies and other lettings will be excluded from licensing regulations, such as tenancies under a long lease, business tenancies or where the local authority has taken action to close the property down; further details of these can be found on our website.

As part of the licence application process landlords will be required to provide essential information about:

- themselves
- their business
- the licensable property
- any other relevant person or information linked to the management of the property

We must have regard to the 'fit and proper' status of the proposed licence holder and/or any relevant manager, which amongst other matters refers to:

- any previous convictions relating to violence, sexual offences, drugs or fraud;
- whether they have contravened any laws relating to housing or landlord and tenant issues; and
- whether the person has been found guilty of unlawful discrimination practices

Additionally, we must be assured that the person to whom the licence is granted is the most 'appropriate' person – for example, taking into account whether they are locally resident and have management responsibility. This is designed to ensure that 'unfit' landlords cannot apply for licences using a third party.

We must also confirm that there are satisfactory management arrangements in place regarding the property; in doing so, we must have regard to a range of factors including: the competence of the manager; management structures and soundness of the financial arrangements.

Granting a licence

If the application is successful and a licence is to be granted a series of conditions will be attached which must be complied with and these are all focused on the management of the property.

The nature of some of these conditions is prescribed by law however; additional ones can be applied at our discretion and are dependent upon the particular circumstances presenting at the time a licence application is made to us. Licensing does not require landlords to do anything over and above what is widely regarded as best practice or is a legal requirement.

Full details of these proposed conditions can be found on our website.

Refusing to grant a licence

We anticipate that there will be very few instances where we decide not to grant a licence, although there may be unavoidable occasions where this may occur.

However due to our commitment to support and guide landlords throughout the licensing process this will be kept to a minimum.

In these situations the legislation allows us to take over the management of the property in place of the landlord, this is known as a Management Order.

Monitoring compliance of licences

The licence conditions will be monitored regularly by the Council to ensure compliance and licence holders will only be required to provide a minimal amount of paperwork to us on a regular basis, i.e. annual gas safety certificates; copies of written tenancy references etc.

It should be noted that compliance with the licence conditions will not require landlords to do anything over and above standard recognised 'best practice' and is what reputable landlords already do as a matter of course.

Benefits of licensing

There are many benefits of licensing which include but are not limited to:

Landlords

Selective licensing will continue to ensure a consistent level of property management services across all privately rented accommodation within the designated area, and in conjunction with other measures Selective Licensing can also contribute to the following:

- Protecting investment in the area.
- Supporting all local landlords so that they can achieve a benchmark standard of property management.
- Educating those landlords who are not providing good quality accommodation or managing their tenancies effectively and removing 'rogue landlords' altogether.
- Educating tenants in their responsibilities and the impact of their behaviour has on the community and neighbours.
- Improving desirability of area as a place where people want to live.
- Reducing tenant turnover leading to sustainable communities, creating communities where tenants want to remain.

Tenants

Licensing can also bring about many benefits to tenants including:

- Assist prospective private tenants in making a positive, confident choice about their next home.
- Encouraging tenants to recognise when properties are of a sub-standard condition and what options are available to them.
- Improving safety standards.
- Ensuring landlords comply with all of their legal obligations including when they require possession of the property.

Managing agents

In addition to the above, managing agents can also benefit from licensing by:

- Encouraging landlords to use reputable managing agents when they are inexperienced or 'absentee'.
- Ensuring landlords have adequate funding arrangements in place to fulfil their legal repairing and maintenance responsibilities.

Licence fees

Selective Licensing schemes must be self financing wherever they are approved and therefore fees do have to be applied.

The **proposed** fee for this scheme has been determined by the experience gained from our first designation and from that of other local authorities running similar schemes, as well as undertaking a thorough review of all the relevant guidance and best practice available. The proposed fees will purely cover the costs of administering and enforcing the licensing scheme and will not result in any profit for the Council.

However, we also want a fee structure that rewards landlords who comply in a timely manner and we are considering suitable options for discounts. The proposed fee structure is as follows and we would welcome your views:

Fees		
Standard Application	All completed applications made with all required documentation.	£600
Discounts		
Early Bird Application	This will apply where completed applications are submitted, with all required documentation, within 6 weeks of being requested to do so.	£50
Accredited Landlords	Members of a nationally recognised scheme e.g. National Landlords Association (NLA), Residents Landlords Association (RLA)	£100
Multiple Applications	Reduction for each additional application – submitted at the same time	£20

The proposed selective licensing areas

As well as including properties in some of the streets which were covered by the first licensing scheme we are also proposing to include a substantial amount of additional streets.

These are located within nine defined areas across the town and are detailed as follows*:

Area 1 – Manor House Ward			
Wynyard Mews			
Area 2 – Burn Valley Ward			
Charterhouse Street	Cornwall Street	Derby Street	Devon Street
Dorset Street	Eton Street	Harrow Street	Jackson Street
Marlborough Street	Oxford Road	Richmond Street	Rossall Street
Rugby Street	Shrewsbury Street	Stockton Road	Uppingham Street
Westbourne Road			
Area 3 – Burn Valley Ward			
Alston Street	Baden Street	Bangor Street	Burn Valley Road
Colenso Street	Colwyn Road	Ellison Street	Elwick Road
Grasmere Street	Keswick Street	Kimberley Street	Leyburn Street
Penrhyn Street	Powell Street	Rydal Street	Thirlmere Street
York Road			
Area 4 – Burn Valley Ward			
Bathgate Terrace	Elwick Road	Holt Street	Kilwick Street
Lister Street	Waldon Street	York Road	
Area 5 – Foggy Furze Ward			
Borrowdale Street	Brenda Road	Hereford Street	Kendal Road
Kent Avenue	Patterdale Street	Stockton Road	Sydenham Road
Wensleydale Street	Worcester Gardens		
Area 6 – Headland and Harbour Ward			
Burbank Street			
Area 7 – Jesmond Ward			
Avondale Gardens	Brougham Terrace	Lancaster Court	Lancaster Road
Mapleton Road	Milbank Road	Parton Street	Raby Road
St Oswalds Street	Wharton Terrace		
Area 8 – Victoria Ward			
Stephen Street			
Area 9 – Victoria Ward			
Addison Road	Albany Court	Alma Street	Avenue Road
Belk Street	Bentick Street	Cameron Road	Dent Street
Derwent Street	Elliott Street	Errol Street	Elcho Street
Furness Street	Greenwood Road	Grosvenor Street	Hartley Close
Hart Lane	Hartley Street	Joicey Court	Lowthian Road
Lynnfield Road	Mary Street	Middleton Road	Murray Street
Morton Street	Mulgrave Road	Raby Road	Ridley Court
Sheriff Street	Straker Street	Tankerville Street	Thornville Road
Wharton Street	York Road	Young Street	

**A map showing the location of these nine areas is available on our website.*

When will licensing come in to effect if it goes ahead?

The consultation with local residents, landlords, local businesses and any other organisation, with an interest in the area will run for approximately 12 weeks to give everyone time to consider and respond to our proposals fully.

Although we aim to respond to any comments and/or questions throughout the process we will also publish all the findings of the consultation after it has ended.

Should the Council introduce selective licensing there will be a minimum of a three months notification period before any scheme will come into force.

Additional information

More detailed information on all aspects of this proposal, including 'frequently asked questions', can be found on our website at:

www.hartlepool.gov.uk/selectivelicensing

You can also contact us at:

Email: selectivelicensing@hartlepool.gov.uk

Tel: 01429 523328/284311

**By post: Hartlepool Borough Council
Regeneration and Neighbourhoods
Civic Centre
Victoria Road
Hartlepool
TS24 8AY**

Thank you for taking the time to read this document and we look forward to receiving your comments

This document is also available in other languages, large print and audio format,
upon request. Contact us on 01429 523328

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SAFER HARTLEPOOL PARTNERSHIP

12th September 2014



Report of: Head of Community Safety and Engagement

Subject: SAFER HARTLEPOOL PARTNERSHIP
PERFORMANCE

1. PURPOSE OF REPORT

- 1.1 To provide an overview of Safer Hartlepool Partnership performance for Quarter 1 – April 2014 to June 2014 (inclusive).

2. BACKGROUND

- 2.1 The Community Safety Plan 2014-17 published in 2014 outlined the Safer Hartlepool Partnership strategic objectives, annual priorities and key performance indicators 2014/15.
- 2.2 The report attached (**Appendix A**) provides an overview of Safer Hartlepool Partnership performance during Quarter 1, comparing current performance to the same time period in the previous year, where appropriate.

3. PROPOSALS

- 3.1 No options submitted for consideration other than the recommendations.

4. EQUALITY AND DIVERSITY CONSIDERATIONS

- 4.1 There are no equality of diversity implications.

5. SECTION 17

- 5.1 There are no Section 17 implications.

6. RECOMMENDATIONS

- 6.1 The Safer Hartlepool Partnership note and comment on partnership performance in Quarter 1.

7. REASONS FOR RECOMMENDATIONS

- 7.1 The Safer Hartlepool Partnership is responsible for overseeing the successful delivery of the Community Safety Plan 2014-17.

8. BACKGROUND PAPERS

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

Safer Hartlepool Partnership – Community Safety Plan 2014-17

9. CONTACT OFFICER

Clare Clark, Head of Community Safety and Engagement
Hartlepool Borough Council
(01429) 523100
clare.clark@hartlepool.gov.uk

APPENDIX A**Safer Hartlepool Partnership Performance Indicators
2014-15****Strategic Objective: Reduce Crime & Repeat Victimisation**

Indicator Name	Baseline 2013/14	Local Directional Target 2014-15	Current Position Apr 14 - Jun 14	Actual Difference	% Difference
All Recorded Crime	6,193	Reduce	1502	-73	-5%
Domestic Burglary	226	Reduce	48	-39	-45%
Vehicle Crime	447	Reduce	127	55	76%
Shoplifting	844	Reduce	179	-53	-23%
Local Violence	1,081	Reduce	313	43	16%
Repeat Incidents of Domestic Violence – MARAC	33%	Reduce	32% (position at June 14)	4	15.3%

Strategic Objective: Reduce the harm caused by Drugs and Alcohol

Indicator Name	Baseline 2013/14	Local Directional Target 2014-15	Current Position Apr 14 - Jun 14	Actual Difference	% Difference
Number of substance misusers going into effective treatment – Opiate	694	3% Increase	Data available in Sept 14		
Proportion of substance misusers that successfully complete treatment - Opiate	5%	12%	Data available in Sept 14		
Proportion of substance misusers who successfully complete treatment and represent back into treatment within 6 months of leaving treatment	28%	10%	Data available in Sept 14		
Reduction in the rate of alcohol related harm hospital admissions	M:2378 F:1106 (2012/13)	Reduce	M:2378 F:1106 (2012/13) (latest figures available)		
Number of young people found in possession of alcohol	109	Reduce	21	-14	-40%

APPENDIX AStrategic Objective: Create Confident, Cohesive and Safe Communities

Indicator Name	Baseline 2013/14	Local Directional Target 2014-15	Current Position Apr 14 – Jun 14	Actual Difference	% Difference
Anti-social Behaviour Incidents reported to the Police	7,482	Reduce	1,956	26	1.3%
Deliberate Fires	273	Reduce	88	-15	-15%
Criminal Damage to Dwellings	449	Reduce	105	-17	-14%
Hate Incidents	108	Increase	28	-5	-15%

Strategic Objective: Reduce Offending & Re-Offending

Indicator Name	Baseline 2013/14	Local Directional Target 2014-15	Current Position Apr 14 - Jun 14	Actual Difference	% Difference
Re-offending rate of young offenders	N/A	Reduce	41.1%* (Cohort = 146 No. Reoffending = 60)	-	-
First-Time Entrants to the Criminal Justice System	50	Reduce	10	2	25%
Re-offending rate of Prolific & Priority Offenders	208 (115 convictions)	Reduce	Data unavailable for Q1		
Re-offending rate of High Crime Causers	6.3 (197 convictions)	Reduce	Data unavailable for Q1		
Number of Troubled Families engaged with	242	290	290		
Number of Troubled Families where results have been claimed	156	-	156		

*The indicator to calculate reoffending rates has been changed and therefore the baseline figure is no longer applicable. The reoffending rate now measures a rolling 12 month cohort. Previously a 3 month cohort tracked for 12 months was used.

APPENDIX A

Recorded Crime in Hartlepool
April 14 – June 14

Publicly Reported Crime (Victim Based Crime)				
Crime Category/Type	Apr 13 - Jun 13	Apr 14 - Jun 14	Change	% Change
Violence against the person	270	313	43	15.9%
Homicide	0	1	1	N/A
Violence with injury	150	171	21	14.0%
Violence without injury	120	141	21	17.5%
Sexual Offences	22	23	1	4.5%
Rape	8	6	-2	-25.0%
Other Sexual Offences	14	17	3	21.4%
Robbery	6	5	-1	-16.7%
Business Robbery	1	2	1	100.0%
Personal Robbery	5	3	-2	-40.0%
Acquisitive Crime	770	688	-82	-10.6%
Domestic Burglary	87	48	-39	-44.8%
Other Burglary	92	66	-26	-28.3%
Bicycle Theft	34	35	1	2.9%
Theft from the Person	10	6	-4	-40.0%
Vehicle Crime (Inc Inter.)	72	127	55	76.4%
Shoplifting	232	179	-53	-22.8%
Other Theft	243	227	-16	-6.6%
Criminal Damage & Arson	337	313	-24	-7.1%
Total	1405	1342	-63	-4.5%
Police Generated Offences (Non -Victim Based Crime)				
Crime Category/Type	Apr 13 - Jun 13	Apr 14 - Jun 14	Change	% Change
Public Disorder	44	51	7	15.9%
Drug Offences	97	86	-11	-11.3%
Trafficking of drugs	19	15	-4	-21.1%
Possession/Use of drugs	78	71	-7	-9.0%
Possession of Weapons	12	9	-3	-25.0%
Misc. Crimes Against Society	17	14	-3	-17.6%
Total Police Generated Crime	170	160	-10	-5.9%
TOTAL RECORDED CRIME IN HARTLEPOOL	1575	1502	-73	-4.6%

Recorded Crime in Cleveland
April 14 – June 14

Publicly Reported Crime (Victim Based Crime) Apr 14 - Jun 14										
Crime Category/Type	HARTLEPOOL		REDCAR		MIDDLESBROUGH		STOCKTON		CLEVELAND	
	Crime	Per 1,000 pop	Crime	Per 1,000	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop
Violence against the person	313	3.4	274	2.0	628	4.6	452	2.4	1667	3.0
Homicide	1	0.0	0	0.0	2	0.0	0	0.0		
Violence with injury	171	1.9	180	1.3	348	2.6	261	1.4	960	1.7
Violence without injury	141	1.5	94	0.7	278	2.0	191	1.0	704	1.3
Sexual Offences	23	0.3	36	0.3	62	0.5	72	0.4	193	0.4
Rape	6	0.1	11	0.1	30	0.2	37	0.2	84	0.2
Other Sexual Offences	17	0.2	25	0.2	32	0.2	35	0.2	109	0.2
Theft	693	7.6	1131	8.4	1640	12.0	1353	7.2	4817	8.8
Domestic Burglary	48	1.2	123	2.1	195	3.4	131	1.7	497	2.1
Other Burglary	66	0.7	214	1.6	157	1.2	187	1.0	624	1.1
Bicycle Theft	35	0.4	49	0.4	119	0.9	102	0.5	305	0.6
Theft from the Person	6	0.1	10	0.1	33	0.2	22	0.1	71	0.1
Robbery – Personal	3	0.0	9	0.1	27	0.2	12	0.1	51	0.1
Robbery - Business	2	0.0	1	0.0	6	0.0	1	0.0	10	0.0
Vehicle Crime (Inc Inter.)	127	1.4	209	1.6	238	1.7	130	0.7	704	1.3
Shoplifting	179	2.0	244	1.8	500	3.7	362	1.9	1285	2.3
Other Theft	227	2.5	272	2.0	365	2.7	406	2.2	1270	2.3
Criminal Damage & Arson	313	3.4	458	3.4	558	4.1	535	2.8	1864	3.4
Total	1342	14.7	1899	14.2	2888	21.2	2412	12.8	8541	15.6
Police Generated Offences (Non -Victim Based Crime) Apr 14 - Jun 14										
Crime Category/Type	HARTLEPOOL		REDCAR		MIDDLESBROUGH		STOCKTON		CLEVELAND	
	Crime	Per 1,000 pop	Crime	Per 1,000	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop
Public Disorder	51	0.6	45	0.3	122	0.9	85	0.5	303	0.6
Drug Offences	86	0.9	73	0.5	202	1.5	133	0.7	494	0.9
Trafficking of drugs	15	0.2	9	0.1	21	0.2	17	0.1	62	0.1
Possession/Use of drugs	71	0.8	64	0.5	181	1.3	116	0.6	432	0.8
Possession of Weapons	9	0.1	8	0.1	23	0.2	13	0.1	53	0.1
Misc. Crimes Against Society	14	0.2	20	0.1	30	0.2	27	0.1	91	0.2
Total Police Generated Crime	160	1.8	146	1.1	377	2.8	258	1.4	941	1.7
TOTAL RECORDED CRIME	1502	16.5	2045	15.3	3265	24.0	2670	14.2	9482	17.3

Anti-social Behaviour in Hartlepool**April 14 – June 14**

Incident Category	Apr 13 - Jun 13	Apr 14 - Jun 14	Change	% Change
AS21 - Personal	486	506	20	4.1%
AS22 - Nuisance	1366	1395	29	2.1%
AS23 - Environmental	78	55	-23	-29.5%
Total	1930	1956	26	1.3%

Anti-social Behaviour in Cleveland**April 14– June 14**

Incident Category	HARTLEPOOL		REDCAR		MIDDLESBROUGH		STOCKTON		CLEVELAND	
	ASB	Per 1,000 pop	ASB	Per 1,000 pop	ASB	Per 1,000 pop	ASB	Per 1,000 pop	ASB	Per 1,000 pop
AS21 - Personal	506	5.6	736	5.5	957	7.0	979	5.2	3178	5.8
AS22 - Nuisance	1395	15.3	1862	13.9	2510	18.4	2528	13.4	8295	15.1
AS23 - Environmental	55	0.6	107	0.8	93	0.7	88	0.5	343	0.6
Total	1956	21.5	2705	20.2	3560	26.0	3595	19.1	11816	21.5
Quarterly Year on Year Comparison	Increased by 1.3%		Increased by 8.5%		Increased by 15.3%		Increased by 2.3%		Increased by 7.2%	



SAFER HARTLEPOOL PARTNERSHIP

12th September 2014



Report of: Head of Community Safety and Engagement

Subject: VICTIM SERVICES

1. PURPOSE OF REPORT

- 1.1 To inform the Safer Hartlepool Partnership of the European Directive on the rights, support, and protection of victims, and the work that is currently being undertaken by the Office of the Police and Crime Commissioner (PCC) in relation to the future commissioning of victims services across Cleveland.

2. BACKGROUND

- 2.1 Opted into by the UK government the European Directive on the rights, support and protection of victims of crime was formally adopted in October 2012. Member States have until 16 November 2015 to implement the Directive which creates minimum standards on the rights of victims and includes provisions requiring Member States to ensure that victims have access to victim support services. (For information a full list of victims rights under articles 8 & 9 of the Directive are attached as **Appendix A** to this report, and the requirements of the national Victims Code is attached as **Appendix B**).
- 2.2 Nothing in the EU Directive prevents services being provided for victims which are better than the minimum required, but the practical responsibility for ensuring that victims have access to services in accordance with the Directive will be shared between central government, which will commission some specialist support services, and PCCs who will be responsible for ensuring that the services they commission are sufficient, together with other available services, to satisfy the requirements of the Directive in relation to victims living in their area.
- 2.4 Grant funding for the commissioning of services will be provided to PCCs by the Ministry of Justice under powers given to the Secretary of State by section 56 of the Domestic Violence, Crime and Victims Act 2004. This will enable PCCs to 'pay such grants to such persons as he considers appropriate in connection with measures which appear to him to be intended to assist victims, witnesses or other persons affected by offences'.

- 2.3 This dedicated funding excludes expenditure for services to victims of anti-social behavior, but PCCs have the option to use other sources of funding to commission services for these victims.
- 2.4 Central Government guidance for commissioners identifies that, if not already doing so, provision should focus on the overarching outcomes of helping victims **cope** and **recover** from the harm experienced and that they should be targeted at those who have suffered the greatest impact from crime with the following being prioritised for support.
- Victims of serious crime
 - The most persistently targeted
 - The most vulnerable and intimidated
- 2.5 Under-pinning the provision of services is an outcome based commissioning approach that seeks to demonstrate, not only volume and frequency of contact with victims but how well a service has supported a victim and the results of that support. This emphasis on performance monitoring is fundamental to understanding how best to deliver services and for the Commissioner to be held accountable by the public for funding decisions.
- 2.6 In preparation for the commissioning of victim services across Cleveland attached at **Appendix C** is a **draft** report produced in June 2014 for the PCC which explores current provision across the Cleveland area, the views of stakeholders about the strengths and weaknesses of current provision, and advice on how the funding available to the PCC could be best used.

