



Chief Executive's Department
Civic Centre
HARTLEPOOL

27 July, 2015

Councillors Ainslie, C Akers-Belcher, S Akers-Belcher, Atkinson, Barclay, Beck, Belcher, Brash, Clark, Cook, Cranney, Fleet, Gibbon, Griffin, Hall, Hind, Jackson, James, Lauderdale, Lawton, Lindridge, Loynes, Martin-Wells, Dr. Morris, Richardson, Riddle, Robinson, Simmons, Sirs, Springer, Tempest, Thomas and Thompson

Madam or Sir,

You are hereby summoned to attend the COUNCIL meeting to be held on THURSDAY, 6 AUGUST 2015 at 7.00 p.m. in the Civic Centre, Hartlepool to consider the subjects set out in the attached agenda.

Yours faithfully

G Alexander
Chief Executive

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COUNCIL AGENDA



6 August 2015

at 7.00 pm

**in the Council Chamber,
Civic Centre, Hartlepool.**

- (1) To receive apologies from absent Members;
- (2) To receive any declarations of interest from Members;
- (3) To deal with any business required by statute to be done before any other Business;
- (4) To approve the minutes of the last meeting of the Council held on 25 June 2015 as the correct record;
- (5) To answer questions from Members of the Council on the minutes of the last meeting of Council;
- (6) To deal with any business required by statute to be done;
- (7) To receive any announcements from the Chair, or the Head of Paid Service;
- (8) To dispose of business (if any) remaining from the last meeting and to receive the report of any Committee to which such business was referred for consideration;
- (9) To consider reports from the Council's Committees and to receive questions and answers on any of those reports;
- (10) To consider any other business specified in the summons to the meeting, and to receive questions and answers on any of those items;
 1. Establishment of a Council Working Group– Report of Monitoring Officer

- (11) To consider reports from the Policy Committees:
- (a) Proposals in relation to the Council's approved budget and policy framework;
 - 1. Youth Justice Strategic Plan 2015-2016 – Report of Finance and Policy Committee
 - 2. New Dwellings Outside of Development Limits Supplementary Planning Document (15) – Report of Regeneration Services Committee
 - 3. Hartlepool Housing Strategy 2015-2020 – Report of Finance and Policy Committee
 - (b) Proposals for departures from the approved budget and policy framework;
 - 1. Council Housing Stock Development July 2015 – Report of Finance and Policy Committee
- (12) To consider motions in the order in which notice has been received;
- (13) To receive the Chief Executive's report and to pass such resolutions thereon as may be deemed necessary.
- (14) To receive questions from and provide answers to the public in relation to matters of which notice has been given under Rule 11;
- (15) To answer questions of Members of the Council under Rule 12;
- a) Questions to the Chairs about recent decisions of Council Committees and Forums without notice under Council Procedure Rule 12.1
 - b) Questions on notice to the Chair of any Committee or Forum under Council Procedure Rule 12.2
 - c) Questions on notice to the Council representatives on the Police and Crime Panel and Cleveland Fire Authority
 - d) Minutes of the meeting held by the Cleveland Fire Authority on 27 March 2015.



COUNCIL

MINUTES OF PROCEEDINGS

25 June 2015

The meeting commenced at 7.00 pm in the Civic Centre, Hartlepool

PRESENT:-

The Ceremonial Mayor (Councillor Fleet) presiding:

COUNCILLORS:

Ainslie	C Akers-Belcher	S Akers-Belcher
Atkinson	Barclay	Beck
Belcher	Brash	Clark
Cook	Cranney	Gibbon
Griffin	Hall	Hind
Jackson	James	Lauderdale
Lawton	Lindridge	Martin-Wells
Richardson	Riddle	Robinson
Simmons	Springer	Tempest
Thomas	Thompson	

Officers: Gill Alexander, Chief Executive
Peter Devlin, Chief Solicitor
Andrew Atkin, Assistant Chief Executive
Chris Little, Chief Finance Officer
Louise Wallace, Director of Public Health
Jill Harrison, Assistant Director, Adult Services
Amanda Whitaker, David Cosgrove, Democratic Services Team

Prior to the commencement of business, the Ceremonial Mayor introduced Gill Alexander to her first meeting of Council as Chief Executive and expressed best wishes to Gill in her new role.

10. APOLOGIES FOR ABSENT MEMBERS

Councillors Loynes, Dr Morris and Sirs

11. DECLARATIONS OF INTEREST FROM MEMBERS

Councillor Thompson declared a personal, non prejudicial interest in agenda item 15(6)

Additional declarations were made later in the meeting (minute 21(2) refers)

12. BUSINESS REQUIRED BY STATUTE TO BE DONE BEFORE ANY OTHER BUSINESS

None

13. PUBLIC QUESTION

1. From Joan McAlroy to Chair of Children's Services Committee:-

"Can the Chairperson inform the residents of Seaton Carew when did the school boundaries change!"

I have been informed that the catchment secondary school for Seaton Carew is now Mannor College. Where in the past it has always been Dyke House and all children attending Dyke House are initialled to a free bus pass, from Seaton Carew along with the children attending English Martyrs, up until this coming September when the new starters will no longer receive free transport.

The Council are stating that these changes are without prejudice. Why when 2 schools are geographically are the same distance away and the children attending English Martyrs are having their free travel taken away from them which may cause great hardship to families concerned"

The Chair of Children's Services Committee responded by advising that school 'catchment areas', or boundaries, had been removed some years ago when parents had been given free choice to express a preference about where their children went to school.

It was highlighted that no children were having their free school transport taken away from them. Free home to school transport eligibility was assessed on the basis of the child's nearest school. The nearest secondary school for children living in Seaton Carew had always been Manor College. Prior to September 2012 Manor College had consistently reached its capacity, with not enough places for the children who wanted to go there. Consequently, for some children a place at Manor was not possible. On this basis, schools including Dyke House and English Martyrs were the next nearest school with places, but were more than 3 miles away. Therefore, those children (at that time) were eligible for free transport. Since September 2012 Manor College had had spare places in Year 7 each year, so if Seaton Carew parents elected to send their children to Dyke House or English Martyrs when their nearest school had places they were not entitled to free transport, even though the chosen school is over 3 miles away.

In response to the question and response provided by the Chair, issues relating to transport issues to secondary schools, for children living in Seaton Carew, were discussed.

It was moved by Councillor Thompson and seconded by Councillor Atkinson:-

“That this Council looks towards providing free school transport for all children in Hartlepool”

It was suggested that the proposal be referred to Children’s Services Committee for consideration.

2. From Sue Little to Chair of Adult Services Committee

“There seems to be a worrying pattern across the town over three years with the care homes in various sites, such as in the town centre, Seaton Carew and Central Estate.

Many residents are concerned about the systemic failures, criminal prosecutions and lack of leadership from the Adult Services Committee.

No doubt the officers and staff have a good reputation in Hartlepool can the chairman comment about the situation and reassure the people of Hartlepool about the residential and nursing sector towards older people in the borough?”

The Chair of Adult Services Committee highlighted that the Adult Services Committee did not have overall control of privately owned homes, so it was not lack of leadership on the Council’s part that was causing the problem. In the Chair’s opinion the people in these homes would have been better off if the Council had more control of these homes, there would be more accountability and the service users would have a greater say in how the service was run. Over the last twenty years, central government had forced local Authorities to privatise their Residential Provision for Older People. However making sure that people in residential and nursing homes received high quality care has always been, and continues to be, a priority for the Adult Services Committee.

As Chair of Adult Services Committee regular updates were received, both formally and informally, about issues that related to residential and nursing care and the Chair was aware that there were a number of mechanisms in place to identify and address concerns. These included unannounced inspections by the Care Quality Commission, Clinical Quality Audits by the Clinical Commissioning Group, the Councils Quality Standards Framework, annual surveys of people who used adult services and visits by Health watch Hartlepool that focused on the experiences of residents and their families. It was highlighted that ultimately it was the Care Quality Commission as the inspector and regulator of adult social care services that determined standards of care and made decisions about whether providers could be registered to operate specific services, including residential and nursing care. There had been some issues in recent times where the Care Quality Commission had identified that care being provided in privately owned residential and nursing home settings had not been of an acceptable standard. In these circumstances the Council had worked very closely with the Care Quality Commission as the regulator of these services, and the Clinical Commissioning Group, as the responsible commissioner for nursing care, to ensure that residents were safe and well cared for, and that appropriate alternative accommodation was found for people who needed it.

3. From Sue Little to Chair of Neighbourhood Services Committee

“Residents pay up to £20 in different areas for parking permits.

This is nonsensical! Some adjacent streets differ between £5 and £20. Many residents would leave the scheme or even curtail the project!

In the light of the differential parking resident’s permits can the chairperson receive a report from the officers about the anomalies of charges? (Some suggestions include equalisation of charges or even abolition of the scheme)”

The Chair of Neighbourhood Services Committee responded that as a result of Member feedback of concerns raised by residents living in the town centre wards, she had instigated a full review of Resident Parking Zone charges in February 2015.

This had resulted in a report which had been already written and which would go to the next meeting of Neighbourhood Services Policy Committee on 13th July 2015. An invitation was extended to Mrs. Little to attend this meeting.

4. From Joan McAlroy to Chair of Children’s Services Committee

“Can the chair person inform the residents of Seaton Carew the percentage of Children who currently receive a free school bus pass for this current school year 14-15 for:-

*Dyke House
English Martyrs
St Hilds
St Teresa’s*

What is the percentage of the children that the School free bus passes that are to withdrawn from the Seaton Children with whom they wish to attend English Martyrs & St. Teresa’s from September 2015. And how much is the council going to charge parents for using the school bus and how is this to be paid? Weekly, monthly or term.”

The Chair of Children’s Services Committee advised of the following percentages of children currently receiving free school transport for this current school year at the schools:-

Dyke House	1.3%
English Martyrs	18.2%
St Hild’s	6.8%
St Teresa’s	12.4%

It was highlighted that no children would have free school transport withdrawn from them. Children who currently received free transport would continue to do so until they left or changed school. New students (Year 7) from September 2015 would be assessed using the statutory walking distance criteria. This was summarised that if a child lived further than 3 miles from their chosen school and there were no places at their nearest school, then they would be eligible for free transport.

In terms of how much the school bus cost and how it was to be paid, the Chair advised that concessionary seats could be purchased at a charge of £65 per term, or £195 per academic year (which equated to £1.02 per day).

Members made comment upon and discussed issues raised by the question.

14. MINUTES OF PROCEEDINGS

The Minutes of Proceedings of the Council held on the 18 May 2015, 26 May 2015 and the Annual meeting of Council held on 28 May 2015 having been laid before the Council.

RESOLVED - That the minutes of the meetings held on 26 May 2015 and the Annual Meeting held on 28 May 2015 be confirmed.

With reference to minute 187 of the Council meeting held on 18 May 2015, it was indicated that Councillor Simmons had been recorded as one of the Members in favour of the Motion. It was highlighted that Councillor Simmons had left the meeting prior to the vote being taken at the end of the meeting.

RESOLVED – That the minutes of the meeting held on 18 May 2015 be confirmed subject to Councillor Simmons name being removed from the list of Members who had voted for the Motion.

The minutes were thereupon signed by the Chairman.

15. QUESTIONS FROM MEMBERS OF THE COUNCIL ON THE MINUTES OF THE PREVIOUS MEETING OF THE COUNCIL

With reference to minute 187 of the Council meeting held on 18 May 2015, the Leader of the Council highlighted reference to a vote being put at this meeting relating to the Council Working Group. The Leader of the Council sought clarification regarding whether a vote was to be put at this meeting or whether a further report was to be submitted by the Monitoring Officer.

The Chief Solicitor explained that a report had not been submitted to this meeting on the Council Working Group to allow Members to concentrate and give priority on the item, to be considered later in the agenda, relating to the Hartlepool Local Health and Social Care Plan Working Group. . He advised that he intended to submit a report on the Council Working Group to the next Ordinary meeting of Council.

During the debate, different recollections were conveyed on the outcome of debate at the meeting on 18 May relating to a Council Working Group. The view of the Chief Solicitor was sought in relation to the legality of the Motion which had been proposed. The view was expressed that as the meeting had been an extraordinary Council meeting, no business other than that for the purpose of which it was called should have been considered at the meeting.

The Chief Solicitor reiterated that he intended to submit a report to the next Ordinary Council meeting.

16. QUESTIONS FROM MEMBERS OF THE COUNCIL

- a) Questions to the Chairs about recent decisions of Council Committees and Forums without notice under Council Procedure Rule 12.1

None

- b) Questions on notice to the Chair of any Committee or Forum under Council Procedure Rule 12.2

None

- c) Questions on notice to the Council representatives on the Police and Crime Panel and Cleveland Fire Authority

None

- d) Minutes of the meetings held by the Cleveland Fire Authority and the Police and Crime Panel

The minutes of the meeting of the Cleveland Fire Authority held on 13 February 2015 were noted

17. BUSINESS REQUIRED BY STATUTE

- (i) None

18. ANNOUNCEMENTS

None

19. TO DISPOSE OF BUSINESS (IF ANY) REMAINING FROM THE LAST MEETING AND TO RECEIVE THE REPORT OF ANY COMMITTEE TO WHICH SUCH BUSINESS WAS REFERRED FOR CONSIDERATION.

None

20. TO RECEIVE REPORTS FROM THE COUNCIL'S COMMITTEES

None

21. TO CONSIDER ANY OTHER BUSINESS SPECIFIED IN THE SUMMONS OF THE MEETING

1. Periodic Review of the Council's Constitution – Report of Monitoring Officer

With reference to minute 199 of the Council meeting held on 26 May 2015, the Monitoring Officer reported on the following items that were either adjourned under Council Procedure Rule 24.2 or which were otherwise deferred for further consideration.

(i) THE "SIX MONTH" RULE

Following a question from a Member of the Public to the Chair of Finance and Policy Committee at the Council meeting on 30th October, 2014 it had been agreed;

"That the Monitoring Officer be requested to review "the six month" rule generally, as part of its annual review of the Constitution and submit a report back to this Council for consideration."

At the Council meeting on the 26 May it had been proposed and seconded (Councillors C Akers-Belcher and R Cook) that 'the six month rule be retained without amendment'.

An amendment had been moved and seconded (Councillors P Thompson and K Atkinson) 'that the current rule of six months be replaced by a period of three months'.