3. CURRENT VICTIM SERVICES IN HARTLEPOOL

- 3.1 Information gathered on behalf of the PCC demonstrates that there are a wide range of specialist services available to victims of crime across the Cleveland area, with the investment in victims services by organisations such as Local Authorities, (including Public Health), and NHS England (Sexual Assault and Rape Crisis) being developed in response to the needs identified and promoted in each Local Authority area. Specific local provision previously commissioned through the Safer Hartlepool Partnership, and currently commissioned by Hartlepool Borough Council includes:
- Specialist Domestic Violence and Abuse support services comprising of refuge provision, community outreach, Independent Domestic Violence and Advice and counselling service.
 - Dedicated Victims Services providing emotional advice and support to all victims of crime and anti-social behaviour, and the provision of a target hardening service.
- 3.3 As reported previously to the Safer Hartlepool Partnership, during 2014/15 the PCC has made a financial contribution towards the provision of the local

Specialist Domestic Violence Service in Hartlepool, specifically the Independent Domestic Violence Advisor Service. The Safer Hartlepool Partnership is also working with the Office of the PCC to provide additional support to young victims of domestic violence and abuse through the rapid and effective sharing of information with schools. This follows a successful bid to the Home Office 'Competed Fund' to run a pilot project in Hartlepool, which will be the first step in creating a Multi-agency Safeguarding Hub across Cleveland.

- 3.4 Whilst the PCC has yet to publish his vision for victims services it is clear that the funds available to support the new victim commissioning process are relatively limited. As such in line with requirements of the EU Directive and the grant making provisions of the Domestic Violence, Crime, and Victims Act 2004, the PCC is working with the Safer Hartlepool Partnership to explore any current gaps in local service provision, and opportunities for the joint commissioning of services in the future to make best use of resources available to support and protect victims of crime and anti-social behaviour in Hartlepool.

4. RECOMMENDATION

- 4.1 That the Safer Hartlepool Partnership notes the commissioning responsibilities of the PCC, and the work underway to develop local victim service commissioning arrangements.

5. CONTACT OFFICER

Clare Clark
Head of Community Safety and Engagement
Civic Centre
Victoria Road
Hartlepool
TS24 8AY
Email clare.clark@hartlepool.gov.uk
Tel: 01429 523100

APPENDIX A

APPENDIX A

Annex B:

EU Directive on the Minimum Standards, Rights, Support & Protection of Victims of Crime – Articles 8 & 9

Article 8 Right to access victim support services

1. Member States shall ensure that victims, in accordance with their needs, have access to confidential victim support services, free of charge, acting in the interests of the victims before, during and for an appropriate time after criminal proceedings. Family members shall have access to victim support services in accordance with their needs and the degree of harm suffered as a result of the criminal offence committed against the victim.
2. Member States shall facilitate the referral of victims, by the competent authority that received the complaint and by other relevant entities, to victim support services.
3. Member States shall take measures to establish free of charge and confidential specialist support services in addition to, or as an integrated part of, general victim support services, or to enable victim support organisations to call on existing specialised entities providing such specialist support. Victims, in accordance with their specific needs, shall have access to such services and family members shall have access in accordance with their specific needs and the degree of harm suffered as a result of the criminal offence committed against the victim.
4. Victim support services and any specialist support services may be set up as public or nongovernmental organisations and may be organised on a professional or voluntary basis.
5. Member States shall ensure that access to any victim support services is not dependent on a victim making a formal complaint with regard to a criminal offence to a competent authority.

Article 9 Support from victim support services

1. Victim support services, as referred to in Article 8(1), shall, as a minimum, provide:
 - (a) Information, advice and support relevant to the rights of victims including on accessing national compensation schemes for criminal injuries, and on their role in criminal proceedings including preparation for attendance at the trial
 - (b) Information about or direct referral to any relevant specialist support services in place;
 - (c) Emotional and, where available, psychological support;

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- (d) Advice relating to financial and practical issues arising from the crime;
 - (e) Unless otherwise provided by other public or private services, advice relating to the risk and prevention of secondary and repeat victimisation, of intimidation and of retaliation.
- 2. Member States shall encourage victim support services to pay particular attention to the specific needs of victims who have suffered considerable harm due to the severity of the crime.
- 3. Unless otherwise provided by other public or private services, specialist support services referred to in Article 8(3), shall, as a minimum, develop and provide:
 - (a) shelters or any other appropriate interim accommodation for victims in need of a safe place due to an imminent risk of secondary and repeat victimisation, of intimidation and of retaliation;
 - (b) targeted and integrated support for victims with specific needs, such as victims of sexual violence, victims of gender-based violence and victims of violence in close relationships, including trauma support and counselling.

APPENDIX B

National Victims Code of Practice - summary of key entitlements:

Below is a list of key entitlements that victims of criminal conduct are entitled to in this Code. This is not an exhaustive list. For more information on these entitlements and more, please see Chapter 2, Part A if you are an adult and Chapter 3, Part A if you are a victim under 18 years of age.

You are entitled to:

- An enhanced service if you are a victim of serious crime, a persistently targeted victim or a vulnerable or intimidated victim;
- A needs assessment to help work out what support you need;
- Information on what to expect from the criminal justice system;
- Be referred to organisations supporting victims of crime;
- Be informed about the police investigation, such as if a suspect is arrested and charged and any bail conditions imposed;
- Make a Victim Personal Statement (VPS) to explain how the crime affected you;
- Read your VPS aloud or have it read aloud on your behalf, subject to the views of the court, if a defendant is found guilty;
- Be informed if the suspect is to be prosecuted or not or given an out of court disposal;
- Be informed about how you can seek a review of CPS decisions not to prosecute, to discontinue or offer no evidence in all proceedings;
- Be informed of the time, date and location and outcome of any court hearings;
- Be informed if you need to give evidence in court, what to expect and discuss what help and support you might need with the Witness Care Unit;
- Arrange a court familiarisation visit and enter the court through a different entrance from the suspect and sit in a separate waiting area where possible;
- Meet the CPS Prosecutor and ask him or her questions about the court process;
- Be informed of any appeal against the offender's conviction or sentence;

APPENDIX B

- To opt into the Victim Contact Scheme (VCS) if the offender is sentenced to 12 months or more for a specified violent or sexual offence;

If you opt in to the VCS to:

- make a VPS for consideration by the Parole Board if the offender is considered for release or transfer and apply to the Parole Board to read it out at the hearing;
- make representations about the conditions attached to the offender's licence on release and be informed about any licence conditions relating to you;
- Apply for compensation under the Criminal Injuries Compensation Scheme;
- Receive information about Restorative Justice and how you can take part;
- Make a complaint if you do not receive the information and services you are entitled to, and to receive a full response from the relevant service provider

Commissioning Victim Services in the Cleveland Police Area: challenges and opportunities

June 2014

DRAFT REPORT

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Summary of recommendation page

Commissioning Victim Services in the Cleveland Police Area: challenges and opportunities

1.0 Purpose of the Report

This report examines the challenges and opportunities arising from elected Police and Crime Commissioners having the powers, from autumn 2014, to provide or commission a wide range of services for victims, witnesses and others affected by crime.

Context

Grant funding for commissioning of services will be provided to PCCs by the Ministry of Justice under powers given to the Secretary of State by section 56 of the Domestic Violence, Crime and Victims Act 2004. This will enable PCCs to 'pay such grants to such persons as he considers appropriate in connection with measures which appear to him to be intended to assist victims, witnesses or other persons affected by offences'.

This dedicated funding excludes expenditure for services to victims of anti-social behaviour but PCCs have the option to use other sources of funding to commission services for these victims.

Central Government guidance for commissioners identifies that, if not already doing so, provision should focus on the overarching outcomes of helping victims **cope** and **recover** from the harm experienced. Under-pinning this is an outcome based commissioning approach that seeks to demonstrate, not only volume and frequency of contact with victims but how well a service has supported a victim and the results of that support.

This emphasis on performance monitoring is fundamental to understanding how best to deliver services and for the Commissioner to be held accountable by the public for funding decisions.

Whilst the PCC has been allocated 'un-ring fenced' funds to support this commissioning process, these funds are relatively limited and it is essential that existing financial support from a range of public sector and charitable bodies is sustained. Whilst the opportunity to invest in victim services must be welcomed, in the short term it is equally important that the PCC uses the wider influence of his office to advocate on behalf of victims and champion the benefits of a co-ordinated multi-agency victim approach.

Recommendation 1 - The PCC to publish a statement, as soon as possible, outlining his vision and expectations in respect of the development of victim services.

Recommendation 2 - Initiate discussions with other victim service commissioners to assess potential for closer co-operation to make best use of the resources available and achieve equality of service provision across the area.

The Government suggests that services provided to victims should be targeted at those who have suffered the greatest impact from crime. The following sets out in detail those victims who should be prioritised for support:

- **Victims of Serious Crime** – murder and manslaughter, rape, sexual violence, terrorism, and violent crime such as wounding or causing grievous bodily harm with intent are areas where the impacts of crime can be particularly far reaching for victims. Other criteria to determine the seriousness of a crime and therefore eligibility for support may be set by commissioners
- **The Most Persistently Targeted** – crime, even when seemingly less serious, can have a devastating impact on victims when committed again and again over a period of time, particularly where a victim is deliberately targeted
- **The Most Vulnerable and Intimidated** – these are the people who are most likely to become victims, or who need particular assistance in coping with the consequences of crime or to engage with the criminal justice system. They may include people who are isolated, or lack social or family support and those who are able to benefit from additional or special measures in relation to court proceedings.

A number of services will continue to be centrally commissioned by the Ministry of Justice, these include:

- Rape support centres
- Services for victims of trafficking
- A homicide service; and
- A court based witness service

There are also plans to centrally commission:

- Some national telephone help lines; and
- Some domestic violence and sexual violence services

At the time of writing confirmation of these services is still awaited.

2.0 Methodology

Instruction from the OPCC was to consult and collate views on;

- What services were currently operating across the Cleveland Police area
- The views of service providers, stakeholders, funders and victims about the strengths and weaknesses of current provision
- Advice to the PCC regarding where and how the funding available to his office can be best used

The bulk of the information was collected through lengthy one-to-one interviews with providers and stakeholders that considered not only what needed to be commissioned but how the commissioning process could influence and develop service provision.

One important element of this work was to capture and respond to issues and concerns expressed by victims. This has not been achieved other than to take into account the perceptions of those needs from a range of current providers and the outcome of the national 'Getting it Right for Victims' consultation.

A review of the numerous reports currently in circulation about the future of victim services reveals that engaging with victims of crime is a common place difficulty. For example, the Teesside Sexual Violence Needs assessment only secured 4 completed questionnaires despite their distribution by third sector specialist providers. Equally, the Listening and Learning report (May 2012) experienced similar difficulties only managing to talk to small numbers of service users.

However, in the course of this consultation one focus group was held with 10 women residing in a refuge, facilitated by staff from Foundation. With hindsight, better preparation may have encouraged a more fruitful dialogue but it was clear participants were uncomfortable discussing the issues and had a limited recall of the events and the support they were given. This was not a useful exercise for either party

Recommendation 3 - It is proposed that the OPCC invests in and formalises a process to gather the views of victims at appropriate intervals.

3.0 Executive Summary

Introduction

‘The commissioning process (for victims and witnesses of crime) in England and Wales forms part of a strategic move towards more personalised services for local people and investment in the voluntary and community sector. As part of this process, from 2014, we will be moving to a model where the majority of emotional and practical support services for victims of crime will be commissioned locally by the Police and Crime Commissioner (PCC) ‘ (Victims’ Services Commissioning Framework – May 2013 – MoJ)

Against this background, this report was commissioned by the PCC to establish:

- What services were currently operating across the Cleveland Police area
- The views of service providers, stakeholders, funders and victims about the strengths and weaknesses of current provision
- Advice to the PCC regarding where and how the funding available to him can be best used

This approach was seen to be in keeping with the spirit of the Social Value Act and the ‘Investigate’ phase of the PCCs commissioning cycle.

Main Findings

There is a wide and impressive range of services available to the most vulnerable victims of crime in the Cleveland Police area. There is substantial investment by local authorities (including public health), NHS England (the SARC) and the third sector through the grants and charitable funds specifically available to them. Whilst providers of services could all identify what more they could do if more funding was available, stakeholders were generally impressed with the quality of services currently provided.

Whilst the PCC clearly has an area-wide perspective, victim services have largely developed in response to needs identified and promoted in each local authority area. As such, there are a range of issues that the PCC needs to take account of in formulating a commissioning plan:

- Services are not consistently available across Cleveland – some areas benefit from more generous provision than others.
- There is not equal access to services – some groups are excluded due to gender or historic events i.e. a service not available if been both a victim and an abuser.
- There is some duplication of services with agencies unsure who to refer to and victims unsure which provider can best meet their needs.
- Third sector providers are in competition to deliver services and little progress has been made to identify a mechanism to enable them to work together harmoniously and cost effectively.
- Relatively speaking the PCC only has limited funds available to commission victim services compared to other local commissioners and the third sector. Wherever possible he should

look to share funding responsibility or require that his contribution 'levers in' additional support.

- The PCC contribution to funding victim services is welcomed by all concerned but he needs to proceed cautiously ensuring that he does nothing to de-stabilise current arrangements or that his involvement could infer that others can withdraw their support for victims.
- Whilst the PCC has got a funding role, it is probably more important that he takes advantage of his office to promote a strategic approach, provide leadership where services need improvement and co-ordinate activity.
- The EU Directive on the Minimum Standards, Rights, Support and Protection of Victims of Crime has to be implemented by November 2015. This requires that victims have access to services in accordance with the Directive, with responsibility shared between central government, which will commission some specialist support services, and PCCs who will be responsible for ensuring that the services they commission are sufficient, together with other available services, to satisfy the requirements of the Directive.
- The majority of DV services provided to victims follow an abusive event and all too frequently this is not the first time abuse has occurred. Despite the good work of these services domestic abuse is still at an unacceptably high level locally. Little attention is given to preventative measures and there are some significant gaps in provision particularly around education, awareness raising and information on what support is available. Attention was also drawn to concern about adequacy of provision to address the behaviour of perpetrators.

Recommendations

Vision and Expectations

The public, providers of services and stakeholders need to have a clear idea of the services and approach the PCC wishes to encourage in Cleveland.

- **Recommendation 1 - The PCC to publish a statement outlining his vision and expectations in respect of the development of victim services.**

Joint Commissioning

Whilst the PCC has been allocated 'un-ring fenced' funds to support this commissioning process, these funds are relatively limited and it is essential that existing financial support from a range of public sector and charitable bodies is sustained. Whilst the opportunity to invest in victim services must be welcomed, in the short term it is equally important that the PCC uses the wider influence of his office to advocate on behalf of victims and champion the benefits of a co-ordinated multi-agency victim approach.

Recommendation 2 – Initiate discussions with other victim service commissioners to assess potential for closer co-operation to make best use of the resources available and achieve equality of service provision across the area.

Listening to victims/Improving the Victim Experience

It is very difficult to engage victims, win their trust and collect their views for ad hoc reports such as this. The PCC, however, has a duty to consult victims and there is clearly a benefit doing this in a structured way to allow for information to be collated demonstrating how attitudes and experiences shift over time.

- **Recommendation 3 - It is proposed that the OPCC formalises a process to gather the views of victims at appropriate intervals.**

Budget for Victim Services

Expectation is high that the PCC has additional funds available to invest in victim services. Based on current information there is an allocation of £402k available in 2014-15 and £662k in 2015-16 from which there are already substantial demands, not least of which are the ambitions of the Violence Against Women and Girls action plan.

- **Recommendation 4 – PCC to provide early clarification of his commissioning priorities and the funding that is available for each priority.**

Breathing Space

A number of groups across Cleveland currently benefit from grant funding from the Ministry of Justice and the Home Office to the collective value of £181k p.a. This has been extended until the end of **September 2014** but from that point there is a perception locally that those funds then pass to the PCC to allocate.

If the PCC continues with these grants in the long term he is severely limiting the funds he has left to allocate. If he does not support the funding at the end of **September 2014** he potentially undermines the viability of a range of services and/or the continuation of match funding arrangements.

- **Recommendation 5 -The existing grants be extended for a further 6 months to the end of **March 2015** to allow for clarification of the PCC's commissioning intentions and if necessary to enable providers to identify alternative funds.**

EU Directive – Minimum Standards, Rights, Support and Protection of Victims

Consideration of this Directive is important for 2 reasons:

- The outcome could have a major impact on the future viability of the service currently delivered by Victim Support.
- Whatever service is supported it will be resource intensive and potentially draw on a significant proportion of the funds available to the PCC. As such, until this is resolved it will prove difficult to identify what funding is then available to support other victim work.
- **Recommendation 6 - Begin work as soon as possible to identify an appropriate victim delivery service in response to the EU Directive on the rights, support and protection of victims of crime**

Sexual Violence

There are concerns about the consistency and availability of the support available. There isn't a clear view if SV should be a discipline on its own or whether victims can receive a high quality of service from providers who specialise in domestic violence. Without establishing this principle it will be difficult to develop consistent provision.

There is also growing support to develop the SARC as a 'Hub' co-ordinating and integrating activity.

- **Recommendation 7 - The PCC should invite the TSVSG to consider and report on :**
 - **A business plan to facilitate the SARC as a SV 'Hub'**
 - **Achieving greater consistency and access to SV services across the area**

Unmet Need/Areas for Development

Alongside the pressures raised above there are a number of areas that consultees identified where additional work was required:

Education/Prevention – there was widespread support for work in schools to influence attitudes of young people and provide advice on what is abusive behaviour and the help available if it is affecting you.

Hate Crime – whilst some work is underway to address under-reporting there are no programmes consistently available to support those individuals who are victims. Further work is required to establish whether this is discouraging reporting and what help victims would welcome.

Forced Marriage, Honour Based Violence and Female Genital Mutilation – There is growing concern about these issues and the vulnerability of members of the BME community. There is a need to both raise awareness of what help is available and how it can safeguard victims.

Publicising Services / Awareness Campaigns – There is currently no directory of services for victims living in the Cleveland area. This is unhelpful for victims and presents an equal challenge for professionals who report that they may be aware of local facilities but have no overview of who offers what, where and to whom.

- **Recommendation 8 – PCC to work with stakeholders to initiate 'task and finish' groups to consider the feasibility of addressing these unmet needs and the benefits/impact this would produce**

Outcome based Commissioning

There is a clear expectation that the PCC will promote an outcome based approach to commissioning. Some work is underway and whilst there is a general recognition of the benefits, no consistent approach is yet emerging.

- **Recommendation 9 - PCC to consider inviting other victim service commissioners, and representatives of provider organisations, to participate in a 'task and finish' group to share current practice and develop a consistent Tees-wide approach to gathering meaningful outcomes.**
- **Recommendation 10 – Consideration to be given to pressures on the OPCC and resource implications of new commissioning responsibilities and the need to implement and monitor an outcome based approach**

4.0 Scale and Nature of Victimisation in Cleveland

In keeping with current MoJ guidance there is a move to prioritise victims that have suffered the greatest impact from crime that encompass domestic abuse, sexual violence/exploitation and hate crime. There is no simple way, however, of determining the number of victims requiring support across the Cleveland Police area. Whatever the figures presented, they are conditional on factoring in some element of the following:

- Under-reporting
- Difficulties identifying some issues within Police recorded crime figures e.g. domestic violence
- Agencies keep their own records based on contact and it is difficult to rule out double counting
- Different agencies 'count' victim contact in different ways depending on nature and intensity of contact
- Many victims have adequate support networks and do not need external assistance

The following provides an overview of what is known:

Victim Support

From figures available we know that, in the Cleveland Police area, between 1/10/13 and 31/3/13, 5,690 victims of crime agreed to their details being passed on to Victim Support.

These figures provide some indication of the demand for a wider victim service as suggested by the European Directive

Domestic Abuse

Domestic abuse/violence is not a crime category in its own right, and reports of domestic abuse/violence are recorded under a number of different crime category types such as offences against the person, public order and criminal damage. All reports are given a 'qualifier' to identify them as domestic related.

In 2013/14 Cleveland police recorded 2,711 domestic abuse crimes and 11,515 domestic abuse incidents.

In May 2012 the report 'Listening and Learning: improving support services for victims in Cleveland' estimated, using the VAWG 'ready reckoner', that 18,480 women and girls aged 16-59 living in Cleveland will have experienced some form of domestic abuse over the past year.

HMIC in their recent report 'Cleveland Police's approach to tackling domestic abuse' (2014) identified the following key facts:

- Domestic violence accounts for 3% of calls to the Police for assistance. Of these calls, 42% were from repeat victims
- Domestic abuse accounts for 8% all recorded crime

For the 12 months to the end of August 2013:

- 20% of all assaults with intent to cause serious harm were domestic abuse related

- 32% of all assaults with injury were domestic abuse related
- 61% of all harassment offences were domestic abuse related
- 6% of all sexual offences were domestic abuse related
- At the end of August 2013 Cleveland Police had 6,275 active domestic abuse cases
- For every 100 domestic abuse crimes recorded, there were 98 arrests in Cleveland. For most Forces the number is between 45 and 90
- Cleveland Police recorded 3,168 domestic abuse related crimes for the 12 months to the end of August 2013. Of these crimes, 28% resulted in a charge, 10% resulted in a caution and, 1% had an out of court disposal.
- More domestic abuse prosecutions fail to achieve a conviction in Cleveland than in any other areas of the country.

Sexual Violence

2013/14	Recorded Crimes	Year on Year Change
Rape	204	17.2%
Sexual Offences excluding rape	376	-1.6%

The Teesside Sexual Violence Needs Assessment (January 2012) identified data from the British Crime Survey:

- Nationally 0.5% of males and 2.5% of females aged between 16 and 59 are likely to have experienced sexual violence in the last 12 months.
- Applying this to the population of Cleveland it is suggested that 4,925 people will have experienced sexual assault in the last 12 months.
- Of these, it was estimated that 1,197 people (994 females and 163 males) will have experienced serious sexual assault
- In total it was estimated that 9,264 people across Cleveland will have experienced sexual assault on one or more occasion since the age of 16
- Information collated by the Teesside Sexual Violence Strategy Group reveals:
- 2764 sexual violence referrals have been dealt with over the period 2010-13. The trend is steadily upward with increases in child sexual abuse and sexual violence, but decreases in rape and sexual assault by penetration
- 86% of referrals were female and 13% were male
- 59% of incidents were not reported to the Police
- For the year beginning 1st April 2013 the ISVA service at Barnados received 32 referrals from the SARC and in total supported 58 children and young people

5.0 Overview of Current Investment in Cleveland

There is an impressive range of services available to vulnerable victims across the Cleveland Police area with credit largely due to the pioneering work of small voluntary or charitable organisations for raising the issues of concern and campaigning for resources.

There has always been a degree of investment and support from public sector but in recent years this has both increased, and in the case of domestic abuse and sexual violence, 3 of the 4 local authority areas have formalised arrangements by the introduction of 3 year contracts. These contracts are delivered by third sector providers, enabling a degree of financial security and the opportunity to plan ahead.

Middlesbrough is the exception to this arrangement but nevertheless provides significant funding to different providers for a variety of initiatives.

Those provider services operating outside the 3 year local authority contracts are very adept at attracting funds from charitable sources and funds that are not accessible to statutory organisations.

Determining the exact expenditure is challenging, but the following gives some idea of the investment in services delivered by the non-statutory sector as a result of contracts or grants.

Local Authority Funding

Table 1

	Domestic Abuse and Sexual Violence Funds Allocated – 2013/14
Hartlepool BC (Harbour and victim worker)	£260,000
Stockton BC plus contribution from Tri-Star Homes (Harbour)	£345,000
Redcar and Cleveland BC plus contribution from Coast and Country for sanctuary scheme. (Foundation provide all services apart from perpetrator programme delivered by Harbour	£370,000
Middlesbrough BC - Funding projects delivered by Arch, My Sisters Place, Barnados and Harbour	£650,000
Total	£1,625,000

Central Government Funding

Table 2

	Ministry of Justice	Home office
My Sisters Place	£43,000	£20,000
Arch	£32,000	-
Barnados	£20,000	-
EVA	£46,000	-
SARC		£20,000
Total	£141,000	£40,000

Charitable/Trust Funding
Table 3

	Total Funds Generated 2013/14 in addition local or national public sector support
4 independent providers	£1,111,000

There are undoubtedly more funds generated from charitable sources but the table above provides an indication of how the victim economy is mutually dependent on a range of funding.

The SARC is not a third sector provider with staff employed by South Tees Health Authority. However they are a vital part of the victim infrastructure and do need to attract additional funds in support of running costs.

SARC Funding
Table 4

NHS England	£170,000
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Taken together this information suggests that there is a combined budget of, at least, £3.1m currently supporting victim services in Cleveland. This does not include any direct or indirect work undertaken by local public sector organisations or the cost of the Victim Support service which is currently centrally funded.

To date no work has been done to measure value for money and commissioners are still at an early stage in developing outcome frameworks as an indication of effectiveness.

Clearly, from a PCC perspective there is a desire to see services consistently available to all his electorate but equally, as a new commissioner of victim services, he needs to ensure his actions do nothing to de-stabilise existing provision.

Expectation is high that the PCC has additional funds available to invest in victim services. Based on current information there is an allocation of £402k available in 2014-15 and £662k in 2015-16 from which there are already substantial demands, not including the ambitions of the Violence Against Women and Girls action plan.

Recommendation 4– PCC to provide early clarification of his commissioning priorities and the funding that is available for each priority.

As table 2 (above) illustrates many of the victim service providers currently benefit from grant funding from the Ministry of Justice and/or the Home Office to the collective value of £181k p.a. This has been extended until the end of March 2015 but from that point there is a perception locally that those funds then pass to the PCC to allocate.

If the PCC continues with these grants in the long term he is severely limiting the funds he has to allocate. If he ends the funding at the end of March 2015 he potentially undermines the viability of services and/or the continuation of match funding arrangements.

Recommendation 5 -The existing grants from MoJ and Home Office be extended for a further 6 months to the end of September 2015 to allow for clarification of the PCC's commissioning intentions and if necessary to enable providers to identify alternative funds.

6.0 Victim Service Provision in Cleveland

Victim Support

Due to changes in data recording systems Victim Support (VS) provided the following 'snap shot' of referrals received from Cleveland Police.

Table 5

Referrals directly from Cleveland Police 1/10/13 to 31/3/14	5,690
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(VS) also receive self-referrals (via telephone, email or their website), other agency referrals, direct Police referrals (from officers rather than by automatic data transfer) and referrals at incident level where Police identify that a victim requires particular support. All VS staff and volunteers undertake initial classroom based training and then undergo a period of accreditation prior to working on cases individually. Following accreditation and observed practice, VS staff and volunteers have the opportunity to undertake specialist training to work with victims of domestic violence, sexual violence, mental health, criminal injuries, homicide and manslaughter.

Additional management information is provided to the OPCC on the understanding that this is not shared with any other organisation.

In Cleveland they also have a full time victim worker in Hartlepool (funded by the CSP) and deliver the VOICE project in Holme House prison

Table 6

Strengths	Weaknesses
<p>Strong and well established 'brand'</p> <p>Well tested processes and structure in place backed by national organisation</p> <p>Underpinned by volunteers - diverse range of experience and cost effective</p> <p>Quality standards</p> <p>Only universal victim service –no restriction on who they will help</p> <p>Call centre facility</p> <p>Provides 'end to end' support for victims ie doesn't end when CJS processes completed</p>	<p>Management information – new systems just introduced but information not widely shared – commercially sensitive</p> <p>Reducing local profile</p> <p>Reliance on volunteers – is there a limit to what you can reasonably and safely expect them to do?</p>
Challenges	Opportunities
<p>Uncertainty about national funding</p> <p>PCCs will commission services locally – possibly differing expectations in each Police Force area.</p> <p>Supporting the regional and national VS infrastructure</p> <p>Willingness to share data</p>	<p>Draw on knowledge and experience to adapt to new requirements and further develop services as required</p> <p>Economies of scale arising from regional and national structures</p> <p>Interpretation of EU directive – articles 8 and 9 (requires member states to ensure that victims have access to victim support services)</p>

VS meet many of the criteria it is anticipated that the PCC will expect as a commissioner of services, namely consistency of provision across the area, quality standards and relevant experience.

Their long established practice of recruiting and training volunteers is a cost effective delivery model but the future of regional and national infra-structure has yet to be clarified and could impinge on overall viability.

Whilst there is a shift in Government thinking towards focusing support on the victims of the most serious crime/most vulnerable individuals, this has to be balanced against the need to comply with the EU Directive (implementation November 2015) that sets future standards for victim services.

Conclusion

With the proposed changes, both locally and nationally driven, it seems inevitable that this is an appropriate time for the PCC to consider what sort of victim service would be most responsive to local need. Whilst this may be seen as an opportunity to do things differently the public will expect continuity and every effort needs to be made to ensure current services are not unnecessarily destabilised.

This is a priority area for 2 reasons:

- The outcome could have a major impact on the future viability of the service currently delivered by victim support.
- Whatever service is supported it will be resource intensive and potentially draw on a significant proportion of the funds available to the PCC. As such, until this is resolved it will prove difficult to identify what funding is then available to support other victim work.

Recommendation 2- Begin work as soon as possible to identify an appropriate victim referral service in keeping with the EU Directive on the rights, support and protection of victims of crime

Sexual Violence

There are no definitive figures in respect of the size of the problem and the need for services to support victims as there is significant under-reporting and victims present to a wide variety of organisations and at varying intervals after the assault. The following, however, provides an overview of current workloads and the services provided

Table 7 The SARC provides crisis intervention and ISVA services and dealt with 485 referrals in 2013/14:

379	Referred on to other agencies (sexual health, ISVAs, counselling or DV services)
58	Were already receiving services from agencies the SARC would refer to
67	Declined further contact from anyone (inc SARC staff)
99	Received ongoing support from SARC over and above initial work undertaken – a proportion of these were referred back to the SARC as the referral agency would not work with them

The following figures have been provided by Arch, Eva, Foundation and Harbour

Table 8 Aggregated Adult Caseload of Current Providers (April 2012 to March 2013)

Annual Caseload (12 months up to 31/12/13)	1073
New cases (Assesment undertaken/work plan agreed)	684
Existing cases (Still active interventions/support)	313
Female	757
Male	179

ARCH, EVA, Foundation – *awaiting Harbour*

The following table provides an overview of services that providers report they are currently delivering:

Table 9

Middlesbrough	Hartlepool	Stockton	Redcar and Cleveland
24/7 Crisis Intervention and emotional support Sexual assault referral centre – no restrictions SARC	24/7 Crisis Intervention and emotional support Sexual assault referral centre – no restrictions SARC	24/7 Crisis Intervention and emotional support Sexual assault referral centre – no restrictions SARC	24/7 Crisis Intervention and emotional support Sexual assault referral centre – no restrictions SARC
ISVA - (over 14 years / male and female)- ARCH (3.5 ISVA operating across 3 Districts)	ISVA - (over 14 years / male and female)- ARCH ISVA – (over 18 years/male and	ISVA - (over 14 years / male and female)- ARCH ISVA – (over 18 years/male and	ISVA-(female only) Foundation ISVA (Female only) – EVA

ISVA –(No restrictions, Tees wide)- SARC	female) -(part of DV/DA contract)- Harbour ISVA –(No restrictions, Tees wide)- SARC	female) -(part of DV/DA contract)- Harbour ISVA –(No restrictions, Tees wide)- SARC	ISVA –(No restrictions, Tees wide)- SARC
Counselling service (over 14years- male and female - no offenders) - ARCH	Counselling service (over 14years- male and female - no offenders) - ARCH Counselling service – over 18 years (part of DV/DA contract)- Harbour	Counselling service (over 14years -male and female) – no offenders - ARCH Counselling service – over 18 years(part of DV/DA contract)- Harbour	Counselling service (female only – over 12 years) - EVA
Outreach (LESA) - Arch	Outreach - Harbour	Outreach - Harbour	Support workers/Outreach-EVA
-	-	-	Sexual violence – schools programme(year 7) (EVA)
Bridgeway Project - High risk child protection issues with support of young person's ISVA - Barnados	Bridgeway Project - High risk child protection issues with support of young person's ISVA - Barnados	Bridgeway Project - High risk child protection issues with support of young person's ISVA - Barnados	Bridgeway Project - High risk child protection issues with support of young person's ISVA - Barnados
Prostitution and exploitation -Barnados	-	-	-
Extra provision to cover sexual abuse and sexual exploitation and court work.(14-18years)- Barnados – funding agreed by PCC	Extra provision to cover sexual abuse and sexual exploitation and court work.(14-18years)- Barnados – funding agreed by PCC	Extra provision to cover sexual abuse and sexual exploitation and court work.(14-18years) Barnados – funding agreed by PCC	Extra provision to cover sexual abuse and sexual exploitation and court work.(14-18years) Barnados – funding agreed by PCC
Volunteers trained to work with Sexual violence - Victim Support	Volunteers trained to work with Sexual violence - Victim Support	Volunteers trained to work with Sexual violence - Victim Support	Volunteers trained to work with Sexual violence - Victim Support

Fundamental to the delivery of services to victims of sexual violence is the operation of the SARC providing a consistent point of initial contact and operating Cleveland –wide. This is essentially a crisis intervention service but, dependent on victim needs or difficulty finding an alternative provider, longer term support can be offered.

The TSVSG has identified that there are opportunities to develop the SARC as a 'Hub' through which all sexual violence referrals could be screened and allocated on to appropriate services. Cleveland Police already use the SARC as the hub and all agencies, both statutory and voluntary, are being encouraged to inform the SARC of all SV incidents. This development is broadly supported by provider agencies but a 'business case' spelling out resource implications and the potential for closer integration of services has yet to be confirmed.

There is an extensive range of provider services on Teesside offering assistance to victims of sexual violence, most of which can be traced back to local pioneering work to raise the profile of the issue by committed individuals. However, there are significant variations in provision of services depending on where you live.

All services have at their heart qualified Independent Sexual Violence Advocates (ISVA). The only variation on this is Harbour who have ISVAs that are also IDVAs (Independent domestic violence advocates) providing support for victims of sexual violence within the framework of a contract that primarily delivers domestic abuse services. There is some debate whether this approach is an efficient use of resources or a dilution of a specialist service.

It has also been suggested the duties of ISVAs vary across the area. It is beyond the approach of this report to identify what the best approach is but clearly there may be benefits arising from all providers adopting a consistent approach.

There was widely expressed concern about inconsistency of provision and the exclusion from service of certain victim types. For example in one District there are no services for adult males and one of the major providers of specialist support will not provide a service for victims who have also been abusers at some point.

These restrictions are clearly within the rights of the providers but represent a challenge to the PCC if he is to be committed to equality and consistency of access to services.

The inconsistency of provision impacts on the SARC that has to work with these variations and determine which, if any, of the services can or will take on referrals.

All providers appear to operate professionally. Quality operating standards are in place supported by electronic data collection systems, performance management and client satisfaction mechanisms.

Whilst it is beyond the remit of this report to establish the quality of provision to victims of sexual violence there are such marked differences in the way services are delivered to suggest variations are inevitable.

In the 3 areas that have commissioned 3 year contracts, responding to victims of sexual violence is one part of a wider package of measures focussed largely on domestic abuse.

In the remaining local authority, funding contributes to the provision of a specialist sexual violence service that also offers support to victims from Hartlepool and Stockton.

In Redcar and Cleveland, EVA has secured independent funding to supply services to victims of sexual violence in addition to their domestic abuse provision.

Whilst some may argue that it is good for the victim to have 'choice' the reality is more likely to be confusion. How does a victim decide between different providers and on what basis can the other professional services provide informed advice on which service will meet victim's needs?

Whilst some stakeholders were satisfied with this 'mixed bag' others expressed serious concern that sexual violence was not getting the same attention and funding as domestic violence. Figures from the SARC and others identify that the majority of sexual violence referrals do not arise from or are not connected to domestic violence. As such, should the distinctive needs of sexual violence victims be recognised and disassociated from DV services that they have no connection with?

In respect of future models of commissioning, there was no evidence that current providers were in a position to bid collaboratively for a sexual violence tender or surrender territory to enable others to develop a consistent area-wide approach

Table10

Strengths	Weaknesses
<p>There is a strong commitment by third sector providers to promote and improve services to address sexual violence</p> <p>The TSVSG has been formed to provide strategic leadership</p> <p>Provision of a locally based SARC</p> <p>Third sector attract additional funds to support services</p> <p>Some specialist provision for most vulnerable children and young people (Barnados and EVA)</p>	<p>Investment by local public sector in services for adults is limited and uncoordinated.</p> <p>Potential for local duplication of services and unhealthy competition</p> <p>How do public decide which is the best service provider for them?</p>
Challenges	Opportunities
<p>Uncertainty about funding currently received from MoJ/Home Office after March 2015.</p> <p>Providing all victims with equality of access to services</p> <p>Increase collaboration and joint working.</p> <p>Is SV a discipline in its own right or can it be addressed as part of wider DV/ DA provision?</p> <p>Sustaining levels of funding .</p> <p>SARC as a hub co-ordinating activity.</p> <p>Meeting an increase in demand for services as a result of 'Saville' effect and emergence of sexual exploitation/female genital mutilation cases</p>	<p>PCCs influence, ability to raise the profile of SV and potential to access funding.</p> <p>TSVSG to provide co-ordination and leadership.</p> <p>Move to consistent provision across the area.</p> <p>SARC as a SV Hub co-ordinating activity</p>

Conclusion

There is a range of services available to address adult sexual violence in Cleveland but, apart from the SARC, it is a 'post code' lottery from a victim perspective. Whilst there are clear omissions in services depending on where you live, there is also the potential for duplication and unhealthy competition.

The SARC provides an essential and valued service and there is no short term threat to its existing funding. However, the future of funding for sexual abuse services is less clear as 3 areas have

chosen to integrate it into their contracts which focus on DV. By way of contrast Middlesbrough has chosen to support separate DV and SV services. Sexual Violence is a key issue within the VAWG strategy and recent publicity around historical abuse and female genital mutilation suggests that demand for skilled and intensive support is likely to increase. A number of stakeholders interviewed expressed the view that SV is lagging behind domestic violence in both priority and investment.

There are concerns about the consistency and availability of the support available. There isn't a clear view if SV should be a discipline on its own or whether a victim can receive a high quality of service from providers who specialise in domestic violence. Without establishing this principle it will be difficult to develop consistent provision.

There is widespread recognition of the potential to develop the SARC as a 'Hub' co-ordinating and integrating activity.

Recommendation 7 - The PCC should invite the TSVSG to consider and report on:

- **A business plan to facilitate the SARC as a SV 'Hub'**
- **Achieving greater consistency and access to SV services across the area**

Domestic Abuse

Harbour, My Sisters Place, EVA and Foundation are the main providers of DV/DA services on Teesside. There are estimates of how many victims are involved but no way of calculating how many then require the assistance of support services. It is accepted that there is significant under-reporting both locally and nationally.

Table 13 Aggregated Cleveland –wide referral and caseload Information for 2013

Referrals	Open Cases
1789	1179

These figures provided by My Sister's Place, EVA and Foundation – Harbour to be added

The services available are identified by District in the following table:

DV/DA Services in Cleveland

Table14

Middlesbrough	Hartlepool	Stockton	Redcar and Cleveland
Refuge and outreach service - Harbour	Refuge and outreach service- Harbour	Refuge and outreach service- Harbour	Refuge(12 self contained flats for women and children) and outreach support – Foundation Accommodation and outreach - EVA
Outreach for female disabled - My Sisters place Outreach for male and female- Harbour	Outreach for male and female- Harbour	Outreach for male and female- Harbour	Outreach for female only-EVA
Work with children of victims- Harbour	Work with children of victims- Harbour	Work with children of victims- Harbour	Work with children of victims- Foundation Children's counselling service (Male and female – under 18s) - EVA
Schools-Healthy relationships (year 10) - Harbour	Schools-Healthy relationships (year 6 and 10) - Harbour	-	DV awareness raising – potential to pilot Tees-wide - - EVA 'Expect respect' awareness raising/targeted delivery in variety of settings.- Foundation
Men's Programme	Men's Programme	Men's Programme	Men's Programme

(Perpetrators) - Harbour	(Perpetrators) - Harbour	(Perpetrators) - Harbour	(Perpetrators) - Harbour
Children at risk because of DV (First Contact) - Harbour	-	Children at risk because of DV- Harbour	Children's counselling service (Male and female – under 18s) – EVA Children's counselling service planned to start in January 2015 - Foundation
5 X IDVAs – My Sisters Place	IDVA- Harbour	IDVA- Harbour	IDVA (2 part time) - Foundation IDVA-EVA
DV counselling (female 16yrs plus) - My Sisters Place (to be extended to males) Specialist trauma work.	Counselling service for victims of DV (18 years plus – male and female) - Harbour	Counselling service for victims of DV, (18 years plus – male and female) - Harbour	Counselling service for victims of DV (female only) EVA
Sanctuary Scheme- My Sisters Place	-	Harbour have access to additional security measures available from CSP sponsored 'Safe at Home' initiative	Sanctuary Scheme- Foundation
-	2 DV workers seconded to the early intervention team- Harbour	-	-
Freedom programme – My Sisters Place	Freedom Programme- various group work programmes - Harbour	Freedom Programme - various group work programmes - Harbour	Freedom Programme - Foundation Freedom Programme-EVA
Range of women's support Groups & User groups My Sister's Place	-	-	Phoenix programme – follows Freedom programme -EVA Pilot non abusing parent support group and therapeutic support for children identified through this work - Foundation
Training for agencies and Community groups – My Sister's Place	-	-	-

	Pilot aimed at better GP engagement- Harbour	-	-
Families Forward – DV worker seconded- Harbour	-	-	-
Link worker – first contact - Harbour	Healthy relationship work with 16-20 year olds- Harbour	Link worker – first contact - Harbour	-
-	Early identification of perpetrators- Harbour	-	-
-	Support for LGBT with Hart Gables- Harbour	-	-
-	-	Dispersed properties – providing alternative accommodation to the refuge – separate facilities for families or perpetrators - Harbour	2 houses available to accommodate single women -EVA
-	Joint visits with Police to DV victims- Harbour	-	-
-	-	-	High Street drop-in service -EVA
-	-	-	'Surgeries' with input from range of professional advisors -EVA
Marac pilot - My Sisters Place – ends March 2014	-	-	-
DV trained volunteers – My Sister's Place DV trained volunteers – Victim Support	DV trained volunteers – Victim Support	DV trained volunteers - Victim Support	DV trained volunteers – Victim support

The above table is based on information supplied by service providers and has not been verified independently.

As the table above illustrates there is a diversity of services and service providers, but one organisation, Harbour has the greatest geographical coverage, responsibility for delivery of all perpetrator work across the area and operates 3 of the 4 refuges.

Stockton and Hartlepool have all their services provided by Harbour under separate 3 year contracts with the 2 local authorities.