Councillor Thompson explained the rationale for his amendment. In response, the Chief Solicitor provided reassurance that the current Council Procedure Rules permitted resubmission of a question to Council within six months if there had been a change in circumstances justifying the resubmission of the question.

A vote taken on the amendment was lost.

A vote was therefore taken on the substantive motion which was carried.

It was clarified that as a result of the vote, the six month rule would be retained without amendment.

(ii) APOLOGIES

A Member of the Public had requested consideration of the procedure behind Members providing apologies at meetings to include an explanation behind the absence of the relevant Member.

At the last Council meeting, it had been proposed that this Procedure Rule 'remains unchanged'.

It had been moved and seconded (Councillors P Thompson and D Riddle) as follows;

‘That the Council Procedure Rule be amended to provide for apologies at meetings to include an explanation for the absence of a Member.’

A vote taken on the amendment was lost.

A vote was therefore taken on the substantive motion which was carried.

As a result of the vote, the Procedure Rule was unchanged.

(iii) STATUTORY HEALTH SCRUTINY – FURTHER REVIEW OF DELEGATIONS

Since the introduction of the Council’s new governance arrangements, items of statutory scrutiny, namely that surrounding crime and disorder and health scrutiny had been within the remit of the Council’s Audit and Governance Committee. Through a meeting of Council on 24th November, 2014, responsibilities surrounding statutory health scrutiny had been thereafter retained by Council. The Monitoring Officer highlighted that the ‘whole scale’ transfer of health scrutiny functions to Council was unnecessary and had seen a plethora of extraordinary meetings, when it was considered that some matters could have been properly dealt within the setting of a Committee meeting.

At the meeting on 26 May it had been moved and seconded (Councillor P Thompson and K Atkinson) the following;

‘That the recommendations of the Chief Solicitor be approved, subject to all quality accounts and the Local Health Plan continuing to be considered by Council.’

It had been moved and seconded (Councillors C Akers-Belcher and C Richardson) by way of an amendment, that;

‘The functions and responsibilities for Health Scrutiny be delegated to Audit and Governance Committee and that the work programme for the municipal year 2015/16 be agreed by the Committee and reported annually to Council.’

Support was expressed of the motivation resulting in the decision made by Council resulting in the health scrutiny functions being retained by Council. However there was a recognition that it was appropriate at this time for those functions to revert to the remit of the Audit and Governance Committee, subject to quality accounts continuing to be considered by Council.

A vote taken on the amendment was carried.

A vote taken on the substantive motion was carried.

As a result of the vote, it was agreed as follows:-

‘The functions and responsibilities for Health Scrutiny be delegated to Audit and Governance Committee and that the work programme for the municipal year 2015/16 be agreed by the Committee and reported annually to Council.’

(iv) DISCUSSION FOLLOWING A RESPONSE TO A QUESTION

It was noted that both Council Procedure Rules 11 (Questions from the Public) and 12 (Questions by Members) allowed for a debate to take place, at the Chair of Council’s discretion. The relevant provisions were set out in the report:

At the meeting on 26 May, it had been moved and seconded (Councillors’ C Akers-Belcher and C Richardson) the following;

‘That no change be made to the Procedure Rules other than a revision of the Council agenda prioritising any business required by statute, reports of policy committees, motions and any Chief Executive business reports.’

This motion in accordance with Council Procedure Rule 24.2 had stood adjourned for consideration at the next ordinary meeting of Council.

It was moved that the vote be put.

The vote was put.

Following some uncertainty regarding the terms of the vote, the vote was repeated. The vote was carried and the Motion was therefore agreed.

Following the conclusion of the votes on the Monitoring Officer’s report, a debate commenced on general issues associated with the report including the merits of having a wider discussion on the Constitution including public involvement.

It was moved by Councillor Brash and seconded by Councillor Atkinson:-

“That a process be commenced whereby if Members have any proposed changes or amendments to the Constitution, those proposals should be subject to a process of public engagement. When the public’s views are available, those proposals should then be submitted to the next Ordinary Council meeting”

The Leader of the Council highlighted that as part of the referendum proposal to move to the Committee system of governance, the development of the new Constitution had included public and Member consultation and it was then in the gift of the Monitoring Officer to bring forward any amendments as were necessary. If Council then started to unpick that process it would be going against the spirit of the referendum proposals and its result. This was supported by the Deputy Leader.

The Chief Solicitor reiterated that the current governance arrangements had been adopted as a result of a referendum with associated consultation. Meetings of the Council Working Group had been convened which exceptionally

had been open to public attendance. Public consultation had resulted in only 5 responses being received. The Chief Solicitor highlighted that existing protocol allowed public issues to be fully debated.

A vote taken on the Motion was lost.

2. Consultation on the Proposed changes to Cleveland Fire Authority – Report of Finance and Policy Committee

Following a meeting on the 27th March, 2015, the Cleveland Fire Authority had sought the view of the four constituent Borough Councils on proposed changes to the composition of the Authority. The Cleveland Fire Services (Combination Scheme) Order, 1995, prescribed that the Fire Authority shall consist of 'not more than 25 members' and that representation is based proportionally on the number of Local Government electors in each of the constituent authorities. The closing date for submission of representations was no later than Friday 26th June, 2015 and the Committee had been requested to formulate recommendations for the consideration of Council

The following proposals had been approved by the Cleveland Fire Authority and upon which the consultation exercise related;

- The number of elected members on Cleveland Fire Authority will be 12. Based on the proportionate number of Local Government electors this would entail 2 members representing Hartlepool Borough Council, 3 for Middlesbrough and Redcar and Cleveland Council and 4 appointments through Stockton Borough Council.
- The Fire Authority will be underpinned by 2 Committees: an Executive Committee and an Audit and Governance Committee.
- The number of Elected Members on the Executive Committee will be 5 comprising 1 Member from each of the constituent Authorities and also the Chair of the Fire Authority.
- The number of Elected members on the Audit and Governance Committee will be 7 (plus the 2 Independent Persons when dealing with standards functions),
- The level of delegation/ decision making in respect to the Executive and Audit and Governance Committees will be increased (see appended 'Indicative Terms of Reference'),
- The appointment of Chair and Vice Chair will remain the same with a rotation across the Constituent Authorities on a 2 yearly basis.

The reference surrounding the 'four year term of office' of members of the Fire Authority was highlighted and whether representatives should be appointed by their respective Borough Councils' for a 4 year term in unison with the present governance arrangements operated by Stockton Borough Council. Although, the other Borough Councils' appointed annually, it was requested that *'explorations to be undertaken to establish the appetite of Hartlepool, Middlesbrough and Redcar and Cleveland Borough Councils to extend the term of office for Elected Members of their Authorities in line with that of Stockton Borough Council (i.e. 4 years) and that these explorations take place during the consultation phase of the review'.*

It was noted that the anticipated savings arising from the implementation of the Fire Authority's preferred option to move to a composition of 12 members (set against the Authority's Community Integrated Risk Management Plan) were anticipated to be in the region of £40k.

The Committee had recommended to Council that the composition of Cleveland Fire Authority remains unchanged and that the Chief Executive Officer in consultation with the Leader of Council responds to this consultation on that basis.

The Chair advised Council that since the meeting of the Finance and Policy Committee, meetings had been held with the other four Authorities.

It was moved by the Chair, Councillor C Akers-Belcher and seconded by Councillor Richardson:-

"That the composition of the Cleveland Fire Authority be not less than 16 Members and the Chief Executive, in consultation with the Leader of the Council, respond to this consultation on that basis."

It was moved by Councillor Thompson and seconded by Councillor Atkinson:-

"That there is no change in the composition of the Cleveland Fire Authority but all Member allowances are ceased and the consequent savings be utilised to employ fire fighters."

Councillor Martin-Wells declared a prejudicial interest and left the meeting for the duration of the debate and vote on the amendment.

Councillor James declared a prejudicial interest and left the meeting for the duration of the debate and vote on the amendment. Prior to leaving the meeting, Councillor James presented background information to the proposal and highlighted concerns regarding the implications of the proposed composition of the Fire Authority's Executive.

Councillor S Akers-Belcher declared a prejudicial interest and left the meeting for the duration of the debate and vote on the amendment. Prior to leaving the meeting, Councillor S Akers-Belcher expressed concerns at the implications of the potential mutualisation of the Fire Authority and considered that it was essential that the size of the membership of the Fire Authority was correct. Councillor S Akers Belcher moved that the vote be put.

The Leader stated the motion made by Councillor Thompson was not one that was 'within the gift' of the Council as it referred to matters outside this Authority's control. Councillor Thompson disagreed and contended that the reason the change in membership of the Fire Authority had been put forward was to save £40,000 per year. The Fire Authority had made it a financial issue and it was within the gift of this authority to suggest that, as a direction of travel, savings could be achieved by ceasing the payment of Member allowances.

Councillor Thompson agreed with the comments that the executive should not be larger than the non-executive side of the Fire Authority.

A vote was taken on the amendment and the vote was lost.

A vote was therefore taken on the substantive motion, which was carried.

22. REPORT FROM THE POLICY COMMITTEES

(a) Proposal in relation to the Council's budget and policy framework

None

(b) Proposal for Departure from the Budget and Policy Framework

None

23. MOTIONS ON NOTICE

The following Motion had been submitted:-

"The Policy Committee system, which this Council has developed, provides a role for all members. The public are encouraged to attend Policy Committee meetings and forums to voice their views. Our Policy Committee system has been recognised as a model of good practice and a number of other Councils are considering implementing this model of governance.

We propose that action is taken to ensure that Council business is conducted with dignity and in a way that supports open, transparent and effective democracy. We therefore resolve that the Chief Executive be instructed to compile a report, which incorporates proposals for the management and filming by the Council, of Full Council meetings and for the publication of the unedited video on the Council website. To this end, a report will be presented to an early meeting of the Finance and Policy Committee".

Signed: Councillors C Akers-Belcher, Richardson, Cook, Simmons and James.

The Motion was moved by Councillor C Akers-Belcher and seconded by Councillor Lawton.

The mover and seconder of the Motion advised Council of the rationale for submission of the Motion.

Concerns were expressed regarding the terms of the Motion and it was moved by Councillor Riddle and seconded by Councillor Atkinson:-

“That the report drafted by the Chief Executive Officer should, where possible, embrace, act on and follow explicitly the recommendations, guidelines and suggestions of good practice as outlined verbatim in the document entitled ‘The openness of local government bodies regulations of 2014’”

The addendum to the motion was accepted by Councillor C Akers-Belcher.

The amended motion was put to the vote. The vote was carried and the amended Motion was therefore agreed.

24. COUNCIL MEETING DATES 2015/2016

The Chief Executive reported that the following schedule of Council meetings for the municipal year 2015/16 had been submitted to the Annual Council meeting, on 28th May 2015, for approval.

Thursday 25 June 2015	7.00 pm
Thursday 6 August 2015	7.00 pm
Thursday 17 September 2015	7.00 pm
Thursday 29 October 2015	7.00 pm
Thursday 10 December 2015	7.00 pm
Thursday 21 January 2016	7.00 pm
Thursday 18 February 2016	7.00 pm
Thursday 25 February 2016	7.00 pm
Thursday 17 March 2016	7.00 pm
Tuesday 24 May 2016	7.00 pm
Thursday 26 May 2016	7.00 pm (Annual Council)

RESOLVED – That the above schedule of Ordinary Council meetings be approved.

25. VACANCIES ON COMMITTEES

Following the appointments to Committees and Forums made at the Council meeting on 26 May 2015, the following vacancies on Committees remained. In each case, the group that would have been allocated the seat under proportionality rules was shown in brackets:-

Finance and Policy Committee – 1 seat (UKIP)
Audit and Governance Committee – 1 seat (IND)

Nominations were sought for the above vacancies.

RESOLVED –

- (i) That Councillor Springer be appointed to the vacancy on the Finance and Policy Committee

- (ii) That as no nominations were made at the meeting to the vacancy on the Audit and Governance Committee, that any nominations be submitted to the Chief Executive within 21 days of this meeting.

The Chief Solicitor responded to a request for his views on the composition of the Audit and Governance Committee with particular reference to the number of Members on the Committee from the majority group. The Chief Solicitor advised that the requirements of the Constitution entailed that the Committee be chaired by a Member who was not in the majority group. The Chief Solicitor referred to 'round table' discussions and advised that he was satisfied that broad political proportionality had been achieved on the Committee.

The Chair of Audit and Governance Committee advised that he would welcome representation on the Committee from Members of the Putting Hartlepool First and UKIP political groups.

26. VACANCIES ON OUTSIDE BODIES

- (i) Following the appointments to Outside Bodies made at the meeting on 26 May 2015, the following vacancies remained:-

Hartlepool Credit Union – 2 positions (from 4) remain;

Teesside Pension Board – 1 position – Following a request from Council on 26 May 2015 feedback had been conveyed to the Pension Board that the Council would be prepared to provide a nomination should all Local Authority members be represented on the Board. The following response has been received:-

“The Pensions Board is being created to assist the scheme manager in the administration and governance of the Teesside Pension Fund. As such it is not a policy or decision making body.

Legislation covering the Local Pension Boards states that membership should be between four and twelve members, split evenly between employers and members of the Fund. This would mean a maximum of 6 employer representatives.

Due to the nature of the board it was felt that six members was a suitable number to undertake it's functions. Initially the employer representatives will consist of one from the Administering Authority (Middlesbrough), one from the other Borough Councils, and one from the other employers of the fund. This will change to two from the Borough Councils and one from the other employers.

Employer representatives are not just representing their particular employer, but all employers in the fund.”

Members' instructions as to the filling of Outside Body vacancies were requested.

(ii) It was highlighted that since the Council meeting on 26 May 2015 further information had been received from the Manager of the NDC Trust who had confirmed that the Articles of the Board had changed and the position of Council representative had been removed.

RESOLVED – (i) That as there were no nominations made to the vacancies on the outside bodies at the meeting, it was requested that any nominations be submitted to the Chief Executive within 21 days of this meeting

(ii) That the NDC Trust be removed from the Council's Outside Bodies list.

27. SPECIAL URGENCY DECISIONS

Council was informed that there had been no special urgency decisions taken in the period February-April 2015.

RESOLVED –That the report be noted.

28. HARTLEPOOL LOCAL HEALTH AND SOCIAL CARE PLAN WORKING GROUP

Council at its meeting on the 12 March 2015 (Minute 157) had resolved that 'the Council work with the NHS Hartlepool and Stockton-on-Tees Clinical Commissioning Group (HaST CCG) to develop a plan for submission to NHS England to see the delivery of integrated health and social care services from the hospital site and that the Council take responsibility for the associated consultation so it is meaningful and services are shaped according to the wished of Hartlepool residents.'