Services in Redcar and Cleveland are delivered under a 3 year contract by Foundation, apart from the perpetrators service which is delivered by Harbour. In addition, working independently, EVA, also provide a range of domestic and sexual abuse services. Neither of these providers currently caters for adult male victims.

Middlesbrough commission a significant range of services delivered by Harbour and My Sisters Place with contracts usually let for 2 years but with a review after 12 months.

By and large, key services are available in all Boroughs with each offering something a little different in response to local pressures or availability of funding.

There is also a range of short term 'pilot' projects operating which explore new or innovative areas of work. There is some sharing of learning but the funding is often difficult to sustain locally and there is no effective mechanism of securing Cleveland-wide support.

All providers appear to operate professionally. They all have quality operating standards in place, electronic data collection systems, performance management and client satisfaction mechanisms.

What is beyond the terms of reference of this report is the ability to assess their relative effectiveness, quality of service and value for money.

Providers fall into 2 camps:

Camp 1

Large providers operating in both Cleveland and other areas - they benefit from the resilience and economies of scale a larger organisation can offer. They are tied into contracts overseen by local authorities and generally limit their activities to delivering the services specified in those contracts.

They welcome the opportunity to extend their services beyond the current delivery areas.

Camp 2

Smaller, geographically precise providers who have championed the cause of tackling DA locally and pioneered delivery of services.

They are ambivalent about extending their services and suggest they don't have the capacity or the desire to compete for area-wide contracts. They have doubts about the effectiveness and economic efficiency of a consortium approach and strongly believe that a move to a one consistent area wide approach would result in a loss of choice for the victim. There was some support for a 'sub-contracting' model where a 'prime provider' took overall responsibility for the contract and smaller, local organisations took responsibility for particular aspects of delivery.

Attention was drawn to the ability of the smaller organisations to bring additional monies into the area, either to attract local match funding or to respond to a new or emerging issue. For example, in the last financial year 4 organisations secured £1,111,000 from a combination of central government and charitable sources

As such, whilst welcoming the involvement of the PCC in commissioning services, his requirements for the development of consistent, equitable services could equally be seen as a threat to the future operation of some providers.

Table15

Strengths	Weaknesses
Investment by Local Authorities/Public health Additional funding attracted by third sector providers All providers operating to quality standards Electronic data management systems in place Stakeholders seem broadly satisfied with the quality of services	All providers operate different quality and management information systems Information sharing Unhealthy competition Lack of public awareness of services
Challenges	Opportunities
Quantifying impact – responding to outcome based commissioning Developing a commissioning model that doesn't de-stabilise existing network of services Securing commitment of Local Authorities to a consistent strategic approach Should SV be part of DV/ DA contract or retain a separate identity. Greater collaboration and joint working Uncertainty surrounding MoJ and Home office funding Is enough being done with perpetrators?	Potential of consistent services area-wide approach Improve information sharing Better use of available resources – collaboration between local commissioners Review effectiveness and value for money Production of one needs assessment Strategic planning and delivery Potential to do more preventative work

Conclusion

Whilst the PCC will have provision of consistent and equitable services high on his agenda, it is not in the best interests of services to victims to de-stabilise current arrangements. The Local Authorities provide substantial funding and the majority have contracts long enough to offer the provider sufficient time to plan and deliver services.

For his part the PCC will have the option of using his funds to help third sector organisations attract additional matched funding and part of that offer may involve 'persuading' providers to adopt a more equitable approach.

Whilst the PCC may not have the funds to significantly finance victim services he is in a position to lead a debate about the future of victim provision. Fundamental to this process is the recognition that, with some co-ordinated effort, there may be opportunities to improve services and make best use of the resources available.

The potential options to consider are:

1. Pooling resources and commissioning one Cleveland-wide DV/DA service
2. Continue to commission in each Borough but agree a standard Cleveland-wide approach and minimum standard of service delivery
3. Identify a prime provider to manage an area-wide contract that enables and encourages local providers to take responsibility for local service delivery

This debate needs to progress urgently to establish what appetite there is for the development of a strategic commissioning approach.

Sexually Abused/Exploited Children

Table 16 Barnados Child Sexual Violence Services

	Waiting/Referral	Open	Closed	Total Service users
SECOS Hub Young People Under 18	9	35	31	75
SECOS – Youth groups/outreach	-	27	32	59
FCASE/Family work – CSE	1	19	19	39
Hartlepool CSE	3	12	21	36
Redcar CSE	3	5	8	16
Stockton CSE	4	11	17	32
Bridgeway CSA	4	32	23	59
Bridgeway SHB	2	13	12	27
ISVA (Child)	2	20	36	58

Barnardo's Bridgeway delivers individual and group services for children, young people and families affected by sexual abuse. This includes court witness preparation and pre-trial therapy.

They also deliver assessment and therapeutic work for children and young people who display sexually harmful and abusive behaviour.

SECOS engages and works directly with young people who are vulnerable, at risk of or involved in sexual exploitation, to develop exit and recovery strategies in order to protect and promote physical, emotional, and sexual health well-being.

They seek to develop intelligence about sexual exploitation, including new areas of activity, (internet & trafficking) informing, influencing and campaigning on these issues locally, regionally and nationally

EVA also provides services tailored to the needs of young victims of sexual abuse/violence. This ranges from support to a young person who lives in a household where abuse has occurred to a referral from the SARC to provide aftercare following an initial assessment.

The service is available to both male and female victims up the age of 16years led by their ISVA, outreach and counselling services. This currently only operates in Redcar and Cleveland and in 2013 they worked with 6 individual cases

Each case is assessed for support by the EVA counsellor and ISVA who work together to ensure the victims needs are fully met.

Table 17

Strengths	Weaknesses
<p>Area-wide specialist service available for high risk familial sexual abuse cases (Barnados)</p> <p>Specialist young people's ISVA(Barnados and EVA)</p> <p>The 4 local authorities contribute to funding</p> <p>£500k provided by Barnados national fundraising supports local projects</p> <p>EVA has taken initiative to develop a local service</p>	
Challenges	Opportunities
<p>Growing pressure on provision/emerging sexual and cyber exploitation</p> <p>Lack of funding to deliver preventative services. If funding is only short term it is harder to persuade charitable/Trust funds to match fund</p> <p>Very limited provision to work with young people showing early signs of potentially abusive behaviour</p> <p>Uncertainty about future of MoJ and Home Office funding and demise of Northern Rock</p>	<p>Additional £60k funding for Barnados recently agreed by PCC to extend services to young victims of non familial abuse/exploitation</p> <p>EVA identified in VAWG strategy to deliver work in schools across the area</p>

Conclusion

The services supplied by Barnados fits many of the PCC's expectations by offering the same service to children and young people in each of the 4 local authority areas. There is a commitment to joint commissioning from partners and Barnados uses its charitable status to draw in substantial additional funds.

This is a model of good practice and the recent provision of £60k from PCC funds to tackle non-familial abuse will see the service address currently unmet need.

EVA has identified additional funding, established an additional valuable local resource but there are no immediate plans to extend services to other areas.

7.0 Unmet Need/Emerging Issues

In the course of this consultation a number of notable service omissions were identified where the PCC could provide leadership and/or finance in the absence of any other group or organisation taking the initiative:

Education/Prevention - A number of victim service providers undertake preventative work in schools but there is no consistent approach across the area and initiatives are often disrupted because of short life funding. With no sign of domestic/sexual abuse diminishing through enforcement and 'after the event' support, there is a strong argument to adopt a preventative approach, working with young people to educate and reinforce the message that any form of abuse is unacceptable.

The need is underpinned by intelligence coming through from the Police that increasingly reports of DV involve a diverse range of family members assaulting each other suggesting that violence is common place in a variety of domestic settings.

This is not going to be a 'quick fix' and will require a commitment to resource, deliver and evaluate impact at regular intervals throughout young people's education.

A strong case has also been made that such an approach would be of interest to public health colleagues who recognise close links with their objectives.

Honour Based Violence, Forced Marriage and Female Genital Mutilation - A lack of comprehensive response to victims may be one of the reasons why these issues are under-reported to the authorities.

There is growing evidence that there is a lack of awareness in vulnerable BME communities of what help is available both to prevent incidents and secure help to recover if you are a victim. Contacts working with the BME community report a gap in this specialist provision and the need to develop culturally sensitive services.

There was also a suggestion from Cleveland Police that with an additional specialised resource, officers could be more pro-active in the Asian community, both in awareness raising and investigation.

Hate Crime - Hate Crime is identified in the Victim's Code as requiring an 'enhanced service'. Currently, however, no dedicated victim services exist either locally or Cleveland-wide.

The Cleveland Safeguarding Board considers the needs of disabled victims and Hart Gables has intermittently had modest funding to raise awareness of the issue within the LGBT community. There is no funded support in respect of racial or religious hate crime.

Victim Support offer some help but there are no figures currently available to quantify the demand of the scale of the support offered..

It is acknowledged that this is an under-reported crime and lack of information and support services may be combining to deter victims from reporting incidents.

A Cleveland-wide group has been brought together by the OPCC to encourage greater reporting but this has yet to specifically address what support is then available once a report has been made.

The 4 main forms of hate crime – Race, religion, LGBT and disability do not sit easily together and any provision would require separate work streams and hosting to carry this forward.

Further information is required to ascertain why hate crime is under reported and what service, if any, victims believe they would benefit from. For example, are dedicated services required or should existing provision be more responsive to the specific needs of hate crime victims?

Awareness of Services Available - There is currently no directory of services to support victims of crime in the Cleveland area. This is unhelpful to victims and presents an equal challenge for professionals who report they are aware of local facilities but have no area-wide overview of who offers what, where and to whom.

There have been previous attempts at collating this information but they have ultimately failed because no one organisation would take on the long term commitment of keeping it up to date.

This could be a role the OPCC take on. Whilst initially any 'directory' produced would need to be hard copy, in the longer term an internet based solution may be more appropriate and cost effective.

- **Recommendation 8 – PCC to work with stakeholders to initiate 'task and finish' groups to consider the feasibility of addressing these unmet needs and the benefits/impact this would produce**

8.0 Outcome Based Commissioning/Payment by Results

In response to the victims and witnesses consultation (MoJ 2012), the Government has set out its intentions to encourage an outcome focussed commissioning framework specifically for victim services, with the aim of supporting victims to achieve 2 primary outcomes: to **cope** with the immediate aftermath of crime and to **recover** from the harm they have experienced.

The Charity Evaluation Service defines outcomes as 'the changes, benefits, learning or other effects that happen as a result of your work'. This definition distinguishes between outcomes that result from the work of an organisation and other measures used to monitor service performance. Historically these measures have focussed on inputs and outputs, rather than the outcomes resulting from service provision.

Outcome measurement clearly has the potential to contribute to overall service development by:

- Providing a means to track progress and evidence benefits/impact for individual service users
- Enabling services to monitor effectiveness and improve service delivery at an organisational level
- Helping evidence impact/effectiveness of services to funders and the wider community

Literature searches suggest that there are 5 broad categories of outcome that providers of victim services aspire to deliver:

- Improved health and well being
- Increased safety and the perception of safety
- Re-integration
- Feeling informed
- Improved experience of the CJS

Despite the broad acceptance of the benefits of these outcomes they are rarely captured and there is still an over reliance on throughput rather than impact.

However, the main reason that outcome based commissioning is not already the approach of choice is that the nature of victim services does not lend itself easily to an outcome focussed culture.

There are 4 possible approaches to measuring victim outcomes:

Table 18

Outcome measurement	Strengths	Weaknesses
Victim reported outcomes (i) psychometric scales	Credibility with practitioners. Potential for all providers to use the same 'tool'.	Concern that raw psychometric score on its own fails to capture victim outcomes and complexity. Progress not linear – scores will go up and down. Can provoke anxiety if indicate little or no improvement.

(ii) Service User questionnaires	Captures outcomes directly from the victims themselves.	Staff need training to score and interpret data. Low response rates. Typically used at the end of service delivery – difficult to attribute outcomes because no baseline for comparison. Barriers for those with learning difficulties or low literacy levels. Reluctance to criticise service providers.
<ul style="list-style-type: none"> Staff reported outcomes 	Utilises the professional expertise of practitioners. Cost effective – can be integrated into case management system	Potential for staff to overstate positives.
<ul style="list-style-type: none"> 'Hard' outcome measurement (secure financial compensation, returns to work, is re-housed, no further victimisation etc) 	Relatively straightforward to capture and less subject to interpretation and bias	Can the outcome be attributed directly to the work of the victim service? Outcomes may not be observable for a number of years
<ul style="list-style-type: none"> Qualitative outcome measures 	Case studies, for example, provide insight and practical illustration of progress made.	Difficult to generalise about overall service provision.

Building outcomes into victim service commissioning is still in its infancy in Cleveland but encouragingly there is recognition that an output led approach alone is no longer sustainable. With increasing constraints on resources an approach is required that balances the best of the care and commitment of existing providers with an ability to identify effective service delivery and value for money.

Payment by Results (PBR)

Payment by results is a simple idea: people and organisations should only get paid for what they deliver.

The consensus view amongst providers and stakeholders in Cleveland was that it was difficult to imagine a situation where this could be applied to supporting victims of crime. Just as it is hard to pinpoint outcomes within a defined period it is equally difficult to apply a set of results to a group as diverse as those supported by victim services.

There is something unsavoury about monetising victims, knowing that a certain number must achieve a certain threshold before funding is provided. There is abundant evidence available of how the PBR culture distorts priorities with the danger that instead of supporting people to achieve what they need; it rewards organisations for producing the right data for commissioners.

In this circumstance, PBR is unlikely to produce better services or evidence of effectiveness. Both of these things, however, can be achieved by a well defined commissioning strategy, clear expectations of providers, a positive performance monitoring process and being prepared to de-commission when services are not delivering.

This clearly has resource implications for the OPCC, which not only has the responsibility for funding services, but also needs the infrastructure and skills in place to monitor and manage performance, assess effectiveness and establish value for money.

Conclusions

- The nature of victim services does not lend itself easily to an outcome focussed culture
- Whilst there is recognition of the benefits of an outcome based approach there is no consistent approach emerging and organisations locally are at different levels of development
- Measuring outcomes is also new to commissioners who are still refining their expectations and processes
- Measuring outcomes effectively places additional demands on both the commissioner and the provider. How much will the commissioner support the provider's costs and how much will he spend on establishing an administrative structure to monitor the outcomes and their validity?
- Victims of crime engage voluntarily with services and for a variety of complex personal and environmental factors, cannot be relied on, or will not conform to, the expectations of an outcome culture no matter what effort the provider puts in
- A variety of initial assessment forms are used, the skills of the provider completing that assessment will inevitably vary and there is no agreed time specified when progress should be reviewed
- Outcome measures have to be realistic and adequately reflect the needs of victims
- Poorly considered outcomes may skew service delivery and introduce perverse incentives for staff to behave in ways that contradict the original ethos of the service
- Training in outcome measurement is an essential prerequisite to successful outcome monitoring for both service commissioners and providers
- As soon as funding is made dependent on achievement of certain outcomes (PBR) you risk staff inappropriately influencing the process e.g. client satisfaction reports, follow up assessments.
- Having recognised these challenges the PCC needs to work with other local commissioners and provider organisations to establish a workable performance management framework that identifies outcomes that indicate service effectiveness and victim benefit that can be adopted as the standard across Cleveland.

- **Recommendation 9 - PCC to consider inviting other victim service commissioners, and representatives of provider organisations, to participate in a 'task and finish' group to share current practice and develop a consistent Tees-wide approach to gathering meaningful outcomes.**
- **Recommendation 10 – Consideration to be given to pressures on the OPCC of new commissioning responsibilities and the need to implement and monitor an outcome based approach**

Appendix 1

Thanks to all those who contributed their time, knowledge and information

Service providers:

Victim support
My Sister's Place
Foundation
EVA
Soda
Harbour
Barnados
SARC
ARCH
HALO
Hart Gables
Children's Society

Stakeholders:

Cleveland Police
Stockton BC
Redcar and Cleveland BC
Middlesbrough BC
Hartlepool BC
Coast and Country Housing
Fabrick
Teesside Sexual Violence Strategy Group
PCC Victims Group



SAFER HARTLEPOOL PARTNERSHIP

12th September 2014



Report of: Director of Child and Adult Services

Subject: THINK FAMILY, THINK COMMUNITIES (TFTC) PROGRESS UPDATE

1. TYPE OF DECISION/APPLICABLE CATEGORY

For information only.

2. PURPOSE OF REPORT

2. To update members of the Safer Hartlepool Partnership on progress of the Think Family, Think Communities (TFTC) Programme.

3. INTRODUCTION

- 3.1 The government's Troubled Families Programme aims to turn around the lives of 120,000 families by 2015. In doing so, the government hopes to reduce the cost to the public purse and break the cycle of inter-generational issues such as crime, unemployment and low aspirations, thereby improving the quality of life of those families and their communities.

The core objectives of the programme are to:

- reduce youth crime and anti-social behaviour
- reduce truancy and/or exclusion from school
- reduce the number of people not in work and claiming out of work benefits

Under the programme, Hartlepool has committed to work with 290 families over the three-year period until the end of the programme in 2015. Payment-by-Results (PbR) claims for families 'turned around' can be submitted quarterly until May 2015. The numbers of families has been split across three years with the first year focusing on the development of the programme and identification of families.

PHASE ONE	No of families identified and worked with
Year One (2012/13)	97
Year Two (2013/14)	145
Year Three (2014/15)	48
Total for Phase 1 programme	290

3.2 The Troubled Families Programme is led by Louise Casey CB within DCLG (Department for Communities and Local Government). In her report *Working with Troubled Families: A guide to the evidence and good practice* she identifies the following five key points that are essential for effective family intervention:

- **Dedicated worker**
A worker needs to be dedicated not just allocated. The worker has got to want to make a difference.
- **Persistence, challenge, assertiveness**
The worker needs to be persistent, non-engagement is not an option. Workers must be challenging and assertive, must be kind but tough.
- **Walk the journey**
A worker must 'walk the journey' with the family. A practical hands on approach should be adopted.
- **Whole family approach**
All members of the family should be included. One family member may have instigated but all members should be involved.
- **One agreed family plan**
A plan should be agreed between all services and the family. One plan for one family.

3.3 The TFTC team is made up of 1 Youth Offending Worker, 1 Family Support Worker, 2 Probation Officers, 1 Attendance Officer and 1 Housing Officer. There are also a number of professionals that have dedicated time to work alongside the team and are part of the 'virtual TFTC team'; 3 Anti-Social Behaviour Officers, 1 Substance Misuse Worker and 1 Domestic Violence Worker.

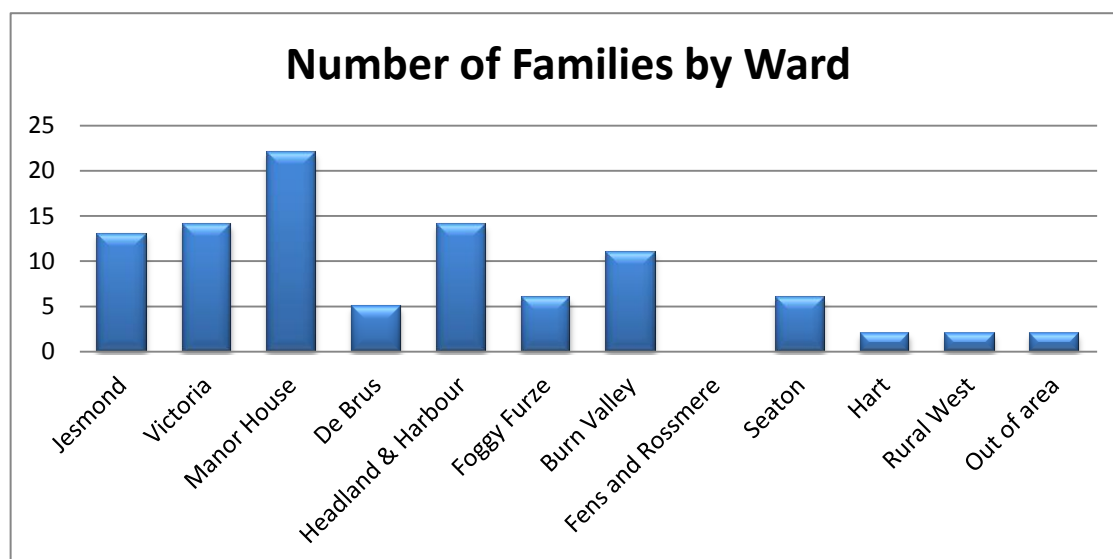
In addition to this, the team has access to case supervision and training from the Local Authority's Psychology team and the team is managed by the Youth Inclusion and Custody Co-ordinator.

Each identified family has a dedicated worker who works to engage with the family, develop a family plan with the family and looks to 'walk the journey' with them to achieve the outcomes identified in their plan. Family plans are written with the family and identify what the family and its individual members would like to achieve to make their lives better. They are written in plain English and any actions are clearly identified.

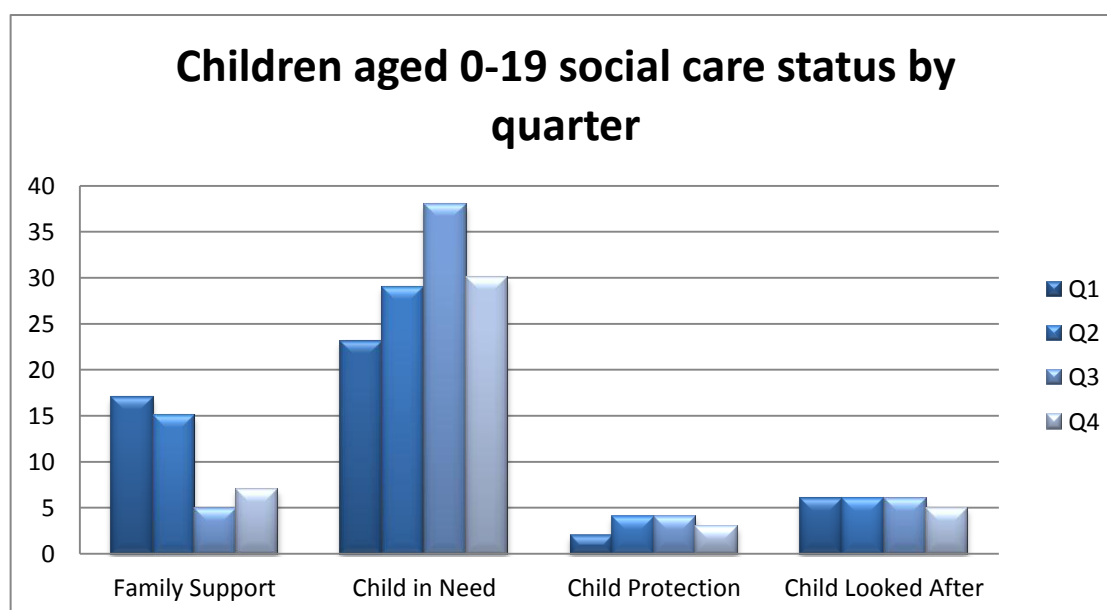
The TFTC partners have adopted the 'restorative approach' and training has been rolled out, not just for the TFTC team, but to a number of front-line teams across partner organisations. In addition children's services within the local authority are trialling a solution focused approach across all its services which includes the TFTC team. This will be evaluated early in 2015.

4. THE NEEDS OF THE FAMILIES

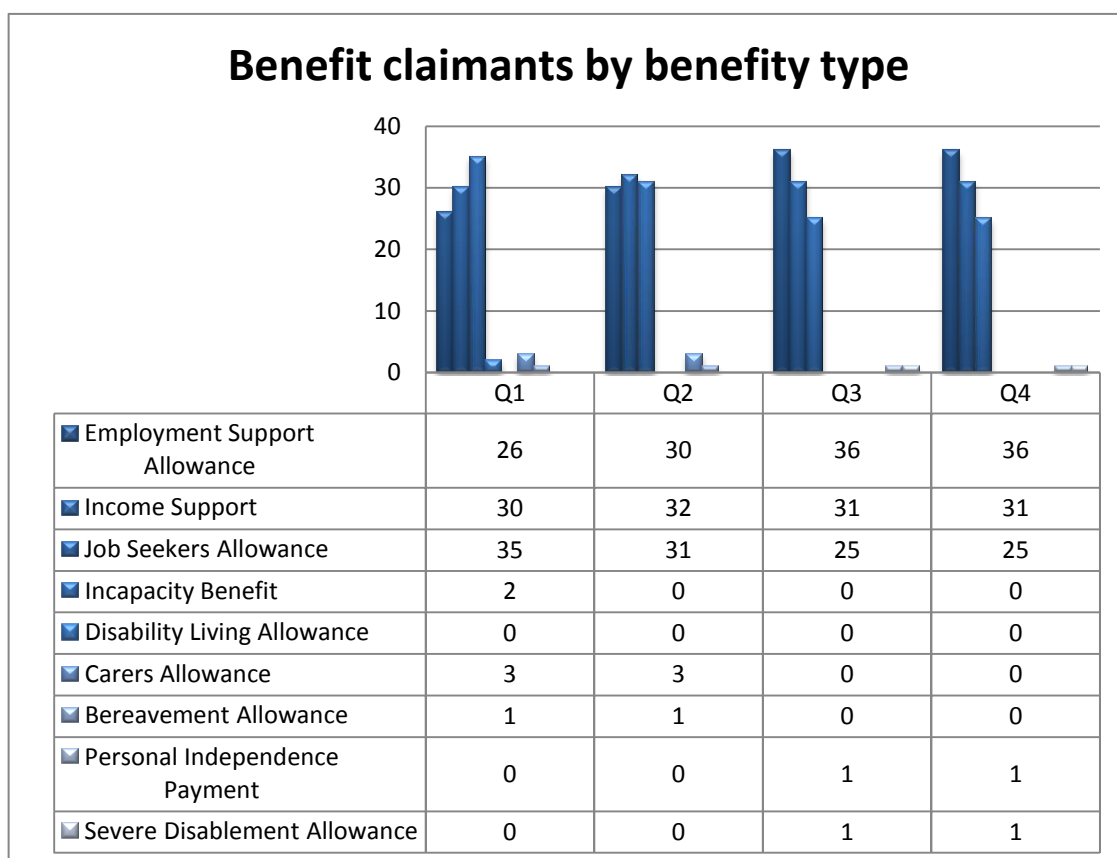
4.1 Information has been collected to understand the needs of the families. The following information is for all Year 1 families (total of 97).



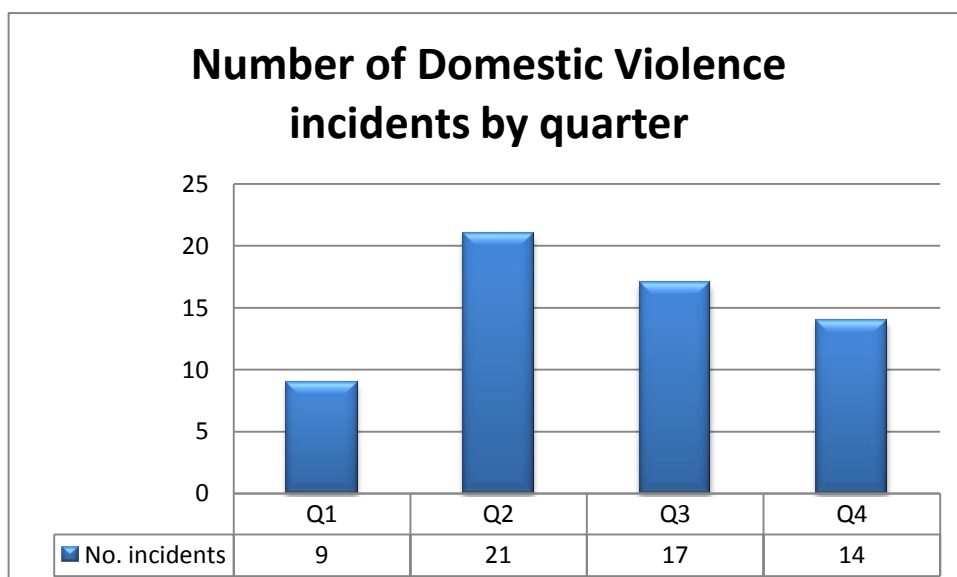
4.2 Social care status/ family support



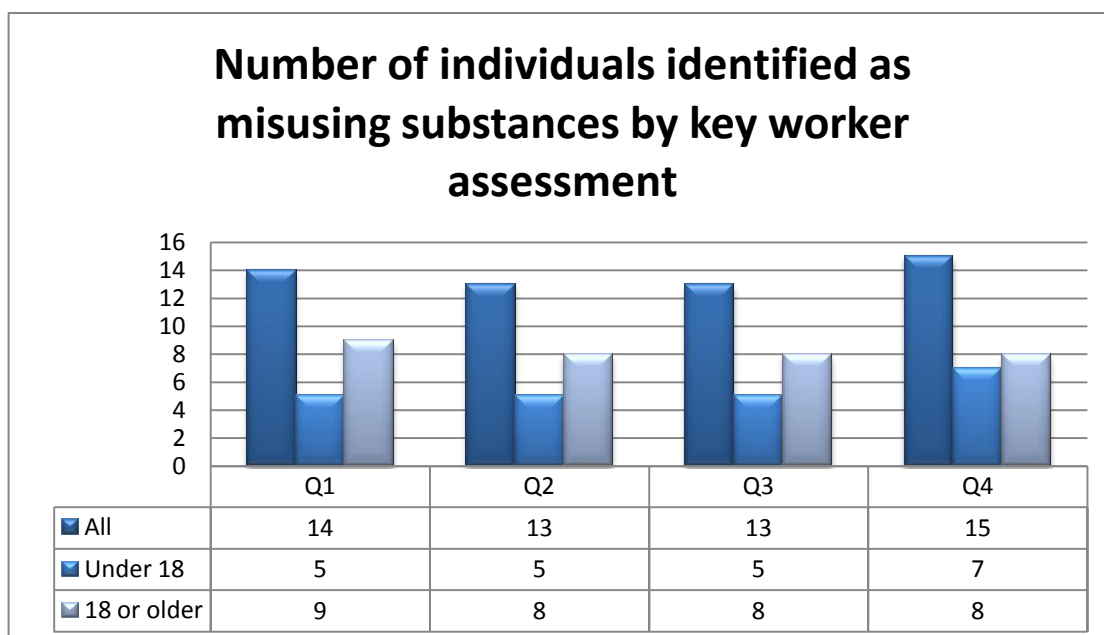
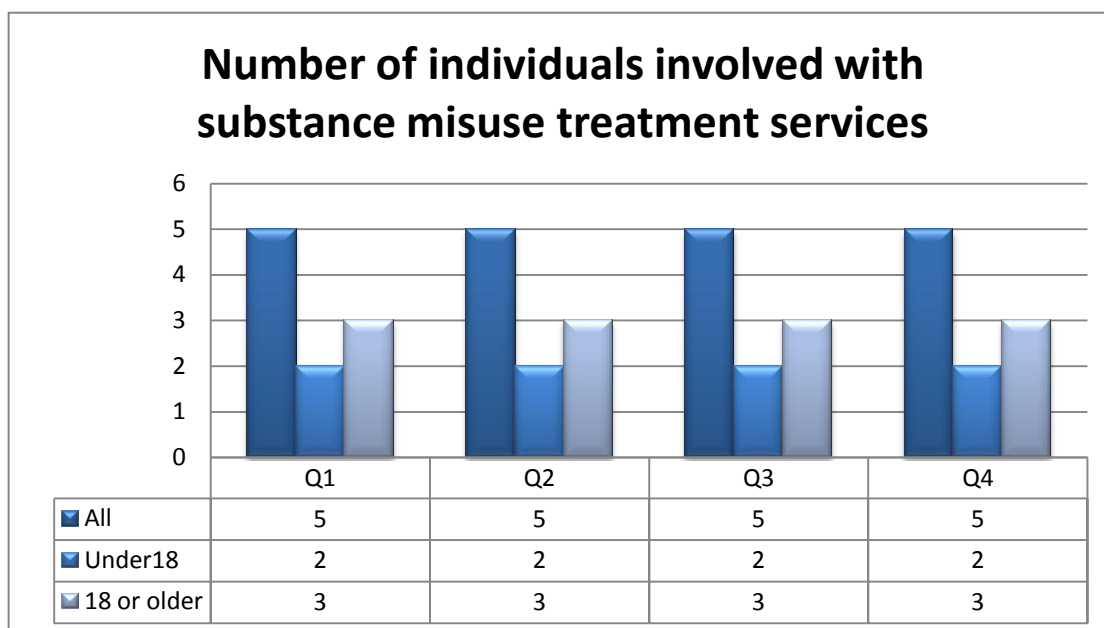
4.3 Worklessness



4.4 Domestic Violence



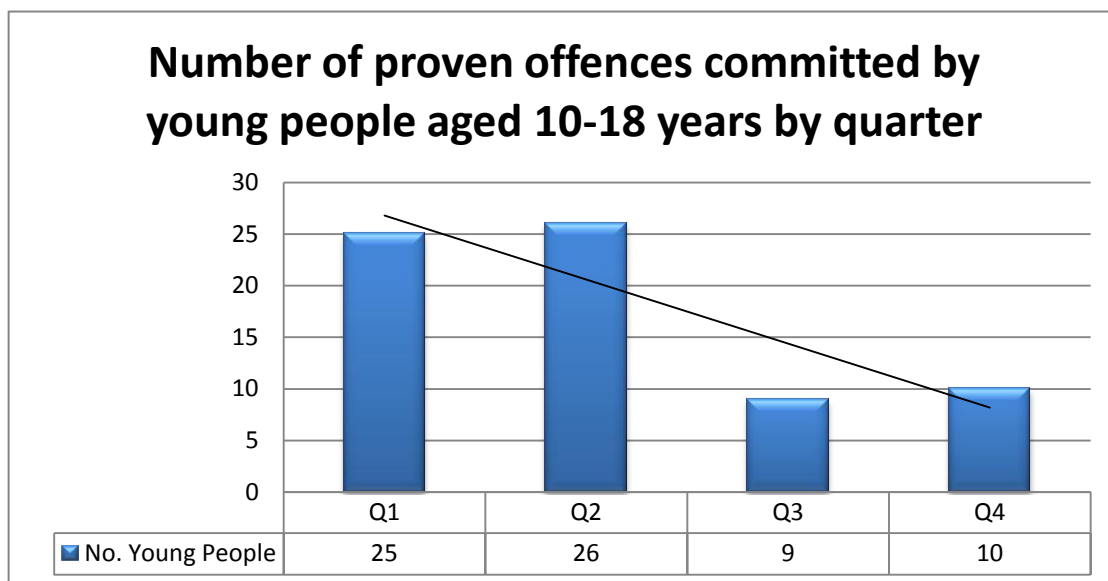
4.5 Substance Misuse



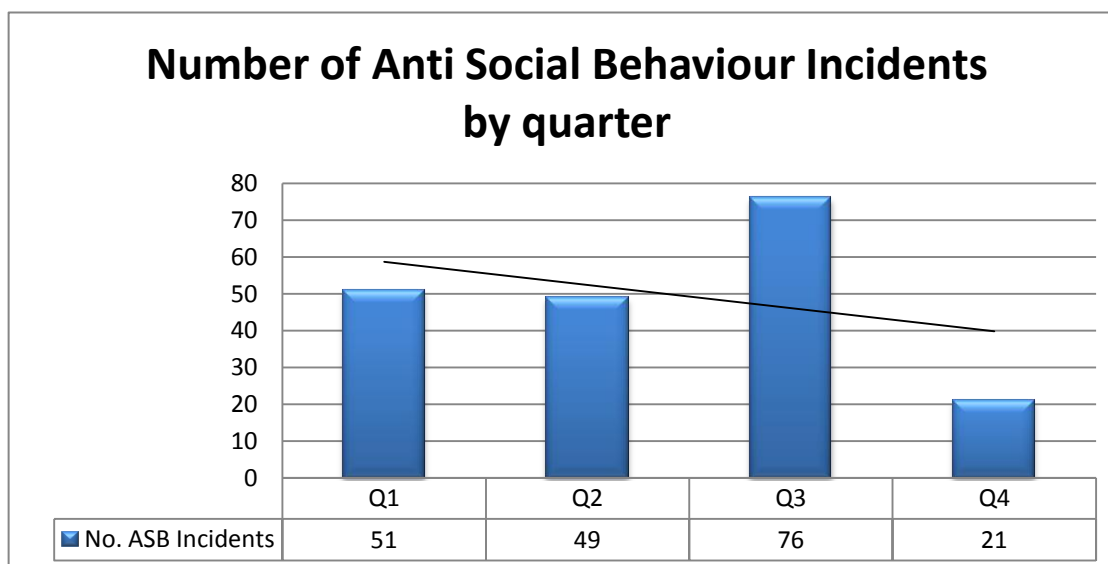
The numbers of those receiving treatment re: substance misuse is lower than those identified who are misusing substances. It is felt that this is because the worker begins to develop a relationship with the parent and they then disclose issues. The TFTC team has clear pathways to substance misuse services and refers where needed.

5. OUTCOMES

5.1 Crime and antisocial behaviour



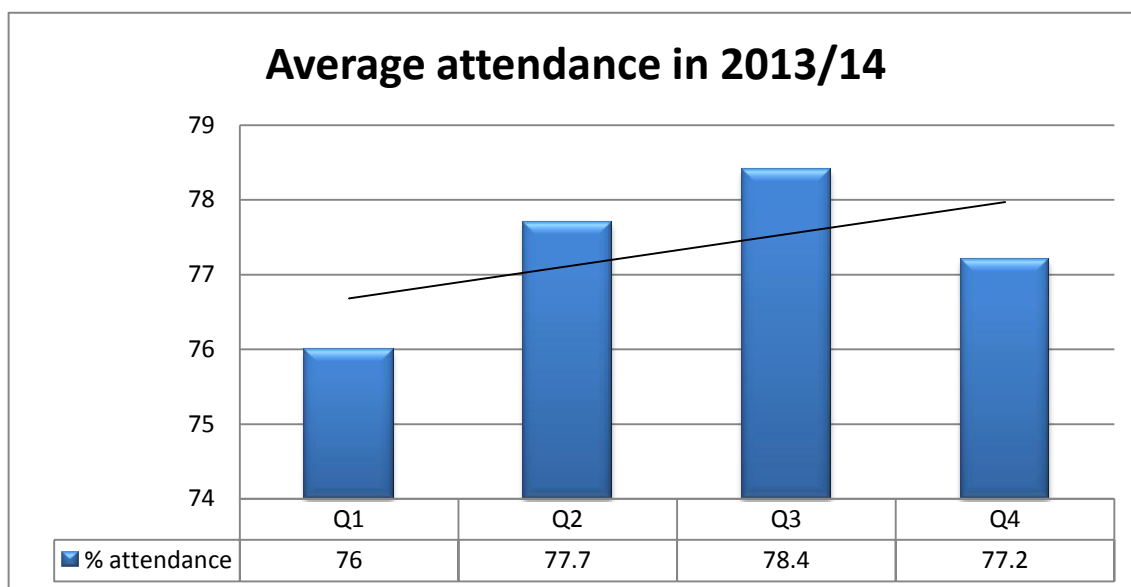
5.2 The trend shows an overall reduction in anti-social behaviour incidents in 2013/14. A total of 81 anti-social behaviour incidents were committed by 39 young people aged between 11 years and 19 years. Of this number, 35 were male and 4 female. These figures are taken from the number of AS13 warnings issued by uniformed officers to young people in the Year 1 cohort.



Between quarter one and quarter four, there is a percentage decrease in ASB incidents of 58.8%. However this needs to be monitored to ensure that the change can be sustained as quarter three had more cases of antisocial behaviour than the rest of the year.

5.3 School Attendance

The attendance of all 99 children and young people in the year 1 cohort was tracked quarterly throughout 2013/14. The graph below shows that the attendance improved throughout the year but this needs to be monitored as there has been a dip between Quarter 3 and Quarter 4.



6. PAYMENT BY RESULTS CLAIM

6.1 Since the start of the programme in April 2011 Hartlepool has submitted three payment-by-results claims as follows:

Claim Date	Number of families who have achieved the education, crime & anti-social behaviour outcome	Number of families who have achieved the 'Progress to Work' outcome	Number of families who have entered continuous employment	Claim Value
July 2013	56	0	0	£32,900
January 2014	100	34	0	£95,300
Total	156	34	0	£128,200

Out of the 147 families who met the Youth Crime criteria – 95 (64%) had reduced their offending behaviour by 33%.

Out of the 71 families who met the Anti-social Behaviour criteria – 37 (52%) had reduced their anti-social behaviour by 60%.

Out of the 130 families who met the Education criteria – 66 (51%) had improved their education attendance.

Out of the 220 families who met the Out of Work criteria – 31 had secured employment and three have engaged with the Familywise programme.

6.2 The July/ Aug claim has just been submitted as below and analysis on the cohort has not been undertaken yet but the headline figures are:

- 28 Crime/ASB/Education results
- 14 Progress to Work results
- 1 Continuous Employment result

This equates to a total claim value for July/ Aug of £34,900.

7. EXPANDED PROGRAMME – PHASE TWO

7.1 The government have in principle committed to expanding the programme to cover a further 400,000 families across the country over the next five years. Funding has been allocated for one year of the expanded programme with the need to prove its worth for government to make decisions about further funding in the next Spending Review. Hartlepool is one of the highest performing authorities within Phase 1 and has been asked to be an Early Starter. This will mean that Hartlepool will be expected to start Phase 2 in September 2014 alongside the final year of Phase 1. DCLG estimate that Hartlepool should be working with 950 families over the next five years and have asked the local authority and its partners to work with 143 between September 2014 and April 2015.

7.2 As with the Phase 1 programme the expanded programme will focus on families that have multiple high cost problems. The expectation is that the family will need to have at least two of the following issues:

- Parents and children involved in crime or antisocial behaviour;
- Children who have not been attending school regularly;
- Children who need help;
- Adults out of work or at risk of financial exclusion and young people at risk of worklessness;
- Families affected by domestic violence and abuse;
- Parents and children with a range of health problems.

7.3 It is expected that Phase 2 must focus on whole system change with the aim that families needing support have one plan and are supported to make positive changes that can be sustained.

8. RECOMMENDATION

8.1 That the Safer Hartlepool Partnership notes and comments on the progress of the Troubled Families Programme locally.

9. REASON FOR RECOMMENDATION

- 9.1 The national Troubled Families Programme aims to break the cycle of inter-generational issues such as crime, unemployment and low aspirations, thereby improving the quality of life of those families identified to be involved in programme locally.
- 9.2 As identified in the Community Safety Plan 2014-17 the local Think Family/Think Communities Programme is an important element of the Safer Hartlepool Partnerships Strategy for reducing crime and disorder, substance misuse, and re-offending in Hartlepool, and the Partnerships central objective of creating safe, confident and cohesive communities.