In taking forward the wishes of Council, it was proposed that a Hartlepool Local Health and Social Care Plan Working Group be established. The remit of the Working Group to identify health and social care planning priorities which can be considered by appropriate decision making bodies, including the Hartlepool Health and Wellbeing Board, in the development of the local plan for the delivery of integrated health and social care services across Hartlepool, including the University of Hartlepool Hospital site.

A draft Terms of Reference for the Working Group was appended to the report for Members consideration and further views sought as to the identification of an appropriate Independent Chair, as also requested by Council. In considering candidates for the position, attention was drawn to the potential role for a representative from the Northern Clinical Senate. Information in relation to the role and remit of the Senate's was appended to the report .It was suggested that an approach be made to the Northern Clinical Senate to nominate an appropriate individual to become the independent Chair of the Working Group.

Subject to the approval of Council, and the availability of the Independent Chair, it was proposed that the Key stages for the conduct of the Working Group's activities be as follows:-

- Member Briefing – Introduction to Independent Chair and powers / role and remit of the Working Group.
- Meeting One – Analysis of need in Hartlepool and identification of gaps and potential opportunities in service provision.
- Meeting Two – Consideration of draft health and social care planning priorities.
- Meeting Three – Consideration of recommended draft health and social care planning priorities prior to consultation.
- Meeting Four – Consultation feedback and finalisation / approval of health and social care planning priorities for consideration by appropriate decision making bodies, including the Hartlepool Health and Wellbeing Board, in the development of the Plan.

RESOLVED: -

- i) That the Terms of Reference attached at Appendix A be approved.
- ii) That the proposed key stages and timescales for development and approval of the health and social care planning priorities be approved.
- iii) That the Northern Clinical Senate be asked to nomination an appropriate individual to take up the position of Independent Chair on the Hartlepool Local Health and Social Care Working Group.
- iv) That Members note that the Terms of Reference will be considered by the HaST CCG Governing Body at its next meeting to be held on 28 July 2015.

29. EXPENDITURE RELEVANT TO MEMBERS' INTERESTS

The Chief Executive reported that further to requests by Members, information had been appended to the report which provided details of any contracts for works or services which were subject to the Council's tender process and awarded to a body/entity listed on the Member's Register of Interests during the previous 3 months. Details were provided of any payments made to a body/entity listed on the Member's Register of Interests during the last 3 months. The report did not include information on those bodies listed on Members' interests forms which either did not have a supplier number on Integra or which could not be identified on Integra given the information provided.

RESOLVED – That the report be noted.

30. LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006

Under Section 100(A)(4) of the Local Government Act 1972, the press and public were excluded from the meeting for the following item of business on the grounds that it involved the likely disclosure of exempt information as defined in the paragraphs referred to below of Part 1 of Schedule 12A of the Local Government Act 1972, as amended by the Local Government (Access to Information) (Variation) Order 2006

31 CLEVELAND COLLEGE of ART and DESIGN (CCAD) – PHASE 1 DEVELOPMENT (para 3)

A Finance and Policy Committee report was submitted to enable Council to consider the impact of a recent Government funding announcement in relation to the 'Local Growth Fund' and the Finance and Policy Committee's proposal to provide loans to CCAD to enable the development of the new college facilities to proceed.

The meeting concluded at 9.20 p.m.

CEREMONIAL MAYOR



Report of: Monitoring Officer

Subject: ESTABLISHMENT OF A COUNCIL WORKING GROUP

1. PURPOSE OF REPORT

- 1.1 At the extraordinary Council meeting held on the 18th May, 2015, during the consideration of the item on the formation of a Council Working Group 'to develop a Local Health and Social Care Plan' it was also suggested the extension of the remit of such a group *'to examine strategic issues to enable all Members to be involved and participate in a full debate on the issues'*. Subsequently, at the first scheduled ordinary meeting of the municipal year, Council resolved to adopt a 'Terms of Reference' in conjunction with the development of the said Local Health and Social Care Plan with the Local Clinical Commissioning Group and other stakeholders.
- 1.2 This report therefore covers information pertinent to the consideration of the potential establishment and the implications of such a working group.

2 INTRODUCTION

- 2.1 The then Department for the Environment Transport in the Regions (DETR) in their document 'New Council Constitutions - Local Leadership, Local Choice' (2000) set out the key themes for the 'modernisation' of Local Government, as follows;
- 'New Constitutions will deliver identifiable, accountable, corporate leadership for a Local Authority and the Community it serves to provide efficient, transparent and accountable decision making'.
- 2.2 Although, the majority of local authorities moved to the new 'executive arrangements' for those authorities with a population below 85,000 (as at the 30th June 1999) they could consider adopting a 'revamped' (i.e. 'alternative arrangements') committee system. In such arrangements, the Council meeting would still be the forum at which all Members would be able to discuss and decide upon matters relating to the policy framework and the budget but would also be heavily reliant on reports emanating from committees to enable *'open and informed debate'* at Council.

- 2.3 This Council has adopted a Committee system and there is an obvious representational role for all elected Members, both within the format of the various Council meetings and through involvement and engagement with their communities. In the case of this Council it is through the 'Policy Committees' wherein there is full delegated authority to implement the policy framework which is at the core of this Council's committee system.

3 BACKGROUND

- 3.1 At the extraordinary meeting on the 18th May 2015 it was proposed that there be extension to the Working Group established to develop the Local Health and Social Care Plan. It was suggested that a range of topics could be 'examined' through this forum with issues that would essentially be strategic in nature through an organised schedule of meetings.

4 CONSIDERATIONS FOR A WORKING GROUP

- 4.1 The primary distinction between a formally convened Council or Committee or Sub-Committee meeting is that they are convened within a manner prescribed and in accordance with the law. Further, those meetings are able to transact business and reach decisions or are otherwise able to formulate recommendations as a basis for a decision by Council. Informal meetings are mainly for explorative discussion and not subject to the legal formalities of giving prescribed notice, allowing public access to meetings (on items that are not exempt or confidential) and importantly, cannot take decisions which bind the Authority.
- 4.2 There are a number of considerations for members in respect of the potential establishment of a Council Working Group and these are as follows;
- 4.2.1 Council meetings and all committee meetings are open to all elected members and the public. The scope of each of these committees and their decision making powers are clearly laid out in the Constitution and are, the agreed mechanism for policy development and decision making (other than those reserved for Council). Owing to the 'transitory' nature of a Working Group, there is no specific mention within the Council's Constitution, but it is recognised that such meetings can be part of the overall governance of a local authority provided there is due recognition as to their informal status.
- 4.2.2 The decisions being made by these Committees (where applicable) are subject to the requirements of the Forward Plan. The Forward plan is a published record of those key decisions to be made by the Council over the next three months. Publishing and compiling this plan provides a transparency in decision making and the ability for Elected Members and the public to be involved at the formative stage of policy making.
- 4.2.3 There are already a variety of ways in which Members can bring matters to the fore, materially through a formal 'Motion on Notice' and Member

Questions under Council Procedure Rule 12, so allowing for Council debate and for a matter be tabled at a policy committee meeting. This should also allow a Member who wishes to raise an issue to approach the relevant committee Chair for that matter to be so tabled at the committee, drawing upon the component elements of operating within an 'efficient, transparent and accountable' decision making process.

- 4.2.4 The Council has a range of well attended Face the Public events in key policy areas. These include Community Safety and Health and Wellbeing and provide opportunities for all Elected members and members of the public to be involved in and participate in discussing important strategic issues.
- 4.2.5 The Council also operates Neighbourhood Forums for the North and South of the Town and act as another aspect of the overall process for the engagement of all Elected Members and the Public.
- 4.2.6 The Children's Strategic Partnership and the Safer Community Partnership are also actively involved in engaging the public and elected members on important issues e.g. the recent participatory conference on childhood obesity.
- 4.2.7 There is the facility for public question time at Council, which again can be the way for items to be raised and potentially referred to a policy committee to consider and thereafter formulate recommendations so that Council can be better informed in making its decisions.
- 4.3 The Council has the ability to agree to establish a Working Group of Council to assist in considering issues that are cross cutting, and as in the case of the Working Group on the local health and social care plan', have cross boundary implications. The framework for a 'terms of reference' as agreed for that for the health and social care plan could conceivably form the basis of a the terms of reference for an extended working group. However, there is a clear need for any such forums to be appropriately supported if they are to be resilient, focused and worthwhile. This will have resource implications particularly in relation to staff time. Council resources are finite and ever decreasing and it will therefore be important to ensure any additional Forum does not duplicate the work undertaken by existing committees, partnerships and engagement activities. Consideration should therefore be given to agreeing the criteria that would be used to determine whether a Working Group of Council would add value to the consideration of a strategic issue. Using the example of the Working Group in relation to the local health and social care plan the criteria could encompass:
- Issues that are not within the scope of an existing policy committee or strategic partnership board; and
 - Matters that have implications for neighbouring authorities or other statutory bodies.

It would also not be appropriate for a Working Group to consider matters of a regulatory nature, as previously recognised. Informal meetings can play a part within any local authority. The Council did convene a Working Group comprising all Elected Members and which exceptionally allowed public participation, to explore its constitutional structure in operating a committee system. It may therefore be the case for Council to consider having such a Working Group but on an 'exception' basis rather than the regularity of such meetings, as suggested.

5 SUMMARY AND CONCLUSION

- 5.1 It will be important to be clear about the place of a Council Working Group within the existing arrangements set out within the Council's Constitution. The establishment of a Working Group to consider the development of a local health and social care plan has been agreed in exceptional circumstances in order to create a vehicle for engaging wider partners and neighbouring authorities on a matter of significant importance to the Borough and surrounding areas. There is clear need to ensure such Working Groups are sufficiently supported and resourced. Council resources are finite and ever decreasing. It will therefore be important to avoid duplicating the work of policy committees or council engagement forums and partnership boards.
- 5.2 It is open for Members to convene a 'Working Group' at its entire discretion. As the Council operates a formal committee system the use of such Working Groups should be on an exception basis and should only be required if there is another part of the current constitutional arrangements which is not operating effectively. The Constitution, as identified above, provides a range of avenues and options for Elected Member and public participation in policy development.
- 5.3 As part of development of this report I have consulted with the Head of Paid Service. It is our view that if Council determines to establish a standing Working Group of Council on an ongoing basis in addition to the existing arrangements within the Council Constitution there will be resource implications involved. At this stage these have not been fully explored and therefore costed.
- 5.4 The proposal is innovative, but there is the danger that it might serve to replicate or even displace the established governance of the Council, but also have resource implications which ultimately may not serve the Council well. I therefore, along with the Chief Executive Officer, also have reservations as to whether the Council has the overall capacity to deal with such a series of meetings outside of its established committee system.
- 5.5 Consequently should Elected Members determine to implement a Council Working Group a further report will be required to determine the resource implications and agree 'Terms of Reference' for such a group (including the associated support arrangements).

6 RECOMMENDATION

- 6.1 For Council to consider the contents of this report and determine how they would wish to proceed.

COUNCIL

6 August 2015



Report of: FINANCE AND POLICY COMMITTEE

Subject: YOUTH JUSTICE STRATEGIC PLAN 2015-2016

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to present the Council with the Youth Justice Strategic Plan for 2015-2016 (**Appendix 1**) prior to the Plan being submitted to the National Youth Justice Board.

2. BACKGROUND

- 2.1 The national Youth Justice System primarily exists to ensure that children and young people between the age of 10 and 17 do not engage in offending or re-offending behaviour and to ensure that where a young person is arrested and charged with a criminal offence, they are dealt with differently to adult offenders to reflect their particular welfare needs as children.
- 2.2 Local Youth Offending Services were established under the Crime and Disorder Act 1998 to develop, deliver, commission and coordinate the provision of youth justice services within each Local Authority.
- 2.3 Hartlepool Youth Offending Service was established in April 2000 and is responsible for youth justice services locally. It is a multi-agency service and is made up of representatives from the Council's Children's Services, Police, Probation, Health, Education, Community Safety and the voluntary/community sector.
- 2.4 The primary functions of Youth Offending Services are detailed in the Plan at page 5 (see **Appendix 1**). The primary objectives of Youth Offending Services are to prevent offending and re-offending by children and young people and reduce the use of custody.
- 2.5 There is a statutory requirement for all Youth Offending Services to annually prepare, as part of the local business planning cycle, a local Youth Justice Plan for submission to the national Youth Justice Board.

- 2.6 The annual Youth Justice Plan provides an overview of how the Youth Offending Service, the Youth Offending Service Strategic Management Board and wider partnership will ensure that the service has sufficient resources and infrastructure to deliver youth justice services in its area in line with the requirements of the *National Standards for Youth Justice Services* to:

- promote performance improvement;
- shape youth justice system improvement;
- improve outcomes for young people, victims and the broader community.

3. PLANNING AND CONSULTATION

- 3.1 The planning framework to support the development of the 2015-2016 Youth Justice Strategic Plan has drawn upon the appraisal of the Youth Justice Boards Regional Partnership Manager, the local Youth Offending Service Strategic Management Board alongside the views and opinions of service users, staff and key partners.
- 3.2 Alongside the above, the development of the plan has incorporated recommendations from the Safer Hartlepool Partnership and the Audit and Governance Committee and acknowledges the role of the Youth Offending Service in taking forward the priorities of the Cleveland Police and Crime Commissioner.
- 3.3 A review of progress made against last year's plan highlights that the service has made progress across the majority of the year's priorities; but there remain key areas for improvement that will need to be driven forward in the coming year (see page 8 **Appendix 1**).

Youth Crime

- 3.4 The local youth justice partnership has been particularly effective in reducing the numbers of young people entering the youth justice system for the first time; but there remains a need to drive down incidents of re-offending by young people who have previously offended through a combination of robust interventions designed to reduce risk, restore relationships and promote whole family engagement.
- 3.5 Whilst crime rates in Hartlepool have fallen, the likelihood of being a victim of crime still remains a reality, especially in our most vulnerable and disadvantaged communities and there remains a need to continue to invest in the delivery of restorative approaches to give victims of crime a voice, choice, control and satisfaction in the criminal justice system.

Meeting National Standards

3.6 Self audit activity (verified by the national Youth Justice Board) in 2014-2015 indicates that Hartlepool YOS is meeting national standards relating to:

- Assessment for interventions and reports
- Planning and delivering interventions in custody and resettlement into the community (including Civil Detention Orders).

And is meeting national standards with recommendations for improvements identified relating to:

- Planning and delivering interventions in the community

Service User Feedback

3.7 During 2014-2015 nineteen young people who were subject to statutory court orders participated in an eSurvey questionnaire to determine what they thought about the services they had received from Hartlepool Youth Offending Service and whether they had been effective in terms of reducing their likelihood of re-offending and securing the help that they may have needed.

3.8 In the main the service users were positive about the services they had received from the Youth Offending Service with 53% of respondents reporting that they thought the service provided was very good and a further 42% reporting that it was good most of the time.

3.9 Alongside this 79% of respondents reported that they are a lot less likely to offend as a result of the work they have undertaken with the Youth Offending Service.

3.10 Beyond this the survey has identified areas for further exploration and potential improvement relating to how the service can improve the way it responds to children with learning difficulties or have difficulties explaining themselves.

Risks to Service Delivery and Performance

3.11 Planning has identified that the key risks that have the capacity to have an adverse impact on the Youth Offending Service in the coming twelve months and potentially beyond are:

- The unpredictability associated with **secure remand episodes** and secure remand length has the potential to place significant financial pressure on the YOS and broader Local Authority

- The introduction of new powers and civil injunctions to respond to and tackle anti-social behaviour in the community within the **Anti-social Behaviour, Crime and Policing Bill**.
 - The introduction of a new national Youth Justice Assessment tool (**ASSETPlus**) has the potential to significantly disrupt service delivery
- 3.12 The plan identifies Control Measures to enable these risks to be managed to limit any potential adverse impact on service delivery and resources.

4. FINANCIAL CONSIDERATIONS

- 4.1 Funding from the national Youth Justice Board for 2015-2016 Good Practice Grant has reduced by 7.6%, Restorative Development by over 81% and Unpaid Work Order Grant funding by 6%. Alongside this funding from partner organisations has now ceased and the Police and Crime Commissioners contribution has reduced by 22.5%. As a consequence the overall budget for the Youth Offending Service will be 5.7% less than 2014-2015 which will be managed in year through the use of reserves whilst options to bring service delivery in line with the reduced overall budget are considered in preparation for 2016-2017.

5. LEGAL CONSIDERATIONS

- 5.1 There remains a statutory requirement as stipulated within the 1998 Crime and Disorder Act for all Youth Offending Services to annually prepare, as part of the local business planning cycle, a local Youth Justice Plan for submission to the national Youth Justice Board.

6. PROPOSALS

- 6.1 Based upon the findings from the Strategic Assessment, it is proposed that the Youth Offending Service and broader youth justice Partnership focuses on the following key strategic objectives during 2015-16:
- **Early Intervention and Prevention** sustain the reduction of first time entrants to the youth justice system by ensuring that there remain strategies and services in place locally to prevent children and young people from becoming involved in crime and anti-social behaviour;
 - **Re-offending** Reducing further offending by young people who have committed crime with a particular emphasis on the development of activities to address the offending behaviour of young women;
 - **Remand and Custody** – Demonstrate that there are robust alternatives in place to support reductions in the use of remands to custody whilst awaiting trial/sentencing;

- **Risk and Vulnerability** – ensure all children and young people entering or at risk of entering the youth justice system benefit from a structured needs assessment to identify risk and vulnerability to inform effective intervention and risk management;
- **Restorative Justice** – ensure all victims of youth crime have the opportunity to participate in restorative justice approaches and restorative justice is central to work undertaken with young people who offend;
- **Maintain Standards** – Ensure that work is undertaken to a high standard and improvement activities are identified through undertaking a self inspection and reviewing service user feedback;
- **Think Family** – Embedding a whole family approach and improving our understanding of the difficulties faced by all members of the family and how this can contribute to anti-social and offending behaviour;
- **Effective Governance** – Ensuring the Youth Offending Strategic Management Board continues to be a well constituted, committed and knowledgeable Board which scrutinises Youth Offending Service performance.

6.2 The local Youth Justice Strategic Plan for 2014 – 2015 will establishes responsibility across the Youth Offending Service and the Youth Offending Strategic Board for taking each improvement activity forward within agreed timescales.

7. RECOMMENDATIONS

7.1 The Council is requested to note the progress made against the local Youth Justice Plan (2014-2015) and ratify the 2015-2016 plan prior to the plan being submitted to the National Youth Justice Board.

7. REASONS FOR RECOMMENDATIONS

7.1 The development of the Youth Justice plan for 2015-2016 will provide the Youth Offending Service with a clear steer to bring about further reductions in youth offending and contribute to improving outcomes for children, young people and their families alongside the broader community.

7.2 The local Youth Justice Strategic Plan for 2015–2016 will establish responsibility across the Youth Offending Service and the Youth Offending Strategic Board for taking each improvement activity forward within agreed timescales.

8. BACKGROUND PAPERS

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

The Youth Justice Boards: Youth Justice Performance Improvement Framework (Guidance for Youth Justice Board English Regions available at: <http://www.justice.gov.uk>)

9. CONTACT OFFICER

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Hartlepool Youth Justice Strategic Plan 2015 - 2016

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1 FOREWARD

Welcome to the 2015 - 2016 Hartlepool Youth Justice Strategic Plan. This plan sets out our ambitions and priorities for Hartlepool Youth Offending Service and the broader local Youth Justice Partnership for the coming year.

Hartlepool's Community Strategy 2008-20 establishes a vision for the town:

"Hartlepool will be an ambitious, healthy, respectful, inclusive, thriving and outward looking community, in an attractive and safe environment, where everyone is able to realise their potential".

The Youth Offending Service and broader partnership has a key role in contributing to this vision by building upon our historical delivery of high quality, effective and safe youth justice services that prevent crime and the fear of crime, whilst ensuring that young people who do offend are identified, managed and supported appropriately and without delay.

In recent years Hartlepool has witnessed a significant reduction in youth crime. The local youth justice partnership has been particularly effective in reducing the numbers of young people entering the youth justice system for the first time; but there remains a need to drive down incidents of re-offending by young people who have previously offended through a combination of robust interventions designed to reduce risk, restore relationships and promote whole family engagement.

This plan builds upon our progress to date whilst acknowledging that the enduring economic climate, welfare reform and the introduction of new legislation and reforms relating to how we respond to children, young people, families and communities will

inevitably present new challenges in the coming year.

Despite these challenges I am confident that Hartlepool Youth Offending Service and the broader Youth Justice Partnership will continue to help make Hartlepool a safer place to live, work, learn and play.

As always, the Strategic Management Board is extremely grateful for the skill and dedication of our employees in supporting young people who offend or are at risk of becoming involved in offending in Hartlepool.

On behalf of the Youth Offending Service Strategic Management Board I am pleased to endorse the Youth Justice Strategic Plan for 2015 -2016.

Signature

A handwritten signature in black ink, appearing to read 'L Beeston', written in a cursive style.

Lynn Beeston Youth Offending Service Strategic Management Board Chair

2 INTRODUCTION

The National Youth Justice System primarily exists to ensure that children and young people between the age of 10 and 17 who are arrested and charged with a criminal offence are dealt with differently to adult offenders to reflect their particular welfare needs.

In summary, children and young people who offend are:

- Dealt with by youth courts
- Given different sentences in comparison to adults
- And when necessary, detained in special secure centre's for young people as opposed to adult prisons.

It is the responsibility of the Local Authority and statutory partners to secure and coordinate local youth justice services for all of those young people in the Local Authority area who come into contact with the Youth Justice System as a result of their offending behaviour through the establishment and funding of **Youth Offending Services**.

The primary functions of Youth Offending Services are to prevent offending and re-offending by children and young people and reduce the use of custody.

Hartlepool Youth Offending Service was established in April 2000 and is responsible for the delivery of youth justice services locally. It is a multi-agency service and is made up of representatives from the Council's Children's Services, Police, Probation, Health, Education, Community Safety and the local voluntary/community sector and seeks to ensure that:

- All children and young people entering the youth justice system benefit from a structured needs assessment to identify risk and protective factors associated with offending behaviour to inform effective intervention.
- Courts and youth offender panels are provided with high quality reports that enable sentencers to make informed decisions regarding sentencing.
- Court orders are managed in such a way that they support the primary aim of the youth justice system, which is to prevent offending, and that they have regard to the welfare of the child or young person.
- Services provided to courts are of a high quality and that magistrates and the judiciary have confidence in the supervision of children and young people who are subject to orders.
- Comprehensive bail and remand management services are in place locally for children and young person's remanded or committed on bail while awaiting trial or sentence.
- The needs and risks of young people sentenced to custodial orders (including long-term custodial orders) are addressed effectively to enable effective resettlement and management of risk.
- those receiving youth justice services are treated fairly regardless of race, language, gender, religion, sexual orientation, disability or any other factor, and actions are put in place to address unfairness where it is identified

Beyond the above, the remit of the service has widened significantly in recent years due to both national and local developments relating to prevention, diversion and restorative justice and there is a now requirement to ensure that:

- Strategies and services are in place locally to prevent children and young people from becoming involved in crime or anti-social behaviour.
- Assistance is provided to the Police when determining whether Cautions should be given.
- Out-of-court disposals deliver targeted interventions for those at risk of further offending.
- Restorative justice approaches are used, where appropriate, with victims of crime and that restorative justice is central to work undertaken with young people who offend.

The Hartlepool Youth Justice Plan for 2015-2016 seeks to establish how youth justice services will be delivered, funded and governed in response to both local need and the changing landscape and how the Hartlepool Youth Offending Service will work in partnership to prevent offending and re-offending by Children & Young People and reduce the use of custody.

3 2014-2015 PERFORMANCE

A review of progress made against last year's plan highlights that the service has made progress across the majority of the year's priorities; but there remains key areas for improvement that will need to be driven forward in the coming year:

2014-2015 Priority	Comments
Early Intervention and Prevention – sustain the reduction of first time entrants to the youth justice system by ensuring that their remain strategies and services in place locally to prevent children and young people from becoming involved in crime and anti-social behaviour	<p>(Green) The number of first time entrants into the Youth Justice System reduced from 52 in 2013 -2014 to 38 in 2014 - 2015 which represents further significant progress.</p> <p>Partnership arrangements with Cleveland Police remain effective in relation to the diversion of young people from the Youth Justice System through the delivery of pre-court disposals.</p>
Re-offending - reduce further offending by young people who have committed crime	<p>(Amber) The way this performance indicator is measured has been changed nationally which has made direct comparisons with historical performance difficult.</p> <p>Data suggests that the number of young people going on to re-offend is reducing quarter by quarter but that the rate of re-offending in terms of the number of offences per re-offender has increased.</p>

<p>Remand and Custody – demonstrate that there are robust and comprehensive alternatives in place to support reductions in the use of remands and custody.</p>	<p>(Amber) The number of remand episodes has decreased from 10 in 2013-2014 to 5 in 2014-2015.</p> <p>The number of custodial sentences has increased from 1 in 2013-2014 to 4 in 2014-2015.</p> <p>The number of breaches of Bail conditions and community based orders has decreased from 70 in 2013-2014 to 45 in 2014-2015.</p>
<p>Restorative Justice – ensure all victims of youth crime have the opportunity to participate in restorative justice approaches and restorative justice is central to work undertaken with young people who offend.</p>	<p>(Amber) All victims of youth crime continue to be provided with the opportunity to participate in restorative justice approaches and restorative justice remains central to work undertaken with young people who offend.</p> <p>63% of contactable victims in 2014-2015 chose to engage in a restorative process in comparison to 76% in 2013-2014.</p> <p>The numbers of victims opting to participate in direct restorative processes is low and will need to be explored further in the coming year.</p>

<p>Risk and Vulnerability – ensure all children and young people entering or at risk of entering the youth justice system benefit from a structured needs assessment to identify risk and vulnerability to inform effective intervention and risk management.</p>	<p>(Green) Risk and vulnerability arrangements continue to benefit from regular audit activity to ensure that all young people entering or at risk of entering the youth justice system benefit from a structured needs assessment to identify risk and vulnerability to inform effective intervention and risk management.</p>
<p>Think Family – embed a whole family approach to better understand the true impact of families in our communities and improve our understanding of the difficulties faced by all members of the family and how this can contribute to anti-social and offending behaviour.</p>	<p>Whilst significant progress has been made in relation to this priority, systems and practice are not yet embedded and the service will need to ensure that it remains fully involved in local ‘Troubled Families’ developments in the coming year as services are reorganised.</p>
<p>Maintain Standards – work undertaken by the YOS remains effective and achieves individual, team, service, community and national aims and objectives.</p>	<p>(Green) Self audit (verified by the national Youth Justice Board) in 2013-2014 indicates that Hartlepool YOS is meeting national standards relating to:</p> <ul style="list-style-type: none"> • Assessment for interventions and reports • Planning and delivering interventions in custody and resettlement into the community (including Civil Detention Orders). <p>And is meeting national standards with recommendations for improvements identified relating to:</p> <ul style="list-style-type: none"> • Planning and delivering interventions in the community

<p>Effective Governance – ensure that the Youth Offending Strategic Management Board remains a well constituted, committed and knowledgeable Board which scrutinises Youth Offending Service performance.</p>	<p>(Green) The Youth Offending Strategic Management Board continues to be a well constituted, committed and knowledgeable Board which scrutinises Youth Offending Service performance.</p> <p>It is prudent that the board’s membership is reviewed to reflect the reorganisation activities that have and are taking place internally and across partner organisations.</p>
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4 STRATEGIC NEEDS ANALYSIS

Most young people in Hartlepool make the transition to adulthood successfully through a combination of supportive families, good schools, colleges and training providers and access to opportunities for personal and social development outside the classroom along with the vision and belief that they can succeed.

Whilst many young people make mistakes along the way and do things they should not do, or wish they had not done, most are able to get back on track quickly with little harm done.

But whilst many young people in Hartlepool are thriving, evidence is clear that it is young people from deprived and disadvantaged backgrounds and communities who lack many of the protective factors above, who are disproportionately at greater risk of involvement in anti-social and offending behaviour and poorer outcomes generally.