10. CONTACT OFFICERS

Danielle Swainston, Head of Access and Strategic Planning, 01429 523671, danielle.swainston@hartlepool.gov.uk

Roni Checksfield, Think Family, Think Communities Manager, 01429 284015, roni.checksfield@hartlepool.gov.uk



SAFER HARTLEPOOL PARTNERSHIP

12th September 2014



Report of: Director of Regeneration and Neighbourhoods

Subject: COMMUNITY ENGAGEMENT AND COHESION STRATEGY

1 PURPOSE OF REPORT

- 1.1 To inform the Safer Hartlepool Partnership (SHP) of the proposed merger of the Neighbourhood Management and Empowerment Strategy, and the Community Cohesion Strategic Framework to form a Community Engagement and Cohesion Strategy with a revised delivery model.

2 BACKGROUND

- 2.1 The Councils Neighbourhood Management and Empowerment Strategy was introduced in 2010. The Neighbourhood Management vision was that *Hartlepool will be 'a place where people have pride and want to live and stay, with everyone taking part, and everyone understanding each others needs'*. The strategy aimed to do this by focusing on the following:
- Ensuring appropriate governance arrangements are in place enabling the participation and empowerment of communities in local government decision making processes, supported by effective community development work that increases cohesion.
 - Shaping public services around the residents and communities that use them, by ensuring joined up services across the Authority at a local level that add value to other services such as Neighbourhood Policing, and the Private and Voluntary Sectors.
 - Improving quality of life and tackling deprivation in our most disadvantaged neighbourhoods by ensuring services are responsive to local need through good quality community planning that facilitates effective and sustainable change.
- 2.2 The Neighbourhood Management Strategy directly supports the 'Sustainable Community Strategy', the Safer Hartlepool Community Safety Plan, and has particularly close links with the Community Cohesion Strategic Framework which is overseen by the SHP. The Neighbourhood Management strategy was discussed by the Neighbourhood Services Committee in December 2013

where it was agreed that although the three strands of the existing Neighbourhood Management Strategy continued to be relevant, that a review of the current strategy and delivery model should be undertaken to address the risks posed by the relocation of Neighbourhood Managers and Community Safety staff to the Civic Centre in relation to reduced access to services. At the same meeting concerns were also expressed in relation to poor levels of cohesion in neighbourhoods evidenced through the Safer Hartlepool Partnerships strategic assessment and the towns Community Safety Plan.

- 2.3 A review of the strategy has therefore been undertaken. This has included an examination of the current local and national landscapes in relation to community engagement and empowerment, along with an examination of a range of data sources to identify any gaps in current service provision/areas that need to be strengthened.
- 2.4 Attached as **Appendix A** is a report prepared for the Councils Finance and Policy Committee which tracks national and local developments and identifies a number of areas of common ground between the local Neighbourhood Management Strategy and the local Community Cohesion Strategic Framework and the merger of the two strategies is proposed.
- 2.5 Using the Vulnerable Localities Index the report identifies a number of vulnerable localities where a more focused co-ordinated approach would contribute to the future sustainability of these communities and that an appropriate model for doing this would be through existing Ward Profiles and the creation of 'Sustainability Plans'.
- 2.6 The proposals aim to build upon and strengthen existing approaches making the best use of collective efforts and resources and avoiding duplication rather than creating something new. In particular it is proposed that providers other than the Council could take a lead role in driving Sustainability Plans forward in some of the areas identified.
- 2.7 Housing Hartlepool for example have plans to develop their own area sustainability plans in the future and could take the lead where they have a high level of housing stock – having one document that would meet both of our needs would seem to be a sensible way forward.
- 2.8 The Community Safety and Engagement Team will be responsible for the development and oversight of the strategy which will feed into the Councils existing governance arrangements; Safer Hartlepool Partnership; Neighbourhood Services Committee; and Finance and Policy Committee.

3. **SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS**

- 3.1 The Community Engagement and Cohesion Strategy and revised delivery model will strengthen the ability to co-ordinate effective responses to crime and disorder issues on a local level, and ensure progress is made against the Safer Hartlepool Partnerships strategic objective of promoting safe, confident, and cohesive communities

4. RECOMMENDATION

- 4.1 That the Safer Hartlepool note and comment on the proposed merger of the Neighbourhood Management and Empowerment Strategy and the Community Cohesion Strategic Framework, and the revised delivery model.

5. REASON FOR RECOMMENDATION

- 5.1 A key objective of the Safer Hartlepool Partnership incorporated into the current Community Safety Plan 2014-17 is the creation of Safe, Confident and Cohesive Communities. The Safer Hartlepool Partnership is also responsible for overseeing delivery the Community Cohesion Strategic Framework.
- 5.2 The proposed merger of the Neighbourhood Management and Empowerment Strategy and Community Cohesion Strategic Framework will retain the key elements of both strategies and avoid duplication of effort in monitoring the two strategies.
- 5.3 The creation of Neighbourhood Sustainability Plans will focus the co-ordinated efforts of partners in those areas where the evidence suggests they are needed to protect the investment made in those neighbourhoods over previous years, and ensure the sustainability of all neighbourhoods within Hartlepool.

6. CONTACT OFFICER

Denise Ogden
Director of Regeneration and Neighbourhoods
Civic Centre
Victoria Road
Hartlepool
TS24 8AY
Email denise.ogden@hartlepool.gov.uk
Tel: 01429 523301

Clare Clark
Head of Community Safety and Engagement
Civic Centre
Victoria Road
Hartlepool
TS24 8AY
Email clare.clark@hartlepool.gov.uk
Tel: 01429 523100

FINANCE AND POLICY COMMITTEE

15 September 2014



Report of: Director of Regeneration and Neighbourhoods

Subject: COMMUNITY ENGAGEMENT & COHESION STRATEGY

1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 Key Decision (test (i)/(ii)) Forward Plan Reference No.RN24/14.

2. PURPOSE OF REPORT

2.1 To consider the merger of the Neighbourhood Management and Empowerment Strategy and the Community Cohesion Strategic Framework to form a Community Engagement and Cohesion Strategy, with a revised delivery model aimed at providing a more co-ordinated approach to ensuring sustainable communities across the neighbourhoods of Hartlepool.

3. BACKGROUND

3.1 Hartlepool Borough Councils Neighbourhood Management and Empowerment Strategy was introduced in 2010 with the ambition of making local services more responsive and accountable to local communities and to stimulate 'community led' services. The Neighbourhood Management vision was that *Hartlepool will be 'a place where people have pride and want to live and stay, with everyone taking part, and everyone understanding each others needs'.*

3.2 The strategy aimed to achieve this vision by:

- Ensuring appropriate governance arrangements are in place that enables the meaningful participation and empowerment of communities in local government decision making processes, supported by effective community development work that increases cohesion and enables all sections of the community to make a positive contribution.
- Shaping public services around the residents and communities that use them, by ensuring joined up services across the Authority at a local level

that add value to other services such as Neighbourhood Policing, and the Private and Voluntary Sectors.

- Improving quality of life and tackling deprivation in our most disadvantaged neighbourhoods by ensuring services are responsive to local need through good quality community planning that facilitates effective and sustainable change.

3.3 The seven key requirements of the Neighbourhood Management approach were identified as a result of the Social Exclusion Unit's Policy Action Team 4 report, which were as follows:

- A clearly defined neighbourhood;
- Resident involvement and support for residents;
- A dynamic Neighbourhood Manager with influence;
- A local partnership to provide strategic direction;
- Support and commitment from the Local Authority and the Local Strategic Partnership (LSP);
- Quality information; and
- Commitment of service providers.

3.4 The elements outlined above were embedded through a framework of partnership and engagement structures including Neighbourhood Forums, Neighbourhood Action Plan Forums across the Neighbourhood Renewal areas and Joint Action Groups (JAGs). This was supported and complemented by working relationships and dialogue created by contact with residents associations, community and voluntary groups and the development of the co-location of services in neighbourhoods.

3.5 Throughout the lifetime of the strategy Neighbourhood Management has adopted an evidenced based, outcome led approach to service delivery covering all policy areas from community safety to environmental quality, health, and worklessness. Progress against the underpinning policy area of strengthening communities has been measured, and evidence to support this collated against National Indicators 1 – 7 encompassing the following:

- NI 1: % of local people who believe people from different backgrounds get on well together in their local area.
- NI 2: % of people who feel they belong to their neighbourhood.
- NI 3: Civic participation in the local area.
- NI 4: % of people who feel they can influence decisions in their locality.
- NI 5: Overall/general satisfaction with local area.
- NI 6: Participation in regular volunteering.
- NI 7: Environment for a thriving third sector.

3.6 Although late 2010 saw the demise of Local Area Agreements (LAA) and the scaling back of National Indicators, progress continues to be monitored and evidence gathered primarily through the Councils Household Survey (previously conducted in Hartlepool every two years) and associated strategic plans. The Neighbourhood Management and Empowerment Strategy directly

supports the Council's Sustainable Community Strategy - Hartlepool's Ambition in promoting Safer, Stronger Neighbourhoods and has particularly close links to the Community Cohesion Framework and associated action plan introduced in 2011/12. It is also directly contributes to the aims of the Equality Duty 2010 in ensuring that Hartlepool Borough Council tackles discrimination and advances equality of opportunity for all, including equal access to services.

- 3.7 This well established model for engaging with communities was discussed at the Neighbourhood Services Committee in December 2013 when the Committee agreed that whilst the 3 key strands of the strategy remained relevant and should remain, that a review of the current Neighbourhood Management Strategy and delivery model should be undertaken to address the risks posed by the relocation of Neighbourhood Managers and Community Safety staff to the Civic Centre in relation to reduced access to services, with concerns being expressed at the same meeting in relation to poor levels of cohesion in neighbourhoods evidenced through the Safer Hartlepool Partnerships strategic assessment and the towns Community Safety Plan.
- 3.8 As such a review of the strategy has been undertaken. This has included an examination of the current local and national landscapes in relation to community engagement and empowerment, along with an examination of a range of data sources to identify any gaps in current service provision/areas that need to be strengthened.

4. NATIONAL CONTEXT

- 4.1 Since the Neighbourhood Management Strategy was introduced in 2010, significant changes on both a national and local level have taken place resulting in changes to the way Neighbourhood Management is currently being delivered in Hartlepool.
- 4.2 Nationally new opportunities to engage and empower communities have been provided through the Localism Act 2011 where the focus on mobilising voluntary effort and 'self help' in the face of increasing financial stringency has shifted the focus away from neighbourhood renewal and tackling the deprivation gap in our poorest neighbourhoods, to a landscape of new Community Rights including the right to buy buildings or land; the right to build new facilities; the right to challenge to take over a local service; Community Asset transfer; and a new community right to develop a Neighbourhood Plan for their local area.
- 4.3 As with all of the new community rights, in contrast to the former Neighbourhood Action Plans (NAPs) developed under the Neighbourhood Renewal Strategy in Hartlepool, Neighbourhood Plans under the Localism Act do not have any commitment to tackling social exclusion. The purpose of Neighbourhood Plans is to give local people greater ownership of planning policies that affect their local area and the opportunity to develop a community led framework for guiding the future development, regeneration, and

conservation of an area. Assisted by the Community Safety and Engagement Team some communities in Hartlepool have already exercised their right to develop a neighbourhood plan for their local area and three Neighbourhood Plans currently remain under development.

- 4.4 In support of the community rights contained within the Localism Act, new Government initiatives and funded programmes, such as 'Our Place' 'Doing Things Differently'; 'Big Local'; and 'Community Organisers' all seek to promote voluntary activity and self help, and aim to encourage and stimulate new ways of working – particularly the development of community led services in an effort to drive out Local Government efficiencies.
- 4.5 In Hartlepool the Dyke House area has been chosen as one of the Governments Big Local areas with the Wharton Trust acting as lead agency for the Dyke House Community. A Dyke House Big Local Plan is in the process of being developed which will set out local priorities in the Dyke House area and how the community intends to spend £1m that will be awarded by Government once the plan is approved. The Community Safety and Engagement Team have also secured further resources through the 'Our Place Programme' to work with the Wharton Trust to explore partnership delivery options and the co-ordination of employment and training services in the Dyke House area. The intention is that this will complement the 'Hartlepool Vision' by linking the development of local aspirations to any subsequent employment and training opportunities, and the broader work being undertaken through Big Local.
- 4.6 Similar to the previous government, the current Government also continues to promote robust community engagement on a neighbourhood level to tackle issues around poor community cohesion and community safety within the context of continuing international migration, the riots of 2011, and the development of new initiatives to prevent violent extremism, and organised crime. The refreshed national CONTEST and PREVENT Strategy; the Organised Crime Strategy; the National Framework for Integration, the Troubled Families Programme, and the Hate Crime Action Plan for example all seek to build strong, cohesive, and resilient communities through robust community engagement mechanisms.
- 4.7 These national policies are locally reflected in the adoption of the Council's Community Cohesion Strategic Framework (developed in 2012), and other community safety policies and practices developed and overseen by the Safer Hartlepool Partnership. The complex interplay of factors that are likely to lead to poor cohesion in neighbourhoods recognized in both national and local strategies include tackling social and economic deprivation, and a number of perception based factors including: a lack of satisfaction and confidence in public services that deal with fundamental quality of life issues such as littering and anti-social behaviour; perceptions that resources are being allocated unequally or unfairly; feelings that there are no avenues for participating in community life, or avenues to influence change in neighbourhoods, and feelings that people from different backgrounds do not get on well together in the local area.

5 LOCAL CONTEXT

- 5.1 The factors influencing levels of cohesion within neighbourhoods that are identified in national and local strategic frameworks present a continuing challenge to the Council and their partners particularly within the current context of public sector funding cuts and welfare reform. It is these factors that have also formed the bedrock of the Neighbourhood Management approach since 1999 when three defined neighbourhood areas in South, Central, and North Hartlepool were established each serviced by a Neighbourhood Consultative Forum and a Neighbourhood Manager.
- 5.2 Following the Boundary Commission Review in 2010 resulting in the introduction of new ward boundaries, some changes were made to these local arrangements - primarily a shift from 3 to 2 neighbourhood areas; the reconfiguration of services around the new geographical areas; the implementation of revised Neighbourhood Forums and Ward Profiles covering all wards of Hartlepool; and the introduction of Ward Members Budgets.
- 5.3 Despite these changes, during 2012 Hartlepool Borough Councils Corporate Peer Review identified strong cross agency neighbourhood working and the Council's engagement and information sharing mechanisms as key strengths of the Councils local governance arrangements, and an integral part of extensive activity taking place within local communities involving all sectors.
- 5.4 Although a further review and restructure of the Neighbourhood Management service took place in 2013/14, the Community Safety and Engagement section continue to operate within this framework working with communities to address quality of life issues and promoting cohesion, with responsibility for overseeing the delivery of both the towns Neighbourhood Management and Empowerment Strategy and the towns Community Cohesion Strategic Framework.
- 5.5 Current specific activities undertaken by the Team include the administration of local funding programmes aimed at supporting communities in the delivery of local services and initiatives such as the Community Pool, Ward Member Budgets and Civic Lottery; engaging and involving communities in the delivery of a number of small scale regeneration projects including Friends of North and Stranton Cemeteries, the development of the Hartlepool Heritage and Green Space project, coordination of the North and Coastal Youth Forum, as well as supporting and / or delivering 50 intergenerational neighbourhood events in 2013/14.
- 5.6 The team provides a conduit between residents and community groups and the Local Authority and other agencies - a key role of the team is to support the capacity of local communities to enable them to be in a stronger position to identify and tackle neighbourhood issues such as crime, and anti-social behaviour and environmental issues, and to enable these communities to work in partnership with the local authority and other agencies. As recognised in the existing Neighbourhood Management and Empowerment Strategy, this is particularly important in those areas of Hartlepool which face most stresses

due to high levels of disadvantage and where cuts in public funding are having their greatest impact. Traditionally these areas exhibit low levels of social capital, and in comparison to more affluent areas, lack the informal networks and ability to mobilise that typically provide communities with a sense of solidarity, participation and cohesion.

- 5.7 During Q1 of 2014/15 a total of 115 community/voluntary groups were supported by the Community Safety and Engagement Section. The nature of the groups supported range from Neighbourhood Planning Groups, Residents Associations, Parish Councils, Friends of and Interest Groups, and protected characteristic groups including the Refugee and Asylum Seeker Group, the Salaam Centre and Hart Gables. The type of support provided ranges from one off contact for access to funding programmes and / or signposting, through to ongoing intensive community development support that can often provide a lifeline to minority communities.
- 5.8 The continued commitment to Partnership working is reflected through the Joint Action Groups, and the development of new initiatives such as the Respect Your Neighbourhood Campaign which was adopted by the Council and Safer Hartlepool Partnership in late 2013. The Community Regeneration and Development work also complements other work undertaken by the Community Safety and Engagement team in relation to protecting victims and safeguarding vulnerable communities through the victim and crime prevention service, anti-social behaviour unit, CCTV service, and mediation and restorative justice services.
- 5.9 Assistance to other service areas within the Council continues to be provided through a number of projects of varying scales including consultation on neighbourhood level highways and environmental works on behalf of Highways, Traffic and Transportation, and Parks and Countryside Teams, and work with Facilities Management in delivering engagement work required in relation to school meals provision. More recently, the Community Safety and Engagement Team have supported Hartlepool Stage Society in developing an evidence base and business case in order to purchase Throston Grange Community Centre, and release the Centre from the Council's estates portfolio (Community Asset Transfer). Consultation work was also undertaken with the Burbank community in relation to the relocation of the Multi Use Games Area (MUGA) associated with the Mariner Care Ltd development.
- 5.10 However one area where little progress has been made is in the area of Ward Profiles where there was always an expectation that some mechanism would be introduced to link areas of greatest disadvantage to a more co-ordinated and focused multi-agency approach to ensure the future sustainability of those communities.
- 5.11 To assist in the development of such an approach the evidence presented in section 6 of this report provides an insight into current trends in Hartlepool and identifies a number of neighbourhoods classified as 'vulnerable' due to

high levels of disadvantage and poor cohesion, and where it is recommended prioritised action needs to take place.

6. LOCAL EVIDENCE BASE

- 6.1 Over the last eight years the population size of Hartlepool has remained fairly static, with projections indicating a slow increase over the next ten years. Whilst a very small proportion (1%) of the Hartlepool population are from the BME community, Hartlepool has become more diverse with the number of nationalities residing in communities almost doubling since 2006, from 26 to 43, and predominantly residing in the Victoria, Headland & Harbour, Foggy Furze, Burn Valley and Jesmond wards.
- 6.2 Data from the Indices of Multiple Deprivation 2010 shows that Hartlepool communities remain some of the poorest nationally with Headland & Harbour, Manor House, Victoria, De Bruce and Jesmond wards falling within the top 10% most disadvantaged in the country. These wards account for approximately half of Hartlepool's population; and present a major challenge in terms of social inclusion, and subsequent levels of community cohesion.
- 6.3 Headline results from the Hartlepool Household Survey 2013 shown in Table 1*, demonstrate a decrease in the number of Hartlepool residents who are satisfied with their local area as a place to live since 2008, and a decline in the percentage of people who think that people from different ethnic backgrounds get on well together. This is accompanied by a reduction in the percentage of people who feel part of their local area, and those who feel that they can influence decisions that affect their local area.

Table 1: Hartlepool Household Survey 2013		
Community Perceptions	2008	2013
% of people who are satisfied with their local area as a place to live	86%*	78%
% of people who think people from different ethnic backgrounds get on well together	72%**	42%
% of people who feel they belong to their local area	60%*	71%
% of people who feel part of their local community	52%**	47%
% of people who feel that they can influence decisions that affect their local area	23%*	12%

* 2008 figures are drawn from the MORI Household Survey which involved extensive face to face interviews – marked* in Table 1, together with information taken from the Place Survey 2008 – marked ** in Table 1 where those particular questions asked of residents were more directly comparable to those asked in the Councils 2013 Household Survey.

- 6.4 When examining Hartlepool Household Survey results at a ward level (**Appendix A**) there is also a strong correlation between deprivation levels, low satisfaction, confidence and cohesion levels, as well as higher levels of fear of crime and anti-social behaviour in comparison to the Hartlepool average. This correlation extends to a number of other quantitative key indicators covering health & wellbeing, community safety, employment and educational attainment, poverty and housing themes, and highlights the risk of sustainability of neighbourhoods in Headland & Harbour, Manor House, Victoria, De Bruce, Jesmond and Burn Valley wards.
- 6.5 Further analysis on a neighbourhood level using the Vulnerable Localities Index (VLI) identifies neighbourhoods that are at significant risk of community breakdown and fragmentation located within our most deprived wards. The Vulnerable Localities Index (VLI) is a measure that is used to support Community Safety Partnerships in identifying neighbourhoods that require prioritised attention. The VLI is a composite measure that brings together crime, anti-social behaviour, demographic and deprivation data, to identify localities that require further partnership analysis of their needs and vulnerability.
- 6.6 Using the VLI methodology an index score for each of the 2011 Census Output Areas (COA's) in Hartlepool has been calculated, a COA with a score of 100 is representative of Hartlepool's average, 200 is twice the average (above average) and 50 (below average) is half the average. Analysis has identified nine vulnerable localities in Hartlepool, for prioritized partnership attention, these include:
- Oxford Road Ladder (Burn Valley);
 - Elwick Road Ladder (Burn Valley)
 - West View (De Bruce);
 - Belle Vue (Foggy Furze);
 - Burbank (Headland and Harbour);
 - Central Estate (Headland and Harbour);
 - Dyke House (Jesmond)
 - Wynyard Road area (Manor House)
 - Town Centre (Victoria)
- 6.7 As illustrated in the map attached at **Appendix B**, the highest concentration of vulnerable localities are situated around the town centre area, and share common characteristics; in particular, they are densely populated by private rented properties many of which are in located in current and proposed selective licensing areas, with community issues in these areas co-existing with other social problems that place heavy demands on partner resources.