Despite significant regeneration over the past twenty years the Index of Multiple Deprivation (2010) indicates that Hartlepool is ranked as the 24th most deprived out of England's 354 Local Authority districts. Deprivation covers a broad range of potentially life limiting issues and refers to unmet needs caused by the interplay of a number of local factors that impact upon families living conditions such as:

- Low Income;
- Exclusion from the labour market;

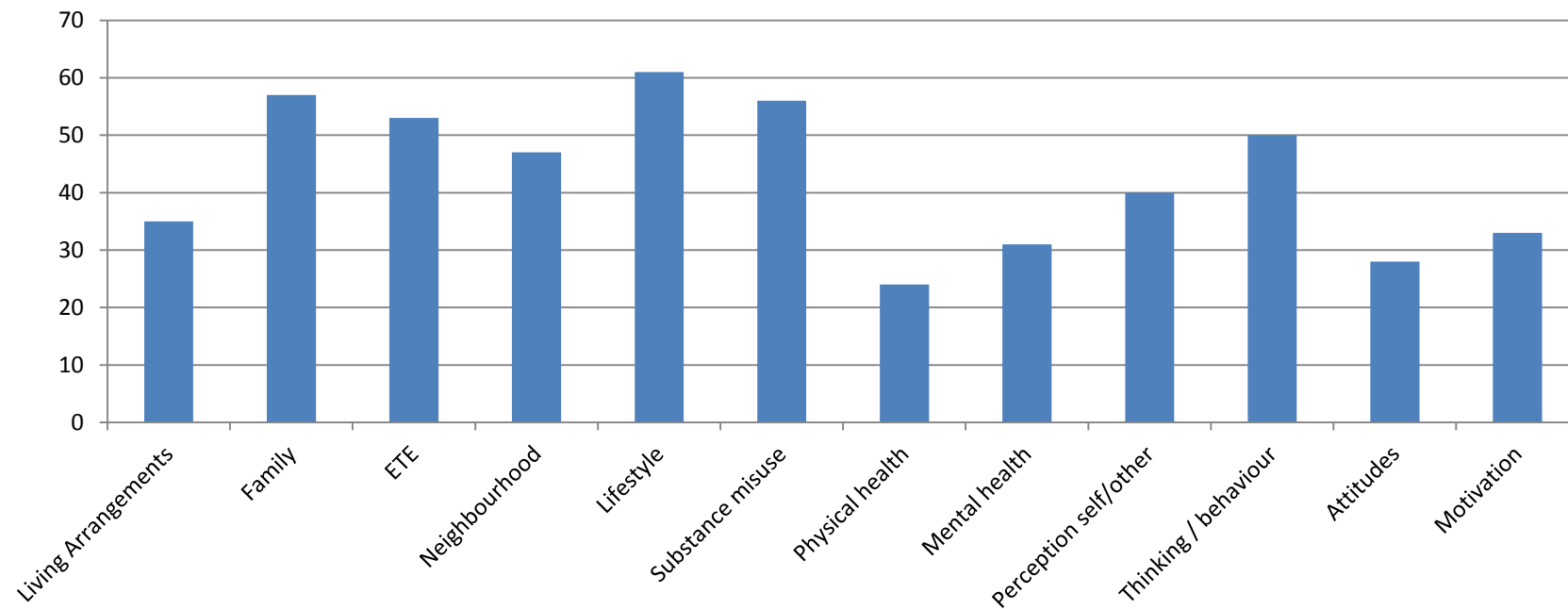
- Impairment of quality of life by poor physical and mental health and disability;
- Educational underachievement, barriers to progression and a shortage of skills and qualifications amongst adults;
- Barriers to accessing key local services and affordable housing;
- Low quality of individuals' immediate surroundings both within and outside the home; and
- A prevalence of violent crime, burglary, theft and criminal damage in an area

Local analysis of need and outcomes highlights that, whilst there are families who are more resilient to deprivation, the interplay of the above factors clearly places families who are contending with deprivation at a disadvantage. This can significantly limit the opportunities and outcomes for their children which, in time, will tend to perpetuate a cycle of deprivation and disadvantage due to diminished life chances.

A more detailed analysis of the broader circumstances/factors of families whose children are experiencing difficulties indicates that parenting, parental substance misuse and/or mental health, housing and home conditions, employment issues and domestic violence are often the main factors linked to the prevalence of poor outcomes in local children and young people. It is often the complex interplay of each of these factors that makes problems in some households insurmountable and places the children at significant risk of involvement in anti-social and offending behaviour.

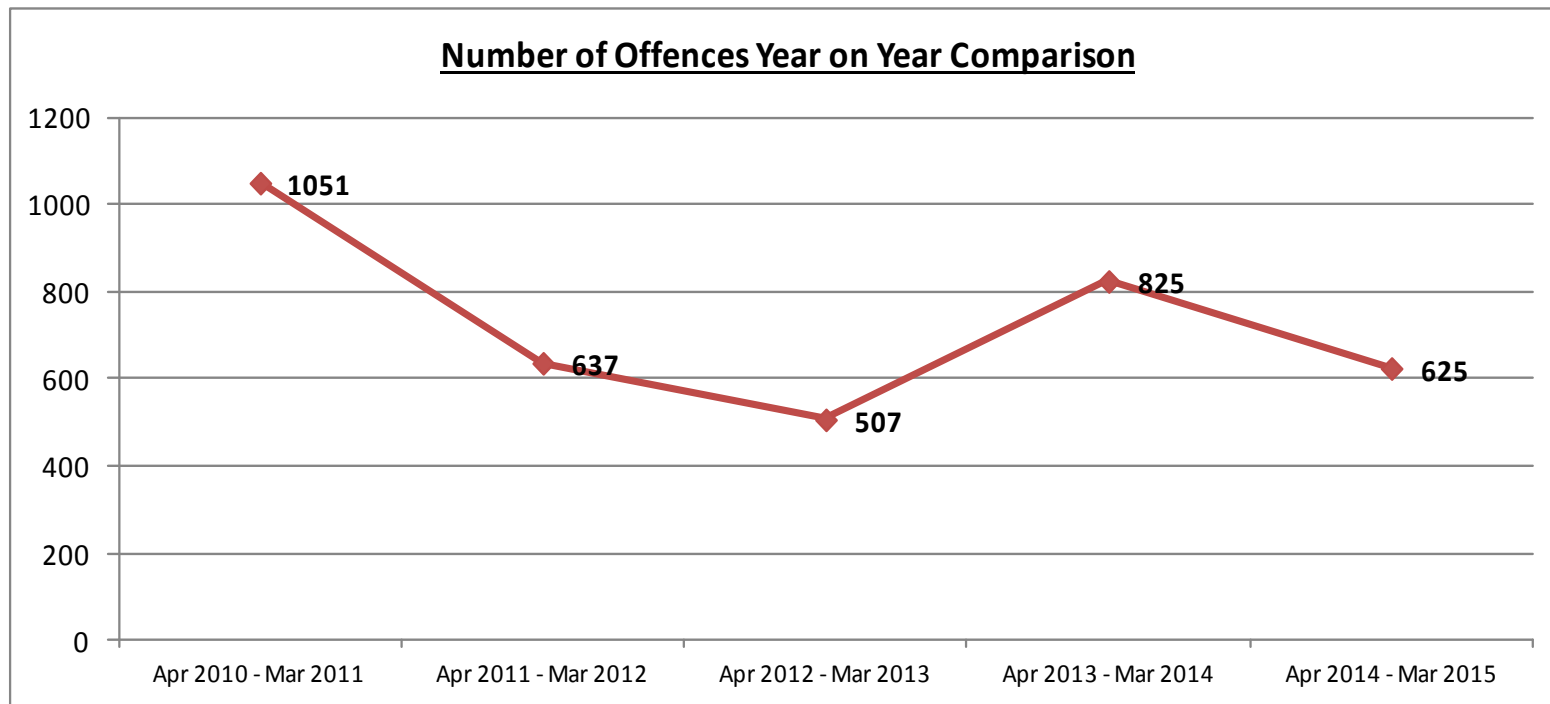
An annual local analysis (see below) of the factors that contribute to young people's offending behaviour highlights that the most prevalent factors are often a combination of the young person's family circumstances, their lifestyle, their misuse of substances and a lack of engagement with education and/or further learning all of which shapes thinking and behaviour.

FACTORS THAT CONTRIBUTE TO LOCAL YOUNG PEOPLE'S OFFENDING BEHAVIOUR



Young Offenders

In spite of the adversities that significant numbers of young people, families and communities contend with in Hartlepool the local Youth Justice Partnership has had significant success in recent years in terms of preventing and reducing youth offending behaviour.



Offence Category - Year on Year Comparisons

OFFENCE CATEGORY	Apr 2010 - Mar 2011	Apr 2011 - Mar 2012	Apr 2012 - Mar 2013	Apr 2013 - Mar 2014	Apr 2014 - Mar 2015	Actual Change 2013/14 Vs 2014/15
Arson	7	0	0	5	7	2
Breach of Bail	26	26	10	21	13	-8
Breach of Conditional Discharge	14	14	12	9	2	-7
Breach of Statutory Order	67	65	27	49	33	-16
Criminal Damage	144	121	77	139	96	-43
Domestic Burglary	39	10	15	26	28	2
Drugs	30	19	20	30	17	-13
Fraud and Forgery	6	4	0	0	1	1
Motoring Offences	39	13	22	46	29	-17
Non Domestic Burglary	26	11	9	14	21	7
Other	41	10	18	33	19	-14
Public Order	189	92	69	94	58	-36
Racially Aggravated	5	5	1	12	6	-6
Robbery	7	3	0	5	4	-1
Sexual Offences	8	2	11	20	9	-11
Theft and Handling Stolen Goods	221	111	114	133	120	-13
Vehicle Theft / Unauthorised Taking	26	5	9	29	18	-11
Violence Against the Person	156	126	93	160	144	-16
TOTAL	1051	637	507	825	625	-200

It is notable that there have been significant reductions in:

- Criminal Damage
- Public Order offences
- Breach of Bail
- Breaches of Statutory Orders

Given the recent decision to transfer Youth Court listings to Teesside Magistrates it was anticipated that there would be an increase in Breach of Bail as young people and their broader families struggle to undertake the journey from Hartlepool to Teesside. Figures suggest that this decision has not had the anticipated impact which can be attributed to the broader reductions in overall court appearances and the services efforts to secure transport for young people and families who have barriers to accessing transport.

Anti-social behaviour relating to young people continues to follow a strong seasonal trend with incidents and complaints often related to alcohol reaching their peak during the summer months.

Community perception results from the recent Household Survey indicate that from a town wide perspective the fear of crime and anti-social behaviour related issues have generally improved, however it is noted that these results do vary across wards with perceptions in our most disadvantaged communities remaining high.

Youth crime continues to be concentrated in our most disadvantaged and vulnerable communities, co-existing with high levels of anti-social behaviour, health inequalities, unemployment and poor housing all of which place a significant demand on partner

resources. People living in deprived areas experience significantly higher levels of crime and disorder; therefore they are at greater risk of victimisation and for this reason remain vulnerable.

Prevention and Diversion

Research consistently highlights that children and young people who are exposed to multiple risks and disadvantage are more likely to become involved in crime and anti-social behaviour. Similarly, children and young people who engage in anti-social behaviour at an early age are more likely to become serious persistent offenders.

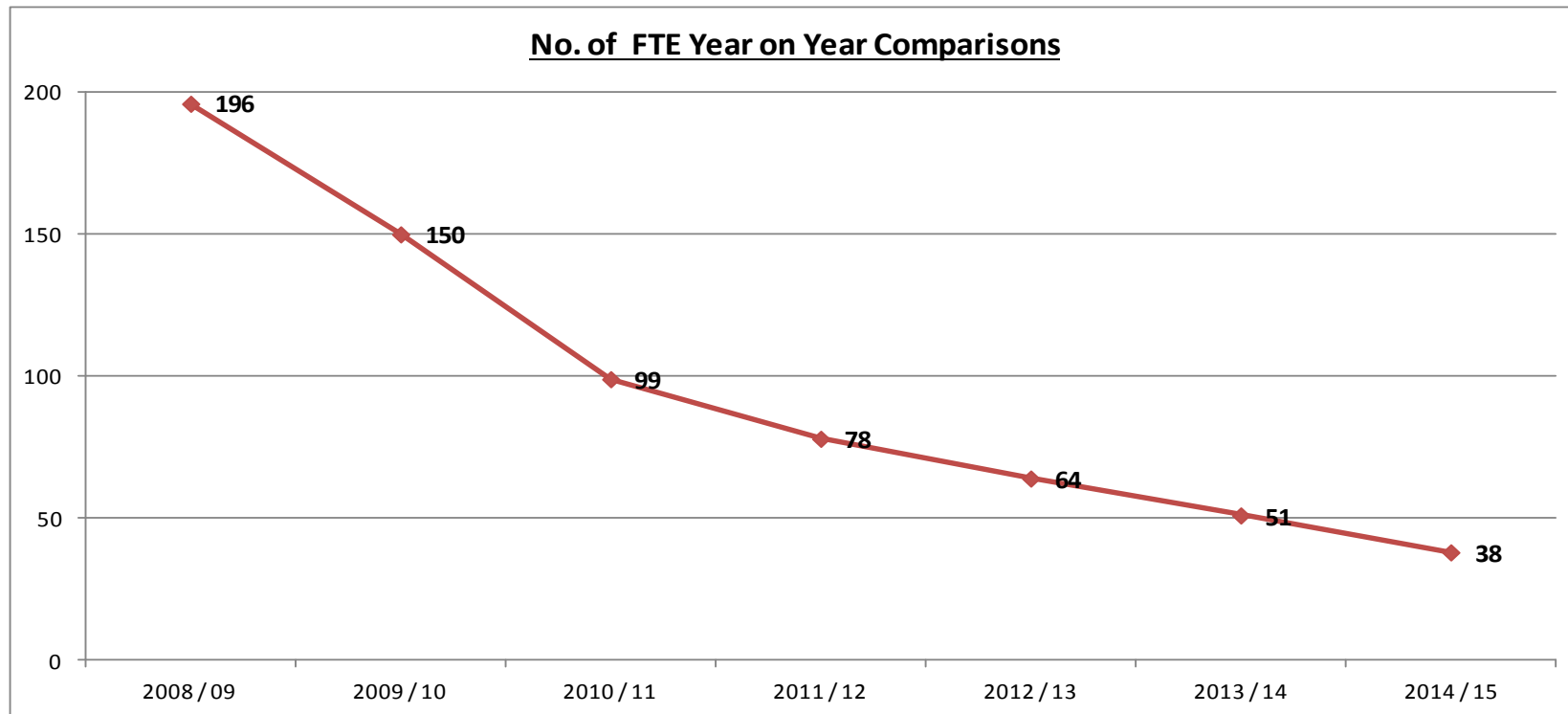
In addition to this, research highlights that young people involved in offending behaviour are more likely to experience significant difficulties during adulthood in relation to housing, health, relationships, substance misuse and employment.

Youth crime prevention and diversion is based on the premise that it is possible to change the life-course trajectories of young people by reducing risk factors that may lead to offending behaviour and building on protective factors that might help prevent offending.

It marks a concerted shift away from reactive spending towards early action and intervention through a range of programmes for young people who are deemed to be at risk of offending, which can result in better outcomes and greater value for money.

In recent years, Hartlepool Youth Offending Service and the broader youth justice partnership have placed a significant emphasis on the prevention of young people's involvement in crime and anti-social behaviour and this has had a notable impact upon the numbers of young people entering the Youth Justice System.

For young people whose behaviour has become more problematic robust out of court interventions have proven to be highly successful in diverting young people away from further involvement in crime and anti-social behaviour through the use of interventions that whilst impressing upon the young people the seriousness and potentially damaging effect of their actions, do not criminalise the young people in the way that statutory court orders inevitably do.



Re-Offending

On top of the continuing reductions in the numbers of young people entering the youth justice system for the first time, we are now starting to see a reduction in the numbers of young people going onto re-offend. However, the rate of reoffending by those young people who have previously offended remains high and this will need to be addressed in the coming year.

COHORT DATE	No. Of Young People Offending	No. Reoffending	No of Offences	% Reoffending	Reoffending Rate (No. Offences / No. Young People Re-Offending)
Oct 2011 to Sep 2012 (COHORT D)	162	74	276	45.7%	3.7
Jan 2012 to Dec 2012 (COHORT A)	145	75	310	51.7%	4.1
Apr 2012 to Mar 2013 (COHORT B)	155	76	320	49.0%	4.2
Jul 2012 to Jun 2013 (COHORT C)	146	72	321	49.3%	4.5
Oct 2012 to Sep 2013 (COHORT D)	149	73	265	49.0%	3.6
Jan 2013 to Dec 2013 (COHORT A)	144	67	218	46.5%	3.3
Apr 2013 to Mar 2014 (COHORT B)	113	53	190	46.9%	3.6

(The **new** reoffending measure uses a 12 month cohort which is 'tracked' for a 12 month period. A new cohort starts every 3 months (4 Cohorts per year A/B/C/D), i.e. April 2013 to Mar 2014 cohort are tracked until end of Mar 2015)

Further exploration highlights that were a young person offends for the first time in Hartlepool 53% do not go on to re-offend. Analysis highlights that the service is dealing with a small number of persistent offenders (see below) who repeat offend; often in

line with broader lifestyle choices relating to substance misuse and the need to generate income to maintain substance misuse levels.

Numbers of Re-Offences (2014-2015)

	Girls	Boys
1 Offence	38	141
2 Offences	12	39
3 Offences	4	21
4 Offences	4	13
5 Offences	1	9
6 Offences	0	6
7 Offences	0	5
8 Offences	0	1
9 Offences	0	2
10 Offences	0	1
13 Offences	2	2
14 Offences	0	1
15 Offences	0	2
16 Offences	0	2
23 Offences	0	1
26 Offences	0	1

This cohort of persistent young offenders are predominantly young men who are aged between 15 and 17 and who reside within Hartlepool's most deprived neighbourhoods.

These young people are often the most socially excluded and often have complex and deep rooted health and social problems such as:

- Higher than average mental health needs
- Higher levels of drug and alcohol use than for the general population and in particular 'heavy cannabis use'
- Low educational attachment, attendance and attainment
- Having family members or friends who offend
- Higher than average levels of loss, bereavement, abuse and violence experienced within the family
- A history of family disruption

Working in partnership with the local 'Think Families – Think Communities' initiative will be key to supporting a greater understanding these underlying issues and addressing them in a holistic and co-ordinated way to provide “pathways out of offending”, reduce crime and break the cycle of offending behaviour across generations.

Victims of Youth Crime

Whilst crime rates in Hartlepool have fallen, the likelihood of being a victim of crime still remains a reality, especially in our most vulnerable and disadvantaged communities. The Youth Offending Service and broader Youth Justice Partnership are working hard to reduce the numbers of victims of crime, including the successful use of restorative justice to achieve this objective. Restorative justice provides opportunities for those directly affected by an offence – victim, offender and members of the community – to communicate and agree how to deal with the offence and its consequences.

Restorative justice is an important underlying principle of all disposals for young offenders from Cautions to Youth Rehabilitation Orders. Whilst restorative processes typically result in practical reparation, for example participating in a task that benefits the community, the communication between victim and offender as part of this process can also produce powerful emotional responses leading to mutual satisfaction and socially inclusive outcomes.

Beyond this victims of crime are helped to access appropriate support pathways that enable them to move on from the impact of crime. A personalised approach is taken to ensure that victims of crime in Hartlepool are placed at the centre. This includes ensuring that individual needs and wishes are fully taken into account. As a result we aim to visit all victims of crime so they are able to access pathways to support, including the option to participate in restorative justice.

Within the Youth Offending Service, restorative justice has been provided for a number of years by The Children's Society, a national charity which has a history of providing and developing restorative justice services at a national level.

Analysis of Restorative Justice interventions highlights that victims are in the main opting not to engage in direct restorative

activities. Work is underway to explore this further with the Children's Society to establish whether any barriers exist for victims of youth crime and whether remedial activity needs to be undertaken given that participation in direct restorative activities can often have the biggest impact upon victim satisfaction levels and impact upon the young person's future desistance from crime.

	2014-15			
Court Disposals	Qtr 1	Qtr 2	Qtr 3	Qtr4
No. Of cases Sentenced following a Court- ordered adjournment or deferred sentence to allow delivery of a restorative process	14	16	7	7
No. Of Identified victims of the offences leading to the disposal	5	16	8	11
No. Of 'Direct' restorative process that victims participated in	1	1	0	1
No. Of 'Indirect' restorative processes victims participated in	1	13	5	3

Out of Court Disposals				
No. Of Pre-Court disposals given in the period and Courts disposal closing in the period	3	3	12	9
No. Of identified victims of the offences leading to the disposal	3	4	8	0
No. Of victims offered the opportunity to participate in the restorative process	3	4	6	0
Number of 'Direct' restorative processes that the victims participated in	0	0	0	0
Number of 'Indirect' restorative process that the victims participated in	3	1	6	0

Quality of Services

The National Standards for Youth Justice Services are set by the Secretary of State for Justice on advice from the Youth Justice Board for England and Wales (YJB). The standards apply to those organisations providing statutory youth justice services.

Self audit activity (verified by the national Youth Justice Board) in 2013-2014 indicates that Hartlepool YOS is meeting national standards relating to:

- Assessment for interventions and reports
- Planning and delivering interventions in custody and resettlement into the community (including Civil Detention Orders).

And is meeting national standards with recommendations for improvements identified relating to:

- Planning and delivering interventions in the community

The Youth Offending Service Strategic Management Board has identified that the service would benefit from a self inspection in the coming year to ensure that the service maintains its compliance with the National Standards and any areas for improvement can be identified and swiftly addressed.

Service User Feedback

During 2014-2015 nineteen young people who were subject to statutory court orders participated in an eSurvey questionnaire to determine what they thought about the services they had received from Hartlepool Youth Offending Service and whether they had been effective in terms of reducing their likelihood of re-offending and securing the help that they may have needed.

In the main the service users were positive about the services they had received from the Youth Offending Service with 53% of respondents reporting that they thought the service provided was very good and a further 42% reporting that it was good most of the time.

Alongside this 79% of respondents reported that they are a lot less likely to offend as a result of the work they have undertaken with the Youth Offending Service.

Beyond this the survey has identified areas for further exploration and potential improvement. From a total of nineteen young people two of these stated that they had never been asked to explain why they had offended by a member of the service. Following on from this two young people also stated that they were never asked to explain what would help them stop offending.

When asked if there were things that made it harder for service users to take full part in the sessions with the service two young people said there were things that made it harder to take part. Barriers to taking apart were identified as follows:

- Learning needs (1)
- Young people finding it difficult to explain things(1)
- A disability (1)
- Where they lived (relating to transport) (1)

When the young people were asked if things had got better for them in school, college or in getting a job with five participants reported that things had not got better. In relation to substance use two out of nineteen young people acknowledged they needed help to cut down their drug use but that they didn't get enough help with this, with two young people also stating that things had not got any better for them.

A similar response was given in relation to alcohol use with one young person answering that they didn't get enough help, and one young person stating that things had not got any better for them.

When asked about their health one young person stated they didn't get enough help in terms of improving their health or things about their body and two young people answered that their health hadn't got any better whilst being supervised by the service.

In relation to young people dealing with strange and upsetting thoughts one out of the nineteen stated they didn't get enough help with this and three young people stating that things hadn't got any better since whilst being supervised by the service. One young person answered that they did not get enough help with money problems and getting out or debt.

When asked the question if their work with the Youth Offending Service had made it less likely that they would offend four out of nineteen young people reported that it had made no difference.

These findings will be built into service development activities in the coming year with the same consultation exercise repeated throughout the year to determine progress in terms of service user experience.

5 RESOURCES AND VALUE FOR MONEY

Adequate resourcing and the appropriate use of resources underpin the ability of the Youth Offending Service to deliver high quality services. The Youth Offending Service budget is made up of a central grant from the Youth Justice Board and contributions from statutory partners (Health, Children's Services, Police and Probation).

Funding from the national Youth Justice Board for 2015-2016 Good Practice Grant has reduced by 7.6%, Restorative Development by over 81% and Unpaid Work Order Grant funding by 6%. In previous years Youth Offending received a £25,000 contribution from Public Health however this has now ceased and the Police and Crime Commissioners contribution has reduced by 22.5%. As a consequence it is anticipated at this stage that the overall budget for the Youth Offending Service will be 5.7% less than 2014-2015.

Organisation	Financial Contribution	In kind staffing contribution	Total
Youth Justice Board:- Good Practice Restorative Justice Unpd Wrk Order	£459,333 £2,000 £9,628		£470,961
HBC Children's Services	£406,446	£57,541 (Incl. Statutory Split)	£463,987
Cleveland Police	£40,000 (Police and Crime Commissioner)	£45,000 (Police Officer)	£85,000
Durham Tees Valley Probation Trust	£11,711	£36,250 (Probation Officer)	£47,961
Hartlepool Clinical Commissioning Group	£0	£41,250 (Nurse)	£41,250
Totals	£929,118	£180,041	£1,109,159

6 STRUCTURE AND GOVERNANCE

Service Structure

The Youth Offending Service deploys a staff team of thirty eight people, which includes four seconded staff, four commissioned staff and eight sessional workers (**see Appendix 1**). The service also benefits from a team of thirteen active volunteers who sit as Referral Order Panel members. All staff and volunteers are subject to Disclosure and Barring Service (DBS) checks which are renewed every three years.

The service has undergone significant service remodelling in response to emerging priorities and areas of need. Historically the service was organised into two discreet areas; Pre-court and Post-court provision. The service now operates a 'through court' model that places the majority of the services resources at the point of prevention and diversion to reflect the decreasing numbers of young people appearing before magistrates and the ongoing reductions in court orders.

It is envisaged that for those young people who go onto offend (in spite of preventative and diversionary interventions), the Youth Offending officer who will have established a relationship and rapport with the young person will be provided with the capacity to support the young person and their broader family through the court process, support any statutory interventions and then go on to provide aftercare with a view to reducing any further offending behaviour.

Governance

The Youth Offending Service is located within the Children's Services Division of Child and Adult Services. The Management Board is chaired by a local Police Area Commander and is made up of representatives from Child and Adult Services, Police, Probation, Health, Courts, Housing, Youth Support Services, Community Safety and the local Voluntary and Community Sector. Effective integrated strategic partnership working and clear oversight by the Management Board are critical to the success and effective delivery of youth justice services in Hartlepool.

The board is directly responsible for:

- Determining how appropriate youth justice services are to be provided and funded.
- Overseeing the formulation each year of a draft youth justice plan.
- Agreeing measurable objectives linked to key performance indicators as part of the youth justice plan.
- Ensuring delivery of the statutory aim to prevent offending by children and young people.
- Giving strategic direction to Youth Offending Service Manager and Youth Offending Service Team.
- Providing performance management of the prevention of youth crime and periodically report this to the Safer Hartlepool Executive Group.
- Promoting the key role played by the Youth Offending Service within local integrated offender management arrangements.

The Management Board is clear about the priority areas for improvement, and monitors the delivery of the Youth Justice Strategic Plan, performance and prevention work. It is well attended and receives comprehensive reports relating to performance, finance and specific areas of service delivery.

Members of the Board are knowledgeable, participate well in discussions and are members of other related boards, which contribute to effective partnership working at a strategic level. Board meetings are well structured and members are held accountable.

The membership of the Board is as follows:

Lynn Beeston Chair	Local Police Area Commander
Mark Smith	Head of Youth Support Services (incorporating YOS Manager functions)
Sally Robinson	Assistant Director - Prevention, Safeguarding & Specialist Services Hartlepool Borough Council
Mark Patten	Assistant Director – Performance and Achievement Hartlepool Borough Council
Julie Allan	Head of Cleveland NPS – National Probation Service (NE)
Sally Ivison	Senior Clinical Matron Children and Young People Service - Integrated Care
Claire Clark	Neighbourhood Manager Community Safety
Dave Wise	Chair of the West View Project (Voluntary/Community Sector representative).
Deborah Clark	Health Improvement Practitioner
Lynda Igoe	Principal Housing Officer Hartlepool Borough Council

Karen Turner	Hartlepool Magistrates
Jane Young	Business Unit Manager, Prevention, Safeguarding and Specialist Services
Ben Dickinson	Children's Society – Restorative Justice
Young People's Representative	Currently vacant

7 PARTNERSHIP ARRANGEMENTS

Hartlepool Youth Offending Service is a statutory partnership which includes, but also extends beyond, the direct delivery of youth justice services. In order to deliver youth justice outcomes it must be able to function effectively in both of the two key sectors within which it operates, namely:

- Criminal justice services.
- Services for children and young people and their families.

The Youth Offending Service contributes both to improving community safety and to safeguarding and promoting the welfare of children and in particular protecting them from significant harm. Working Together to Safeguard Children highlights the need for Youth Offending Services to work jointly with other agencies and professionals to ensure that young people are protected from harm and to ensure that outcomes for local children, young people and their families are improved.