7. PROPOSED COMMUNITY ENGAGEMENT AND COHESION STRATEGY AND DELIVERY MODEL

- 7.1 Following the national and local changes outlined in Section 4 & 5 of this report and the evidence presented in Section 6, it is proposed that the existing

Neighbourhood Management and Empowerment Strategy, and the Community Cohesion Strategic Framework be merged to become the Community Engagement and Cohesion Strategy (2014-17) with activity being focused around the three strands of the existing Neighbourhood Management and Empowerment Strategy as follows:

- Ensuring appropriate governance arrangements are in place that enables the participation and empowerment of communities in local government decision making processes, supported by effective community development work that increases cohesion.
- Shaping public services around the residents and communities that use them, by ensuring partnership working on a neighbourhood level that adds value to other services such as Neighbourhood Policing, and the Private and Voluntary Sectors.
- Improving quality of life and tackling deprivation in our most disadvantaged and vulnerable neighbourhoods by ensuring services are responsive to local need through good quality community planning that facilitates effective and sustainable change.

7.2 Work in relation to the strategy will continue through the town wide Community Safety and Engagement Service with support being provided to the two existing Neighbourhood Forums and the residents and community groups existing within those neighbourhoods including Friends of and interest groups, with a particular focus on minority groups.

7.3 The collaborative advantage offered by partnership working will continue through the towns Joint Action Group which continues to meet to problem solve issues in each of the neighbourhood area, together with other partnership mechanisms that directly address cohesion in neighbourhoods such as the Community Alcohol Partnership, and the Vulnerable Victims Group.

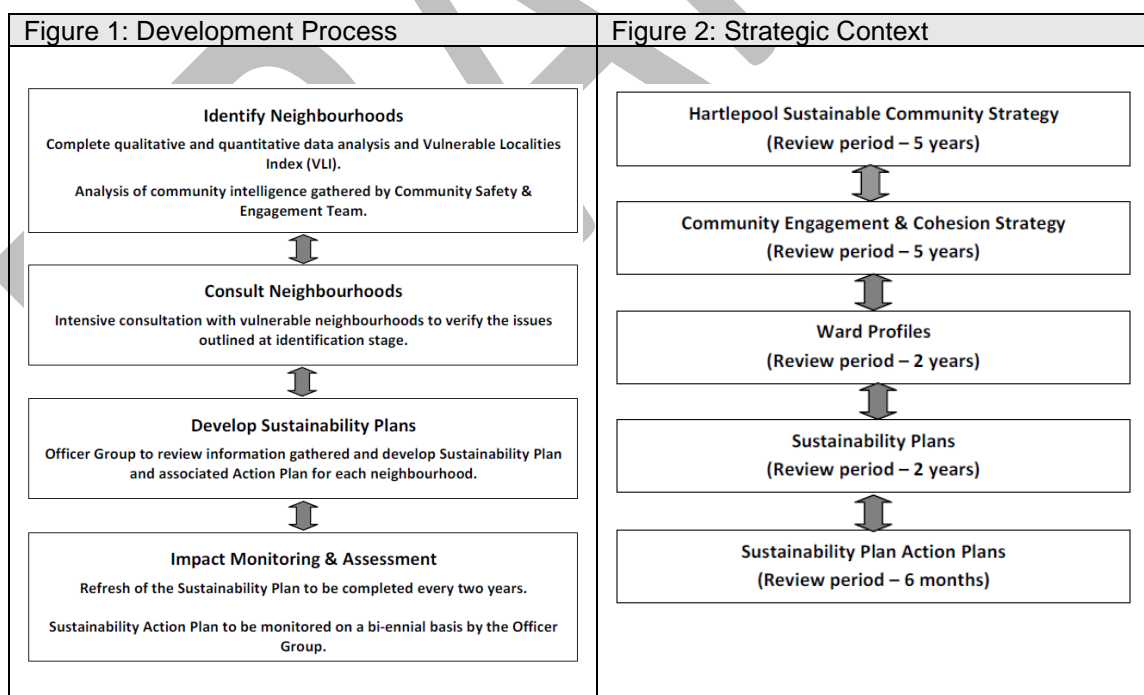
7.4 The evidence presented in Section 6 of this report also suggests that despite the clear gains and successes of recent years, the sustainability of some of our traditional Neighbourhood Renewal areas remain at risk. As outlined earlier, traditionally these areas exhibit low levels of social capital, and in comparison to more affluent areas, lack the informal networks and ability to mobilise that typically provide local communities with a sense of solidarity, participation and cohesion. In addition the transient nature of residents in these areas has long been recognised as contributing to poor cohesion making it difficult to achieve a measure of stability in these neighbourhoods.

7.5 This has important implications for a number of services provided through the Council and its partners. For example there continues to be substantial evidence that an individual's well-being is correlated with their social networks and general life satisfaction – robust and diverse social networks make people more resistant to disease, more resilient to emotional and other forms of

trauma, less prone to experiencing long term unemployment and less likely to either perpetrate or suffer criminal activity.

- 7.6 As outlined in 'Fair Society Healthy Lives' (The Marmot Review) important issues in terms of sustainable communities are to be found in the built environment and community activities because these foster social networks that in turn enhance stability and community cohesion. Consequently at a local level strengthening informal networks will achieve many of the objectives desired by various partnerships around cohesion, poverty reduction, resilience, and neighbourliness.
- 7.7 This could be achieved by making better use of the current Ward Profiles that were developed in 2012. There are currently eleven Ward Profiles in Hartlepool that have been developed through consultation with ward members, local residents, and the analysis of local and national data to identify key priorities on a ward level basis. The Ward Profiles are currently based around the four key themes of Jobs and Economy, Health and Wellbeing, Crime and Community Safety, and Environment and Housing; the proposal is to retain the overarching Ward Profiles which should act as an informative guide to all services about local ward priorities but to also develop within each ward profile, where the evidence suggests it is needed, a Neighbourhood Sustainability Plan to ensure that our most vulnerable communities are safeguarded.
- 7.8 The purpose of Neighbourhood Sustainability Plan would be to ensure a more structured, focused, and co-ordinated approach in these neighbourhoods to both protect the investment in these areas over the last 10 years and sustain these communities into the future. They would include consultation with local residents together with information drawn from other consultations such as selective licensing. This qualitative information would be used alongside the existing quantitative data to develop an action plan that will be updated on a rolling programme. The Neighbourhood Sustainability Plans although clearly linked to local strategic plans across the theme areas, will not be strategic documents, but will consist of a small number of specific actions across each of the theme areas that are responsive to immediate and emerging local issues to be addressed by short to medium term actions. An existing Ward Profile and example template that could be used for Sustainability Plans is attached as **Appendix C (1 & 2)**.
- 7.9 Where possible each Sustainability Plan will have a local lead organisation. This could be local housing, or other providers. For example Housing Hartlepool (now part the 'thirteen' group) plan to develop sustainability plans in the autumn linked to their Ward Area Profiles which were developed in conjunction with the Council in 2012. There is therefore an opportunity to work in conjunction with the housing provider in the future on the development and implementation of Neighbourhood Sustainability Plans. Engagement with communities will be undertaken by the lead organisation using existing groups such as Residents Associations, and/or other mechanisms such as local small-scale surveys – whichever is appropriate for the local area.

- 7.10 Informal discussions with the housing provider suggest that this could be an appropriate way forward that would enable both organisations to make the best use of limited resources available. As such Neighbourhood Sustainability Plans will build on the strong working relationships already established with Housing Hartlepool and other local providers on a neighbourhood level, ensuring we build upon what others are doing rather than doing something separate and duplicating or adding to existing efforts.
- 7.11 A small officer group, meeting on a six monthly basis, and serviced by the Councils Community Safety and Engagement Team, will be established to oversee the delivery and monitoring of the sustainability plans. This will include the theme leads, or their appointed representatives, from existing theme groups within the Councils governance structure (Health and Well-Being Board; Safer Hartlepool Partnership; Housing Partnership, Childrens Partnership, and the Economic Forum). The theme leads will identify their priorities to be included in each of the plans, and where issues/blockages are experienced in making changes, or improvements, or there are issues facing more than one area, these will be taken to the Theme groups as necessary.
- 7.12 The proposed process for the development, implementation, and monitoring of sustainability plans and their strategic fit is outlined in figures 1 & 2 below:



- 7.13 As identified in Figure 1 local areas will be initially identified for action using the Vulnerable Localities Index which is a composite measure that brings together crime, anti-social behaviour, demographic and deprivation data, to identify localities that require further partnership analysis of their needs and vulnerability. This exercise will be undertaken by the Councils Community Safety and Engagement Team, and it will be followed by further consultation within the neighbourhoods identified, which it is proposed would be

undertaken by the lead organisation for the area. The officer group would review the information gathered along with the priorities identified by the theme groups and develop Sustainability Plans for the areas which would be reviewed by the group on a bi-annual basis. Ward Profiles and Sustainability Plans will be refreshed every two years with impact being measured by revisiting the Vulnerable Localities Index to identify progress made. The overall Community Engagement and Cohesion Strategy will be reviewed after 5 years.

8. GOVERNANCE AND MONITORING OF THE STRATEGY

8.1 It is proposed that the implementation of the strategy will be monitored via the following mechanisms:

- A six monthly Neighbourhood Sustainability Plan update and review, introducing new actions where needed, and a newsletter to local neighbourhood groups on progress to date based on the 'You Said, We Did' approach.
- An annual report outlining progress on the Community Engagement and Cohesion Strategy to the Safer Hartlepool Partnership; the Councils Finance and Policy Committee, and Neighbourhood Services Committee including progress against Sustainability Plans; and Ward Profiles
- An annual progress report to the Neighbourhood Forums on Sustainability Plans and Ward Profiles.

9. RISK IMPLICATIONS

9.1 Whilst the collaborative advantages offered by the approach are clearly outlined in the report, one potential risk identified is that service providers do not buy into the approach.

9.2 To mitigate against this risk further work will need to be undertaken with providers to identify an appropriate lead for each Sustainability Plan area. This will build on an organisations existing work within neighbourhoods - for example Housing Hartlepool could lead on Neighbourhood Sustainability Plans in those areas where they have a greater level of housing stock.

9.3 To avoid duplication care has also been taken to ensure that existing local governance structures are used for monitoring the strategy and the proposed Sustainability Plans.

9.4 Future changes to the Councils Governance/Constitutional arrangements such as a further reduction in Neighbourhood Forums from two to one.

9.5 To mitigate against this risk care has been taken to ensure that the strategy and revised delivery model are robust enough to withstand any such changes.

10. FINANCIAL CONSIDERATIONS

- 10.1 There are no financial implications attached to the implementation of the Community Engagement and Cohesion Strategy and the revised delivery model – the idea being that more effective use is made of existing resources in areas of need through more collaborative working and the sharing of resources.

11. LEGAL CONSIDERATIONS

- 11.1 None

12. EQUALITY AND DIVERSITY CONSIDERATIONS

- 12.1 Through increased access to services in disadvantaged and vulnerable neighbourhoods, the strategy and revised delivery model will strengthen the Councils approach to addressing equality and diversity issues across the neighbourhoods of Hartlepool. An E/A will be completed.

13. STAFF CONSIDERATIONS

- 13.1 None

14. ASSET MANAGEMENT CONSIDERATIONS

- 14.1 None

15. SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

- 15.1 The Community Engagement and Cohesion Strategy and revised delivery model will strengthen the Councils ability to co-ordinate effective responses to crime and disorder issues on a local level, and ensure progress is made against the Safer Hartlepool Partnerships strategic objective of promoting safe, confident, and cohesive communities.

16. RECOMMENDATIONS

- 16.1 It is recommended that the existing Neighbourhood Management and Empowerment Strategy and Community Cohesion Strategy are merged to create a Community Engagement and Cohesion Strategy as outlined in Sections 2& 7 of the report, and that the Council Constitution is updated to reflect this change.

- 16.2 It is recommended that consideration is given to the implementation of a revised delivery model in relation to neighbourhood working, that would build on existing approaches through the inclusion of the development of Neighbourhood Sustainability Plans for those neighbourhoods identified in Section 6 of the report as vulnerable.
- 16.3 It is recommended that Officers are tasked with progressing the development of Neighbourhood Sustainability Plans liaising with partners to identify a lead organisation for each area identified in Section 6 of the report.
- 16.4 That the Strategy is monitored as outlined in Section 8 of the report

17. REASONS FOR RECOMMENDATIONS

- 17.1 At their meeting on 19 December 2013, Neighbourhood Services Committee recommended that a future report be presented outlining a revised Neighbourhood Management and Empowerment Strategy and delivery model.
- 17.2 The merger of the Neighbourhood Management and Empowerment Strategy, and the Community Cohesion Strategic Framework, will retain the key elements of both strategies and avoid duplication of effort in monitoring the two strategies.
- 17.3 The creation of Neighbourhood Sustainability Plans will focus the co-ordinated efforts of agencies in those areas where the evidence suggests they are needed to protect the investment made in those neighbourhoods over previous years, and ensure the sustainability of all neighbourhoods within Hartlepool.

18. BACKGROUND PAPERS

- 18.1 Neighbourhood Management and Empowerment Strategy 2011
- 18.2 Community Cohesion Framework 2012-2015
- 18.3 Localism Act (2011)
- 18.4 CONTEST Strategy (2011)
- 18.5 Challenge it, Report it, Stop it The Governments Plan to Tackle Hate Crime (2012)
- 18.6 After the Riots: The Final Report of the Riots Communities and Victims Panel (2012).
- 18.7 MORI Household Survey (2008)
- 18.8 Place Survey (2008)
- 18.9 Hartlepool Borough Council Household Survey (2013)
- 18.9 Hartlepool Borough Council: Corporate Peer Review (LGA, 2012)
- 18.10 Equality Duty (2011)
- 18.11 Hartlepool Sustainable Community Strategy 2014-20

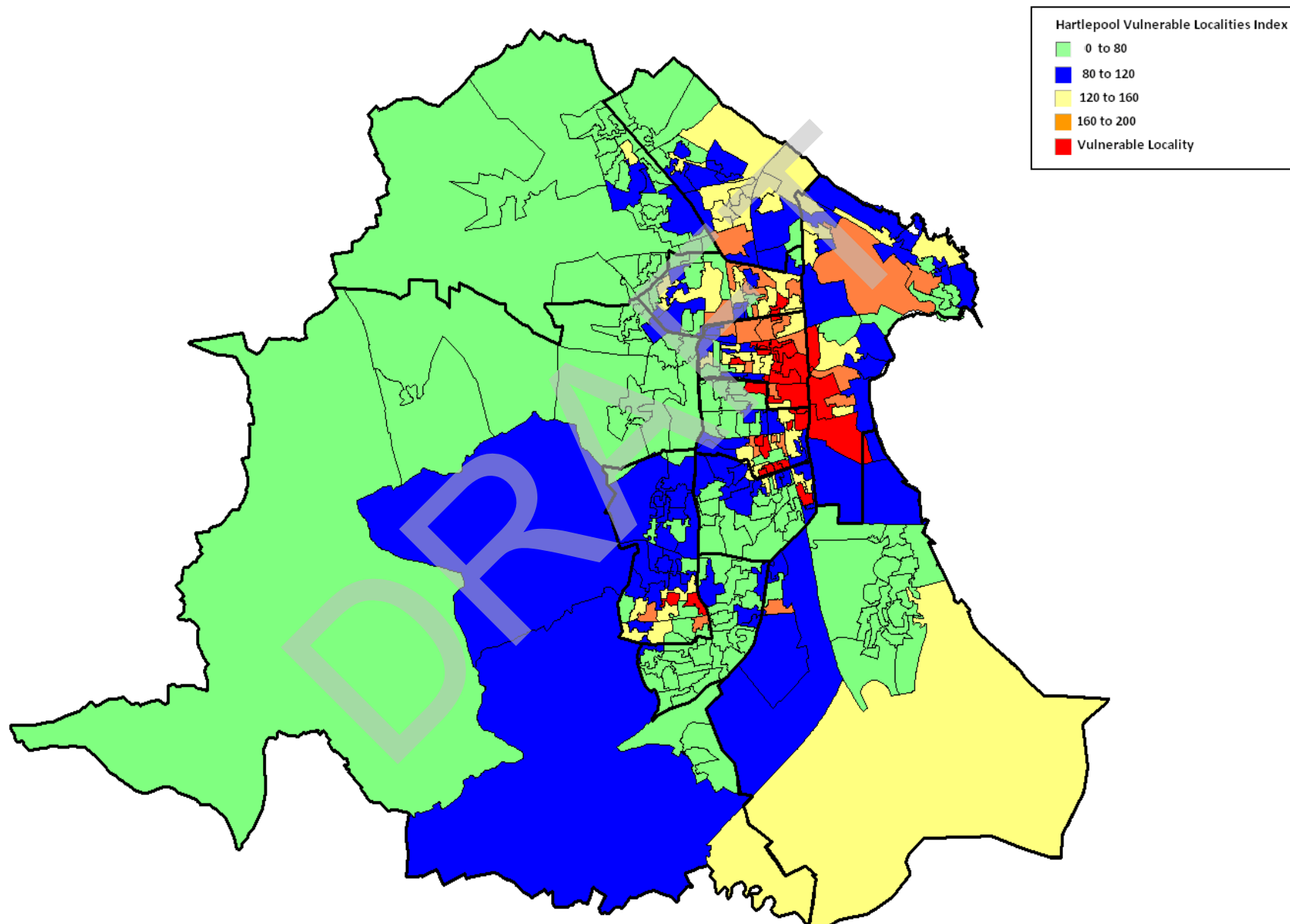
19. CONTACT OFFICERS

19.1 Denise Ogden
Director of Regeneration and Neighbourhoods
Civic Centre
Victoria Road
Hartlepool
TS24 8AY
Email denise.ogden@hartlepool.gov.uk
Tel: 01429 523301

Clare Clark
Head of Community Safety and Engagement
Civic Centre
Victoria Road
Hartlepool
TS24 8AY
Email clare.clark@hartlepool.gov.uk
Tel: 01429 523100