Many of the young people involved with the Youth Offending Service are amongst the most vulnerable children in the borough and are at greatest risk of social exclusion. The Youth Offending Service's multi-agency approach ensures that it plays a significant role in meeting the safeguarding needs of these young people. This is achieved through the effective assessment and management of vulnerability and risk and through working in partnership with other services, for example Children's Social Care, Health and Education to ensure young people's wellbeing is promoted and they are protected from harm.

In order to generate effective outcomes for children and young people who offend or are at risk of offending the Youth Offending Service has in place effective partnership arrangements and is an important delivery partner for the Safer Hartlepool Partnership and the Children and Young Peoples Strategic Partnership. This close relationship is embedded in Hartlepool's 'Crime, Disorder, and Drugs Strategy' and 'Children and Young People's Plans'.

The Youth Offending Service Manager and nominated officers from within the Youth Offending Service are members of strategic boards relevant to young people who offend. For example representatives sit on the Criminal Justice Intervention Managers Partnership, 11-19 Strategic Board, Secondary Behaviour and Attendance Partnership, Parenting Strategy Board, Substance Misuse Steering Group, Pupil Referral Unit Management Board, Social Inclusion Strategy Group and Multi Agency Public Protection Arrangements (MAPPA). The Youth Offending Service is also represented on the Children's Strategic Partnership, Local Safeguarding Children Board, Health and Well-being Board and the Crime and Disorder Reduction Partnership.

8 RISKS TO FUTURE DELIVERY

The key risks that have the capacity to have an adverse impact on the Youth Offending Service in the coming twelve months and potentially beyond are detailed below:

Risks	Potential Impact	Control Measures
Secure Remand Costs	The unpredictability associated with remand episodes and remand length has the potential to place significant financial pressure on the YOS and broader Local Authority.	<p>It remains essential that the service can demonstrate to magistrates going forward that there are robust and comprehensive alternatives in place to support reductions in the use of remands and custody.</p> <p>Coordinated multi-agency responses to young people at risk of remand where safe and secure accommodation is the precipitating factor to be further developed.</p>

<p>The Anti-social Behaviour, Crime and Policing Bill - Introduction of new powers to respond to and tackle anti-social behaviour in the community</p>	<p>There is the potential for increases in the number of children being subject to civil injunctions, more breaches of orders and injunctions, and more children being sent to custody. Children with learning disabilities, communication difficulties, mental health problems and low literacy may have difficulty understanding what is expected of them, and what will happen if they fail to comply with civil injunctions.</p>	<p>Develop local protocol to ensure that multi-agency consultation is held in relation to any applications for Criminal Behaviour Orders.</p>
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<p>Introduction of ASSETPlus – National Youth Justice Assessment tool</p>	<p>There is the potential for significant service disruption as the staff teams and management information system transition from ASSET to ASSETplus</p>	<p>AssetPlus is scheduled to be adopted by Hartlepool in autumn 2015 and will benefit from being the third of three national trenches in terms of being able to learn from YOT's in the first two trenches re lessons learned.</p> <p>Nominate a local change lead who will take ownership for the local implementation of AssetPlus alongside the AssetPlus project team.</p> <p>Ensure that Hartlepool YOS remain involved in all planning activities to secure smooth transition to ASSET Plus.</p> <p>Prior to implementation:</p> <ul style="list-style-type: none"> • undertake Assessment and Planning Foundation training with staff • implement AssetPlus Early Practice Changes • hold introductory AssetPlus staff briefings
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9 STRATEGIC SUMMARY

In spite of the adversities that families and communities contend with in Hartlepool the local Youth Justice Partnership has had significant success in recent years in terms of preventing and reducing youth offending behaviour.

However, an emphasis on prevention and diversion needs to be maintained and in spite of recent reductions in re-offending, the rate of re-offending in Hartlepool continues to be an area of concern.

Evidence highlights that it is often the complex interplay of multiple deprivation factors and difficulties that makes problems in some households insurmountable and places the children at significant risk of involvement in anti-social and offending behaviour. As a result there is a need to place an even greater emphasis on whole family interventions to create “pathways out of offending”, reduce crime and break the cycle of offending behaviour across generations.

Whilst youth crime rates in Hartlepool have fallen, the likelihood of being a victim of crime still remains a reality, especially in our most vulnerable and disadvantaged communities and there remains a need to continue to invest in the delivery of restorative approaches to give victims of crime a voice, choice, control and satisfaction in the criminal justice system.

Alongside the above, there have been further policy developments at a national level alongside operational risks which the service will need to respond to and manage in the coming year.

The Youth Offending Service and broader Youth Justice Partnership will be proactive in addressing the above challenges to secure further reductions in offending and re-offending by young people.

Proposed Strategic Objectives and Priorities

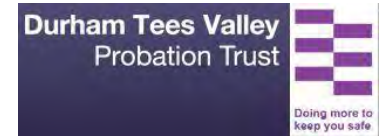
Based upon the findings from the Strategic Assessment, it is proposed that the Youth Offending Service and broader youth justice Partnership focuses on the following key strategic objectives during 2015 - 16:

YOUTH JUSTICE STRATEGIC PRIORITIES	
Re-offending - reduce further offending by young people who have committed crime with a particular emphasis on the development of activities to address the offending behaviour of young women	Risk and Vulnerability – ensure all children and young people entering or at risk of entering the youth justice system benefit from a structured needs assessment to identify risk and vulnerability to inform effective intervention and risk management.
Early Intervention and Prevention – sustain the reduction of first time entrants to the youth justice system by ensuring that there remain strategies and services in place locally to prevent children and young people from becoming involved in crime and anti-social behaviour.	Think Family – embed a whole family approach to better understand the true impact of families in our communities and improve our understanding of the difficulties faced by all members of the family and how this can contribute to anti-social and offending behaviour.

Remand and Custody – demonstrate that there are robust and comprehensive alternatives in place to support reductions in the use of remands and custody.	Maintain Standards – Ensure that work is undertaken to a high standard and improvement activities are identified through undertaking a self inspection and reviewing service user feedback.
Restorative Justice – ensure all victims of youth crime have the opportunity to participate in restorative justice approaches and restorative justice is central to work undertaken with young people who offend.	Effective Governance – ensure that the Youth Offending Strategic Management Board will be a well constituted, committed and knowledgeable Board which scrutinises Youth Offending Service performance.

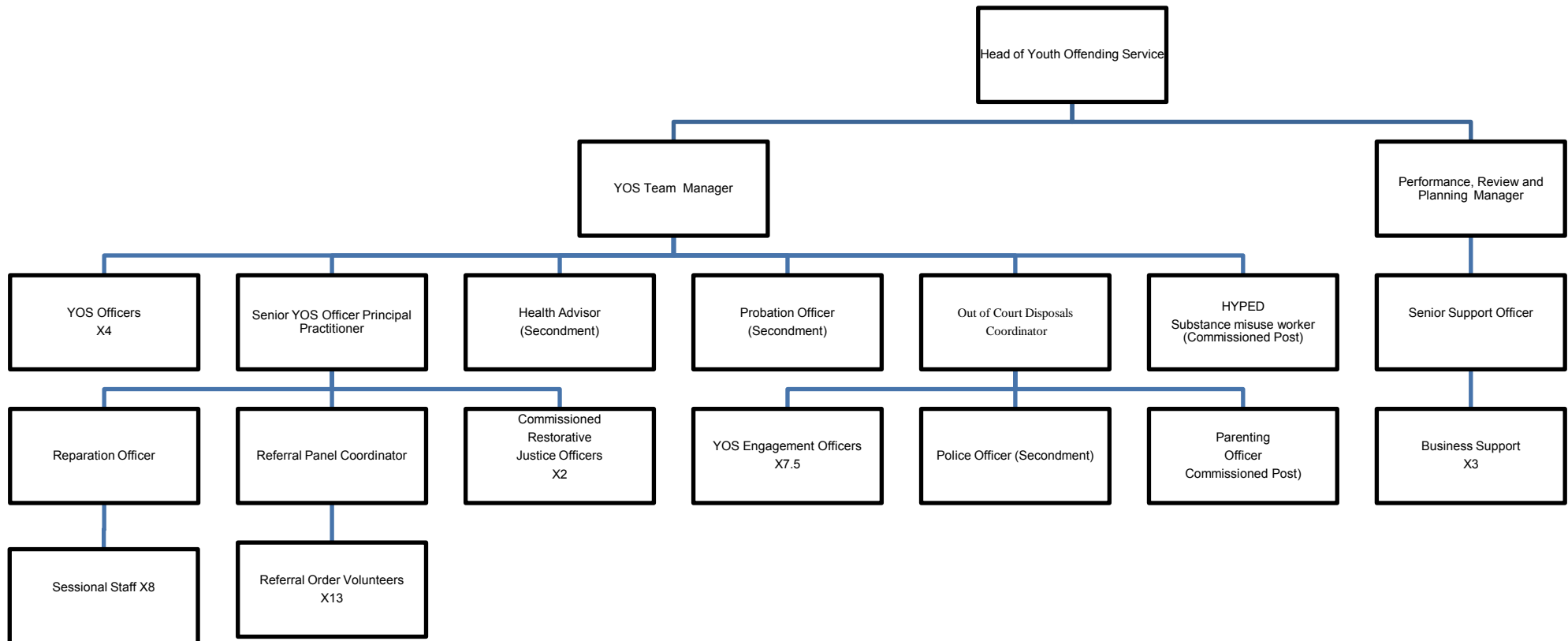
The local Youth Justice Strategic Plan for 2015 – 2016 will establish responsibility across the Youth Offending Service and the Youth Offending Strategic Board for taking each improvement activity forward within agreed timescales.

HARTLEPOOL YOUTH JUSTICE PARTNERSHIP



APPENDIX 1

YOUTH OFFENDING SERVICE STRUCTURE



YOUTH JUSTICE STRATEGIC ACTION PLAN 2015-2016

Re-offending - reduce further offending by young people who have committed crime.

- The number of young people who go onto offend following their first conviction is reduced from a baseline of 46.9% (2014-2015).
- The rate of re-offending across the cohort of young offenders is reduced from a baseline of 3.6 (2014-2015).

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
Improve intelligence relating to the re-offending cohort to inform service-wide improvement activity.	The factors behind young people's offending behavior are established and analysed and shared with the Management Board, Management Team and broader service, through use of the YJB's re-offending Tool and the cross referencing of local Management Information Systems and this intelligence is used to inform future service development.	YOS Team Manager	Report produced by September 2015. Performance Indicators reviewed Monthly throughout 2015-2016	Report produced by September 2015 to inform service development. The number of young people who go onto offend following their first conviction is reduced from a baseline of 37.1% in 2013/2014 The rate of re-offending across the cohort of young offenders is reduced from a baseline of 1.3 in 2013/2014.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
Improve assessments of young people at risk of re-offending to ensure that risks and needs are identified and patterns of offending behaviour are understood and inform effective intervention planning and risk and vulnerability management arrangements.	Staff training and development is secured and developed to prepare the service for the recently developed YJB Screening Tools.	YOS Principal Practitioner (Post Court)	September 2015	Workforce Development Activities delivered and use of screening tools incorporated within local quality assurance arrangements.
	Ensure robust arrangements are in place for the quality assurance of all assessments and planning through the further development of the assessment quality assurance tool and quality assurance arrangements.	YOS Deputy Manager	April 2015	All assessments quality assured within locally agreed timeframes. Continuous review of quality of assessments and evidence of effective interventions reducing re offending.
	Findings from quality assurance exercises are shared and reviewed collectively to identify emerging themes, improve operational practice and to inform ongoing staff training and development activities.	YOS Deputy Manager	Progress reviewed Monthly throughout 2015-2016	Performance is raised further in relation to the production of assessments, reports, plans and reviews.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
Improve both service and partnership emphasis upon the contributory factors relating to the re-offending cohort.	Secure improved partnership arrangements for young offenders with Behavioral, Emotional and Social Difficulties.	Head of Youth Support Services	September 2015	Multi-agency planning forum established to respond holistically to the needs of BESD students.
	Work in partnership with sub-regional post 16 providers to enhance the local offer and their capacity to support young people supervised by the YOS.	Head of Youth Support Services	September 2015	Increased flexibility is built into the local post 16 offer to secure learning post 16 learning provision that is more responsive to the needs of young people in receipt of youth justice services.
	Work effectively with partners to increase the engagement in education, training and employment (ETE) of young people in the youth justice system.	YOS Management Team	Progress reviewed Monthly throughout 2015-2016	Engagement in compulsory education by young offenders is raised from an annual baseline of 78.3 % in 2013/14. Engagement in post-16 education, training and employment by young offenders is raised from an annual baseline of 69.6% in 2013/14.
	Ensure a "Think Family" approach is embedded across the Service which works effectively to highlight and address whole family needs through the trialing of whole family assessments in line with the Troubled Families initiative.	YOS Preventions Manager/Troubled Families Coordinator	August 2015	Whole Family Assessments and plans to be trialed across the Youth Engagement Team to prepare for the incorporation of troubled families responsibilities across teams.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
Improve Interventions delivered across the re-offending cohort to address thinking, behaviours and needs.	Target emerging offending behaviour trends with offence focused interventions through the development and/or purchase of resources.	Preventions Manager/YOS Principal Practitioner	June 2015	Gaps identified and shared with management team to establish responsibility for developing and/or procuring resources to fill gaps.
	Review transition arrangements with Probation Services in response to national changes to Probation Services.	Head of Youth Support Services	June 2015	Protocol developed between Hartlepool YOS and National Probation Service to secure effective transition arrangements for young offenders nearing their 18 th birthday.
	Secure options to spot purchase educational provision for young people in receipt of ISS who are not in receipt of/or disengaged from compulsory or post 16 learning.	YOS Management Team	September 2015	Potential educational providers in place.
	Secure Allotment for the delivery of horticultural activities.	YOS Management Team	September 2015	Allotment secured.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
Improve the services ability to provide intensive packages of Supervision and support to high intensity orders and bail arrangements (including Intensive Supervision and Surveillance programmes - ISSP).	<p>Develop 'Rolling Programme' consisting of the following topics that will run for four weeks each for 52 weeks of the year:</p> <ul style="list-style-type: none"> • Substance Misuse • Health and Wellbeing • Pitfalls of violent crime (including Prison me no way, Gangs, Weapons etc) • Animal Cruelty • Independent Living • Equality and Diversity – through cooking • Fire Safety • Sexual Health and Relationships • Managing your emotions plus self esteem • Victim Awareness 	YOS Management Team	September 2015	Rolling Programme developed and in operation.