Indicators		National	Hartlepool	Most Deprived ←										Least Deprived →	
				Headland & Harbour	Manor House	Victoria	De Bruce	Jesmond	Burn Valley	Foggy Furze	Fens & Rossmere	Seaton	Hart	Rural West	
Hartlepool Household Survey 2013	% of people who think that they do not belong to their local area		29	27	31	40	27	35	33	31	24	22	32	24	
	% of people you feel that they cannot influence decisions that affect their local area?		56	51	52	57	56	53	59	55	57	57	56	56	
	% of people who do not feel part of the local community		53	48	56	59	54	60	58	57	52	48	57	42	
	% of people who believe people from different ethnic backgrounds do not get on well together in their local area		16	19	19	19	19	20	19	17	13	12	15	9	
	% of people who do not think that people in the area pull together to improve the local area		28	28	32	42	37	32	34	29	18	20	30	13	
	% of people who feel unsafe when outside in your local area after dark		28	27	37	45	29	37	35	37	20	15	18	16	
	% of people who feel unsafe when outside in your local area during the day		5	7	6	12	6	6	7	7	3	1	3	2	
	% of people who think noisy neighbours or loud parties are a problem	11	12	16	19	23	16	18	17	14	6	5	6	4	
	% of people who think rubbish or litter lying around is a problem	28	38	51	45	56	44	44	47	43	21	29	27	21	
	% of people who think vandalism, graffiti and other deliberate damage to property or vehicles is a problem	18	17	26	22	31	23	23	22	17	7	9	10	9	
	% of people who think drug use or dealing is a problem	25	29	42	40	54	39	29	46	37	12	12	7	11	
	% of people who think drunk or rowdy in public places is a problem	20	19	27	24	40	18	20	34	23	9	9	7	7	
	% of people who think groups hanging around the streets is a problem	21	25	27	32	37	31	34	29	28	20	18	18	12	
	% of people who think abandoned or burnt out cars are a problem	3	2	3	1	2	2	5	2	1	1	1	1	1	
	% of people who think run down or boarded up properties are a problem	-	18	23	9	42	12	23	42	23	4	19	3	8	
	% of people who think speed and volume of road traffic is a problem	-	34	29	38	40	37	33	48	38	30	28	25	30	
	% of people who think racial harassment is a problem	-	3	5	3	7	4	5	4	3	1	1	2	1	
	% of people who think being attacked or harassed is a problem	-	9	15	12	20	10	14	13	10	4	4	5	3	
	% of people who think household burglary is a problem	-	14	16	15	24	17	17	22	15	7	6	11	8	
	% of people who think car crime is a problem	-	13	21	21	23	16	18	19	10	6	7	5	5	
% of people who think property being set on fire is a problem	-	5	6	6	10	6	7	4	3	2	2	1	5		
% of people disatisfied with the quality of the service provided by the police	-	13	17	15	13	13	13	13	15	11	11	10	11		
Health and Wellbeing	% households with limiting long term illness (Census 2011)	23.2	17.9	26.3	26.4	23.7	25.1	24.5	21.5	25.3	23.5	22.6	14.9	20	
	% people incapable of work (TVU 2013)	9.5		13.7	13.5	13.2	12.4	10.3	9.3	7	9	6.5	3.9	4	
	Incidence of cancer 2007-2011 (Public Health England 2013)		100	129.3	111.7	107.9	117.5	129.3	107.5	103.9	109.8	109.6	92.5	96.5	
	Emergency hospital admissions for all causes 2008 - 2013 (Public Health England 2013)		100	159	148.2	145.8	138.8	159	145.1	119.8	143.5	114.3	105.3	99.3	
	Standard Mortality Rate All 2008-2012 (TVU)	121	100	131.9	124.2	145.1	122.7	111.8	128.6	98.5	108	90.1	76.5	107.5	
Employment and Attainment	% of households economically inactive (Census 2011)	34.9	30.3	38.6	39.9	36.5	39.1	36.9	32.7	35.2	34.3	32.7	24.6	32.5	
	% of households with noone working (Census 2011)	27.4	16.1	35.1	38.8	37.8	35.2	30	28.8	18	24.9	19	11.4	11.8	
	% no qualifications (TVU 2013)	29.9	22.7	37.7	42.7	31.6	37.3	34.5	26.8	29.6	32.4	26.6	16.5	19.3	
	% qualifications (5 GCSE A*- C / 1 A Level) (Census 2011)	16.2	15.3	15.3	16.5	16	15.9	17.2	17.4	15.6	16.8	15.9	16.2	14.7	
Housing	% owner occupied (Census 2011)	60.3	64.3	33.7	39.6	48.7	49.4	55.2	60.8	77.4	68.8	75.5	82.7	84.4	
	% social rented (Census 2011)	23.5	17.6	42.5	48	17.6	40.5	30.5	9.6	15.3	15.8	14.8	9.1	6.8	
	% private rented (Census 2011)	16.1	18	23.8	12.4	33.7	10.1	14.3	29.7	7.3	15.4	9.7	8.1	8.9	
	% overcrowding (TVU 2011)	4.3	8.5	7	7.1	6.3	5.7	4.6	4.3	2.2	2.8	2.9	1.8	1.2	
Community Safety	Overall crime (per 1000 population) 2012/13 (TVU)	70.3		133.3	71.5	175.8	60.5	63.7	87.9	24.7	65.1	42.1	17.2	28.6	
	Fire service incidents (per 1000 population) 2012/13 (TVU)	10.1		24.1	6.6	13.9	10.2	9.2	8.4	3	6.3	14.4	5	11.6	
	Police recorded Anti Social Behaviour (per 1000 population) 2012/13 (TVU)	73.9		146.8	95.4	155	55.8	74.3	74.3	31.4	194.2	44.2	29.2	42.3	
Deprivation	IMD national rank overall (IMD 2010)			99	224	325	337	385	928	1495	2032	2565	5411	6166	
	% child poverty (TVU)		21.8	45.5	42.1	39.4	34.4	45.5	33	21.1	36.3	16.3	10.6	5.8	
	% elderly living in poverty (TVU)		18.1	41.2	35.4	27.7	30.8	41.2	30.3	23.5	30.9	21.9	16.3	11.2	
	% households with fuel poverty (TVU)	18.5	14.6	29.7	22	38.6	21.8	26.9	40.4	31	21.2	25.7	17.9	22.1	
	% pupils receiving free school meals (TVU)	27.1		41.1	37.9	39.7	40.2	33.8	26.6	10.5	28.5	17.4	6	5.4	
Vulnerable Localities Index	Number of neighbourhoods* classified as vulnerable (VLI 2013)			3	2	10		2	8	1					
	Number of neighbourhoods* classified as at risk of vulnerability (VLI 2013)			4	2	7	1	6	2			1			

Hartlepool Vulnerable Localities Index 2013





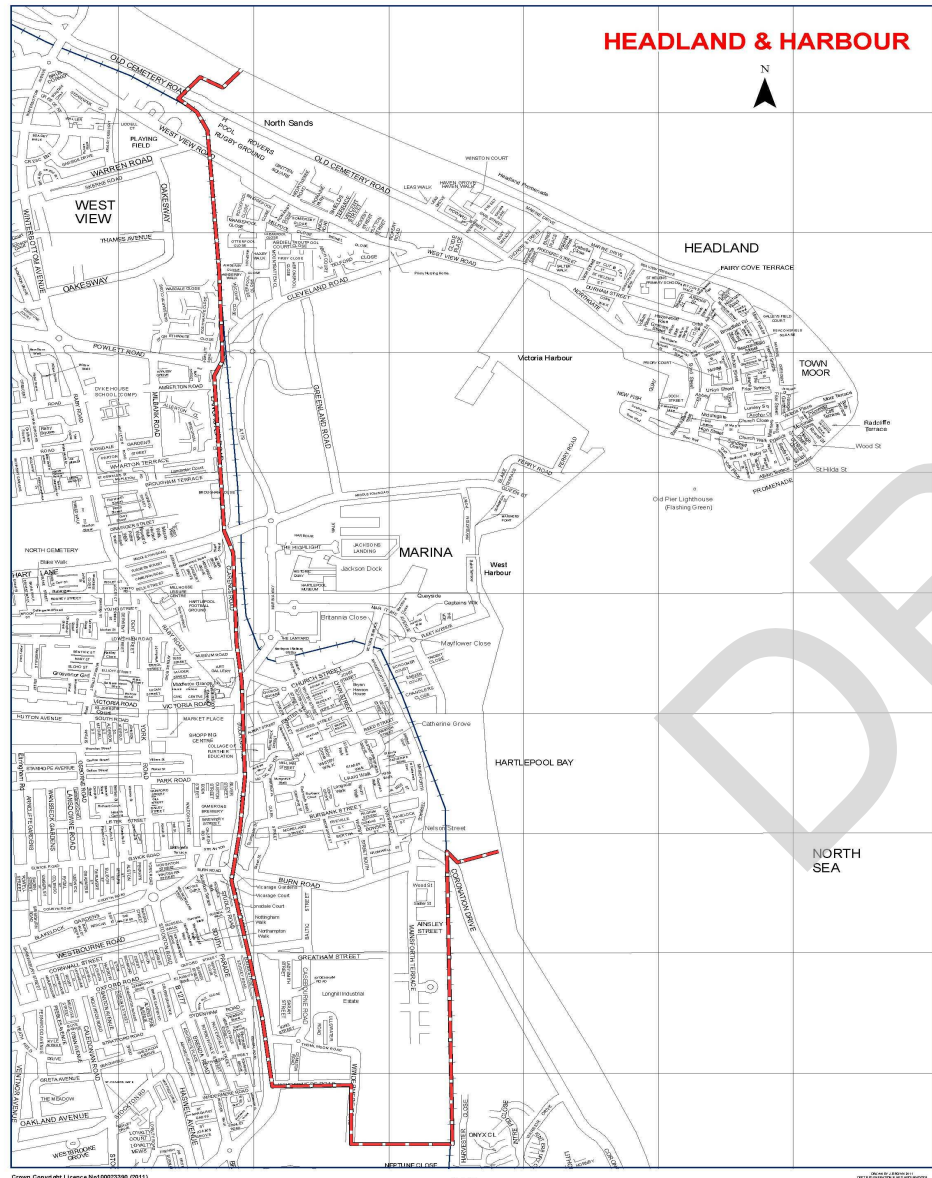
Ward Profile **COMMUNITY** together SUPPORT Jobs ACTION
 Economy Ambition **Business Strengthening** CAREERS Consultation
 Neighbourhood Challenges **Partnership** Development Planning
 Change Growth Regeneration Facilities Priorities
Initiative Health Skills
 Open Spaces **Play**
 Voluntary Groups
Information Sharing FUNDING
 Opportunities Youth
 Residents Teamwork
 Culture CCTV
 Improvements Street Lighting
 Involvement Crime Prevention Policy Research REVIEW Commissioning Traffic
 Calming Services **Accessibility** Transport Cleanliness **PRIDE**
 security Training Environmental Improvements Housing

HEADLAND & HARBOUR WARD PROFILE



Ward Profile: Headland & Harbour

Map of the Headland & Harbour Ward



Headland & Harbour Ward Priorities

- Tackling unemployment.
- Reducing crime and anti-social behaviour.
- Addressing derelict land and buildings.
- Tackling health issues.
- Support and guidance on benefit reform and universal credit changes.
- Local business support.
- Build relationships with key partners including the colleges and PD Ports.
- Maintain and improve commercial areas (including shopping parades).
- Environmental management, including the maintenance of highways and paths.
- Public transport.
- Maintain linkages with key registered social landlords.
- Improve levels of community spirit between neighbourhoods across the ward.

How will your ward profile work?

The progress of the Headland & Harbour Ward Profile will be monitored by the North and Coastal Neighbourhood Forum twice a year with feedback taken to the Theme Groups (Safer Hartlepool Partnership, Housing Partnership, Economic Regeneration Forum and Shadow Health and Wellbeing Board) via the Forum Chairs if required.

Ward Profiles are produced by Hartlepool Borough Council's Neighbourhood Management Team. For further information, please ring 01429 523703.

About The Headland and Harbour Ward

Ward Overview:

- Total population of 7,540, encompassing the natural communities of Central Estate, Headland, Marina and Burbank.
- Strong maritime heritage and contains the main visitor and tourist locations in the town and the working port.
- The Headland formed the original settlement of Hartlepool and includes a number of historic listed buildings and large Victorian houses which form part of a Conservation Area.
- The ward encompasses the Port which will be instrumental in the development of the Offshore Windfarm Industry.
- A number of churches serve the ward.
- A number of active voluntary and community groups provide valuable services to the community.

Community Facilities

- ⇒ Headland Sports Hall
- ⇒ Headland Library
- ⇒ Borough Hall
- ⇒ Phoenix Centre
- ⇒ Burbank Community Centre
- ⇒ Hartlepool Centre for Independent Living
- ⇒ Tees and Hartlepool Yacht Club
- ⇒ Water sports facilities
- ⇒ The Marina
- ⇒ Hartlepool Maritime Experience
- ⇒ Art Gallery & Tourist Information Centre
- ⇒ Heugh Gun Battery
- ⇒ Historic St. Hilda's Church

Key Groups

- ⇒ Headland Parish Council
- ⇒ Hartlepool Boys and Girls Brigades
- ⇒ Headland Future
- ⇒ Headland Heritage Group
- ⇒ Headland Carnival Committee
- ⇒ North Linear Park Steering Group
- ⇒ Bridge Community Association
- ⇒ Bridge Builders
- ⇒ The Older Persons Club
- ⇒ Burbank Café
- ⇒ Central Estate Management Organisation
- ⇒ Central Correctors
- ⇒ Neighbourhoodies
- ⇒ Coastwatch

Meet Your Councillors



Jim Ainslie
Labour
01429 260003
jim.ainslie@hartlepool.gov.uk



Robbie Payne
Labour
01429 222649
robbie.payne@hartlepool.gov.uk



Peter Jackson
Labour
01429 275309
peter.jackson@hartlepool.gov.uk



Jobs, Skills and the Economy



Key Facts:

- A key regeneration area known as the Innovation Skills Quarter (ISQ) has seen the rebuild of Hartlepool College of Further Education (HCFE) and the expansion of Cleveland College of Art and Design (CCAD). Further work will involve the preparation of a Masterplan for the ISQ area to assist and complement the regeneration of the Town Centre.
- Local shopping parade on Northgate, two supermarkets, Anchor Retail Park, Navigation Point restaurant, bars and shops are situated in the ward.
- Several schools are situated in the ward including St. Bega's, St. Helen's, St. Joseph's and Ward Jackson Primary Schools.
- The port is a designated enterprise site, as part of the wider Tees Valley Enterprise Zone.

Statistics

- The Headland and Harbour ward is ranked 20th nationally out of 7934 in the employment domain of the Index of Multiple Deprivation (IMD 2010).
- The level of unemployment is 10.3%, which is higher than the Hartlepool Borough rate of 7.7% (TVU 2012).
- The percentage of working age population receiving key benefits is 28.3%, which is higher than the Hartlepool Borough average of 20.6% (DWP 2011).
- The percentage of Children in Poverty is 44%, which is higher than the Hartlepool Borough average of 28.9% (TVU 2008).
- The percentage of households living in Fuel Poverty is 23.4%, which is higher than the Hartlepool Borough average of 21% (TVU 2008).
- There are 533 enterprises per 10,000 population in the ward, this is double the Hartlepool Borough average and the highest level in the Town.

Key Theme Priorities

- Unemployment, particularly in relation to young people.
- Opportunities for people to enter / re-enter employment.
- Support and guidance on benefit reform and universal credit changes.
- Local business support.
- Build relationships with key partners including the colleges and PD Ports.
- Maintain and improve commercial areas.
- Prepare a Masterplan for the ISQ area.

Housing and Environment



Key Facts

- A number of Registered Social Landlords (RSL's) manage social rented properties in the ward including Housing Hartlepool, the major RSL in the town.
- Informal sport and recreation facilities are available at Spion Kop, Central Park, Central Estate Community Garden and the Central Estate Community Forest.
- Part of the coastal strip to the north of the ward includes a Site of Special Scientific Interest (SSSI).
- The Coastal Defence Strategy (North Sands to Newburn Bridge) and the coastal and flood defence upgrade of the Town Wall are under review.
- The Headland and Church Street are classified as Conservation Areas, along with the Heugh Gun Battery, a scheduled ancient monument and several listed buildings, most notably St Hilda's Church.
- The Headland Parish Council are in the process of starting to develop a Neighbourhood Plan for the area.



Statistics

- The total number of dwellings is 3,955 of which 3,745 are occupied.
- The average house price in the ward is £86,870, which is lower than the Hartlepool Borough average of £119,040 (TVU 2011/12).
- The level of long term vacancy of housing stock is 3.2%, this is higher than the Hartlepool Borough average of 2.1% (TVU 2011).
- The majority of housing is in Council Tax Band A at 75.8%, which is higher than the Hartlepool Borough average of 57.5% (TVU 2011).

Key Theme Priorities

- Green spaces.
- Environmental management.
- Maintenance of highways and paths.
- Shopping parade maintenance.
- Housing investment.
- Public transport.
- Maintain linkages with key RSLs.
- Derelict land and buildings.
- Improve physical links between key regeneration sites.

Health & Wellbeing



Key Facts

- The ward incorporates the Headland Medical Centre, as well as a dentist on Northgate.
- Poor levels of health evident in the Central and Burbank areas both of which fall within the top 3% most deprived on the health indicator of the IMD 2010.
- There are a number of sports and leisure facilities providers based in the ward.
- The North Linear Park Steering Group is focussing resources on the development of Central Park, exploring options to formalise the area for recreational and exercise based use.



Statistics

- 14.9% of the population require care (16+), higher than the Hartlepool Borough average of 11.6% (DWP 2011).
- 14.9% of the adult population are incapable of work, this is higher than the Hartlepool Borough average of 10.7% (DWP 2011).
- The rate of Alcohol Related Hospital Admissions (per 100,000 population) is 3,826.5, which is higher than the Borough wide rate of 2928.4 (TVU 2010/11).
- 41.1% of children are in receipt of free school meals, in comparison to 27.1% Borough wide (TVU 2012).
- Standard Mortality Ratio (SMR) between 2006 and 2010 was 146.6 (average is 100).
- The Burbank Health Audit was completed in 2010 highlighting a poor level of health, outlook and lack of engagement in health services.



Key Theme Priorities

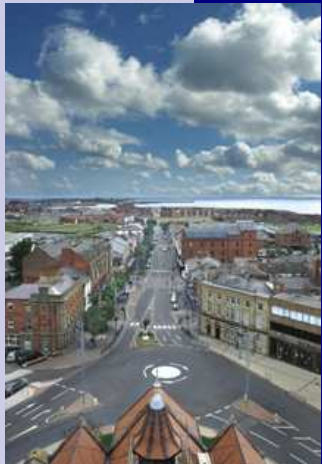
- Marketing and engagement of health services, particularly in the Central and Burbank areas.
- Vulnerability and isolation, particularly the elderly.
- Improve lifestyle habits including decreasing levels of smoking and alcohol intake.
- Improve levels and access to exercise based and recreational activity.

Crime and Community Safety



Key Facts

- Church Street and the Marina are key night-time economy spots within the town.
- Neighbourhood Policing Teams have good relationships with voluntary and community groups within the area.
- A number of diversionary activities are delivered for young people across the area.
- Housing Hartlepool who manage a significant level of housing stock across the ward have a Tenant Relations and Enforcement Team.



Statistics

- The total crime for 2011-12 was 146.8 (per 1000 population), which is almost double the Hartlepool Borough average of 77.8 (TVU 2012).
- The total drug crime for 2011-12 was 4.9, which is the same as the Hartlepool Borough average (TVU 2012).
- The anti-social behaviour level for 2011-12 is 206.0 (per 1000 population), which is more than double the Hartlepool Borough average of 95.8 (TVU 2012).
- The total number of fires for 2011-12 is 24.4 (per 1000 population), which is more than double the Hartlepool Borough average of 9.0 (TVU 2012).
- Total theft (per 1000 population) is 61.9, which is significantly higher than the Borough wide rate of 27.9 (TVU 2012).

Key Theme Priorities

- Decrease high levels of anti-social behaviour (night-time economy).
- Reduce levels of crime including drug and theft related incidents.
- Raise awareness of community safety issues and preventative measures available.
- Improve levels of community spirit between neighbourhoods across the ward.
- Improve Neighbourhood Policing visibility.





For further information on the implementation of this Profile, please contact:

David Frame
Neighbourhood Manager (North & Coastal)
Hartlepool Borough Council
Community Partnership Office
30 Miers Avenue
Hartlepool
TS24 9HH

Tel. 01429 523034
Email. david.frame@hartlepool.gov.uk
Visit the Neighbourhood Management pages at www.hartlepool.gov.uk

To report any neighbourhood issues, please contact the Council's Contact Centre on 01429
523333



Sustainability **COMMUNITY** together **SUPPORT** Jobs **ACTION**
 Economy Ambition **Business Strengthening** **CAREERS** Consultation
 Neighbourhood Challenges **Partnership** Development Planning
 Change Growth **Regeneration** Facilities **Priorities**
Initiative Health Skills
 Open Spaces **Play**
Voluntary Groups
Information Sharing **FUNDING**
 Opportunities Youth
 Residents Teamwork
 Culture **CCTV**
Improvements **Manor House** Involvement Crime Prevention
 Policy Research **REVIEW** Commissioning Traffic Calming **Services**
Accessibility Transport Cleanliness **PRIDE** security Training
 Environmental Improvements Housing Progress

(Area)

SUSTAINABILITY PLAN



OVERVIEW

A PLAN FOR YOUR AREA....

This Sustainability Plan sets out the key priorities for the area identified through consultation with residents and key partners to improve the following:

- **Jobs and the Economy**
- **Crime and Community**
- **Safety, Housing and the Environment**
- **Health and Wellbeing.**

It includes key actions to support local residents in making the area a better place to live.

Partners involved and working in your area include:

- **Hartlepool Borough Council**
- **Thirteen Group**
- **(Name)**
- **(Name)**
- **(Name)**

MAP OF THE AREA
(Identified through Vulnerable Localities Index)

PICTURE BOX (IMAGES OF AREA)

(Name) AREA

DID YOU KNOW THAT IN YOUR AREA...

(Demographic / Deprivation Information)

(Housing Information)

(Jobs, Skills and the Economy Information)

(Health Information)

(Health and Wellbeing Information)

(Crime and Community Safety Information)

(WHAT KEY SERVICES AND / OR ASSETS ARE NEARBY)

JOBS, SKILLS AND THE ECONOMY

YOUR MAIN ISSUES:

- (Example 1)
- (Example 2)
- (Example 3)



We will

(Action)

To achieve

(Outcome)

By

(Timescale)

We will

(Action)

To achieve

(Outcome)

By

(Timescale)

We will

(Action)

To achieve

(Outcome)

By

(Timescale)

HOUSING & ENVIRONMENT

YOUR MAIN ISSUES:

- (Example 1)
- (Example 2)
- (Example 3)



We will

(Action)

To achieve

(Outcome)

By

(Timescale)

We will

(Action)

To achieve

(Outcome)

By

(Timescale)

We will

(Action)

To achieve

(Outcome)

By

(Timescale)

HEALTH & WELLBEING

YOUR MAIN ISSUES:

- (Example 1)
- (Example 2)
- (Example 3)



We will

(Action)

To achieve

(Outcome)

By

(Timescale)

We will

(Action)

To achieve

(Outcome)

By

(Timescale)

We will

(Action)

To achieve

(Outcome)

By

(Timescale)

CRIME & COMMUNITY SAFETY

YOUR MAIN ISSUES:

- (Example 1)
- (Example 2)
- (Example 3)



We will

(Action)

To achieve

(Outcome)

By

(Timescale)

We will

(Action)

To achieve

(Outcome)

By

(Timescale)

We will

(Action)

To achieve

(Outcome)

By

(Timescale)

For further information on this Plan, please contact:

(Contact Details)
(Address Line 1)
(Address Line 2)
(Address Line 3)
(Email)
(Tel. Number)
(Website)