Early Intervention and Prevention – sustain the reduction of first time entrants to the youth justice system.

- First Time Entrants are further reduced from a baseline of 36 (2014-2015).

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
Improve intelligence relating to those young people who are at risk of offending behaviour to inform service-wide improvement activity.	The factors placing young people at risk of entering the Youth Justice System are established and analysed and shared with the Management Board, Management Team and broader service to inform future service development.	YOS Preventions Manager	Report produced by September 2015. Performance Indicators reviewed Monthly throughout 2015-2016	Report produced by September 2015 to inform service development. The number of young people who enter the Youth Justice System for the first time is reduced from a baseline of 36 (2014-2015)
Improve assessments of young people at risk of re-offending to ensure that risks and needs are identified and patterns of offending behaviour are understood and inform effective intervention planning and risk and vulnerability management arrangements.	Staff training and development is secured and developed to prepare the service for the recently developed YJB Screening Tools.	YOS Preventions Manager	September 2015	Workforce Development Activities delivered and use of screening tools incorporated within local quality assurance arrangements.
	Ensure robust arrangements are in place for the quality assurance of all assessments through the further development of the assessment quality assurance tool and quality assurance arrangements.	YOS Preventions Manager	April 2015	All assessments quality assured within locally agreed timeframes. Continuous review of quality of assessments and evidence of effective interventions reducing re offending.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
	Findings from quality assurance exercises are shared and reviewed collectively to identify emerging themes, improve operational practice and to inform ongoing staff training and development activities.	YOS Preventions Manager	Progress reviewed Monthly throughout 2015-2016	Performance is raised further in relation to the production of assessments, reports, plans and reviews.
Improve both service and partnership emphasis upon the contributory factors relating to those young people identified at risk of offending.	Secure improved partnership arrangements for young people at risk of offending with Behavioral, Emotional and Social Difficulties.	Head of Youth Support Services	September 2015	Multi-agency planning forum established to respond holistically to the needs of BESD students.
	Work in partnership with sub-regional post 16 providers to enhance the local offer and their capacity to support young people at risk of offending.	Head of Youth Support Services	September 2015	Increased flexibility is built into the local post 16 offer to secure learning post 16 learning provision that is more responsive to the needs of young people in receipt of youth justice services.
	Ensure a "Think Family" approach is embedded across the Service which works effectively to highlight and address whole family needs through the trialing of whole family assessments in line with the Troubled Families initiative.	YOS Preventions Manager/Troubled Families Coordinator	August 2015	Whole Family Assessments and plans to be trialed across the Youth Engagement Team to prepare for the incorporation of troubled families responsibilities across teams.
Improve Interventions delivered across the address the thinking, behaviours and needs of those young people identified as being at Risk of Offending.	Target emerging offending behaviour trends with offence focused interventions through the development and/or purchase of resources.	YOS Management Team	June 2015	Gaps identified and shared with management team to establish responsibility for developing and/or procuring resources to fill gaps.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
	<p>Develop 'Rolling Programme' consisting of the following topics that will run for four weeks each for 52 weeks of the year:</p> <ul style="list-style-type: none"> • Substance Misuse • Health and Wellbeing • Pitfalls of violent crime (including Prison me no way, Gangs, Weapons etc) • Animal Cruelty • Independent Living • Equality and Diversity – through cooking • Fire Safety • Sexual Health and Relationships • Managing your emotions plus self esteem • Victim Awareness 	YOS Management Team	September 2015	Rolling Programme developed and in operation.
Improve partnership working with Cleveland Police in relation to pre and out of court disposals and diversionary schemes and activities.	Review out of court disposal protocols with Cleveland Police to maintain robust and effective working arrangements.	Preventions Manager	October 2015	Protocols reviewed.

Remand and Custody – demonstrate that there are robust and comprehensive alternatives in place to support reductions in the use of detainment, remands and custody.

Reduce the number of remand episodes from a base line of 5 (2014-2015)

Reduce the number of custodial sentences from a baseline of 4 (2014-2015)

Reduce the number of breaches of community based orders from a baseline of 45 in (2014-2015)

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
Improve intelligence and understanding of the factors that place young people at risk of detainment in Police Custody and remands to custody.	The factors behind young people's detainment in police custody and secure remands are analysed and shared with the Management Board, Management Team and broader service, through use of the YJB's re-offending Tool and the cross referencing of local Management Information Systems and this intelligence is used to inform future service development.	YOS Deputy Manager	Report produced by November 2015. Performance Indicators reviewed Monthly throughout 2015-2016	Report produced by November 2015 to inform service development. The number of remand episodes is reduced from a from a base line of 5 (2014-2015).
Improve joint responses to young people at risk of detainment in police custody and/or at risk of remand.	Develop joint protocol between YOS and Social Care to establish roles and responsibilities relating to the securing of suitable accommodation arrangements for young people at risk of detainment in police custody and/or at risk of remand.	Head of Youth Support Services	Protocol developed June 2015	Protocol developed.
	Establish capacity across YOS and social care to deliver robust 7 days per week packages of support to young people a risk of detainment, and/or remand.	YOS Management Team	Rota developed June 2015	Rota to be developed to support weekend supervision and support arrangements.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
	Court representatives are supported to have a comprehensive knowledge of all levels of bail arrangements available and be able to inspire confidence in the supervision and enforcement of such interventions	YOS Management Team	June 2015	The number of remand episodes is reduced from a from a base line of 5 (2014-2015).
Improve the services response to young people who are at risk of breaching their court orders/bail conditions.	Embed the use of Compliance Panels to encourage young people and families to take responsibility for the completion of Court imposed orders without the sanction of a return to court.	YOS Deputy Manager	Ongoing throughout 2015-2016	Compliance panels are utilised for young people and their families who are at risk of breaching their orders/bail conditions. The number of breaches of community based orders is reduced from a baseline of 45 in 2015-2016.
Improve the services ability to provide intensive packages of Supervision and support to high intensity orders and bail arrangements (including Intensive Supervision and Surveillance programmes - ISS).	Rota to be developed to support weekend supervision and support arrangements.	YOS Management Team	June 2015	Rota in place.
	Secure options to spot purchase educational provision for young people in receipt of ISS who are not in receipt of/or disengaged from compulsory or post 16 learning.	YOS Management Team	September 2015	Potential educational providers in place.
	Secure Allotment for the delivery of horticultural activities.	YOS Management Team	September 2015	Allotment secured.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
	<p>Develop 'Rolling Programme consisting of the following topics that will run for four weeks each for 52 weeks of the year:</p> <ul style="list-style-type: none"> • Substance Misuse • Health and Wellbeing • Pitfalls of violent crime (including Prison me no way, Gangs, Weapons etc) • Animal Cruelty • Independent Living • Equality and Diversity – through cooking • Fire Safety • Sexual Health and Relationships • Managing your emotions plus self esteem • Victim Awareness 	YOS Management Team	August 2015	Rolling Programme developed and in operation.
Ensure that the needs of young people in receipt of custodial sentences and the factors relating to their offending behavior are addressed in the secure estate to prevent further offending upon release.	Additional training is secured to raise awareness of minimum national standards and effective practice.	YOS Principle Practitioner	June 2015	Workforce Development Activities delivered and minimum national standards adhered to in all cases.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
Ensure that robust Resettlement Planning is in place to ensure that young people released from the secure estate desist from further offending behavior.	Additional training is secured to raise awareness of minimum national standards and effective practice.	YOS Principle Practitioner	January 2016	Workforce Development Activities delivered and minimum national standards adhered to in all cases.
	Ensure robust arrangements are in place for the quality assurance of all assessments and planning through the further development of the assessment quality assurance tool and quality assurance arrangements.	YOS Deputy Manager	April 2015	All assessments and planning quality assured within locally agreed timeframes.

Restorative Justice – ensure all victims of youth crime have the opportunity to participate in restorative justice approaches and restorative justice is central to work undertaken with young people who offend.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
Ensure that victims of youth crime have the opportunity to participate in restorative justice approaches that lead to satisfying outcomes for victims.	Contract Manage Restorative Justice services for victims of youth crime.	Head of Youth Support Services	April 2015	Restorative Justice service for victims of youth crime in place and fully operational.
	Work in partnership with local Restorative Justice Service Provider (Children's Society) to ensure that the levels of involvement and satisfaction of victims remains high.	YOS Principal Practitioner	Ongoing throughout 2015-2016	100% of victims of youth crime participate (where appropriate) in Restorative Justice approaches.
Embed restorative practice across all aspects of the Youth Offending Service.	All YOS staff to be trained in Restorative Justice in order to have the victim and their interests at the core of any intervention and planning.	YOS Principal Practitioner	June 2015	All staff trained in Restorative Justice Practices

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
	Train Referral Panel Members in Restorative Justice to strengthen work undertaken at Panel Meetings and contracts made with young people attending Panels.	YOS Principle Practitioner	June 2015	All panel members trained in Restorative Justice Practices
Improve responses across partner agencies around the management of problematic behavior through an emphasis on Restorative approaches.	Support local secondary schools to embed restorative approaches through the sharing of best practice and training opportunities.	Head of Youth Support Services	September 2015	All schools to have a Restorative practice champion.
	Support the local Police and Crime Commissioner led initiative to embed on the spot restorative justice approaches across Cleveland Police.	YOS Management Team	Ongoing throughout 2015- 2016	YOS participation at PCC led meetings relating to Restorative Justice.

Risk and Vulnerability – ensure all children and young people entering or at risk of entering the youth justice system benefit from a structured needs assessment to identify risk and vulnerability to inform effective intervention and risk management.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
Improve intelligence relating to the risk and/or vulnerability of the youth-offending cohort to inform service-wide improvement activity.	The factors behind young people's risks and vulnerabilities are established and analysed and shared with the Management Board, Management Team and broader service, through the cross referencing of local Management Information Systems and this intelligence is used to inform future service development.	YOS Deputy Manager	Report produced by September 2015. Performance Indicators reviewed Monthly throughout 2015- 2016	Report produced by September 2015 to inform service development.
Improve assessments of young people at risk of re-offending to ensure that risks and vulnerabilities are identified and protective factors are understood and inform effective intervention planning and risk and vulnerability management arrangements.	Staff training and development is secured and developed to prepare the service for the recently developed YJB Screening Tools.	YOS Principal Practitioner (Post Court)	September 2015	Workforce Development Activities delivered and use of screening tools incorporated within local quality assurance arrangements.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
	Ensure robust arrangements are in place for the quality assurance of all assessments through the further development of the assessment quality assurance tool and quality assurance arrangements.	YOS Deputy Manager	April 2015	All assessments quality assured within locally agreed timeframes. Continuous review of quality of assessments and evidence of effective interventions reducing re offending.
	Findings from quality assurance exercises are shared and reviewed collectively to identify emerging themes, improve operational practice and to inform ongoing staff training and development activities.	YOS Deputy Manager	Progress reviewed Monthly throughout 2015-2016	Performance is raised further in relation to the production of assessments, reports, plans and reviews.
Improve both service and partnership emphasis upon the contributory factors relating to the risks and vulnerabilities of the youth offending cohort.	Secure improved partnership arrangements for young offenders in receipt of social care interventions to prevent duplication of effort and secure a coordinated response to identified vulnerabilities.	Head of Youth Support Services	September 2015	Single process in place to secure joint planning for young offenders in receipt of social care interventions.
Improve Interventions delivered across the re-offending cohort to address thinking, behaviours and needs.	Target emerging risk and vulnerability trends with offence focused interventions through the development and/or purchase of resources.	Preventions Manager/YOS Principal Practitioner	March 2016	Gaps identified and shared with management team to establish responsibility for developing and/or procuring resources to fill gaps.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
	Continue to invest in the local Teen to Parent Abuse programme to support families whose teenagers pose a threat to their parents.	Preventions Manager/YOS Principal Practitioner	Progress reviewed Monthly throughout 2015-2016	Increased referral rate and uptake of the project.
	Continue to invest in the local Deter Young Offenders Programme to support robust risk management arrangements for young people who pose a threat to the community.	Head of Youth Support Services		Increased referral rate and uptake of the project.

Maintain Standards – work undertaken by the YOS is effective and achieves individual, team, service, community and national aims and objectives.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
Ensure that the YOS adheres to minimum national and local standards and builds upon best practice to deliver a high quality effective service.	Undertake YJB self audit to identify local strengths and establish areas for further improvement to inform planning for 2015-2016	Head of Youth Support Services	July 2016	Strengths and areas for further improvement identified to improvement activities for 2015-2016
	Commission 'Young Inspectors' to undertake an inspection of local Youth Justice Services to establish young people's on the services strengths and areas for improvement.	Head of Youth Support Services	July 2016	Strengths and areas for further improvement identified to improvement activities for 2015-2016
	Routinely audit all National Standards performance data that is provided to the YJB Management Information System (YJMIS) for the YOS Case Level data Returns, submitted on a quarterly basis.	Performance and Review Manager	Progress reviewed Monthly throughout 2015-2016	All case level information is inputted in a timely manner in line with national standards.
	An annual plan is developed to enable specific areas of practice to be scrutinised and reviewed at least annually (e.g. Intervention Plans).	YOS Deputy Manager	June 2015	Annual audit plan developed.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
	Monthly Careworks Surgery to be held to audit all performance required to meet the YJB National Standards. This will include Asset assessments start and end, intervention plans, This will also include accommodation ETE and closure of cases.	Performance and Review Manager	Progress reviewed Monthly throughout 2015-2016	Surgeries in place to ensure all case level requirements are met and information is inputted in a timely manner in line with national standards.
Ensure that the staff team is fully supported to deliver effective, high quality services.	Provide regular (no less than monthly) and structured supervision and appraisal to YOS staff that covers all four functions of supervision as detailed in the Prevention, Safeguarding and Specialist Services Supervision and Policy, Procedure and Practice Guidance.	YOS Management Team	Progress reviewed Monthly throughout 2015-2016	Robust supervision arrangements in place for all practitioners.
	Templates are developed that establish service expectations relating to the standard, quality and depth of Youth Justice Assessments, Reports and Plans.	YOS Principle Practitioner	June 2015	Templates developed.
	Embed the use of Youth Justice Interactive Learning System to secure individualized learning activities to support professional development.	YOS Principle Practitioner	June 2015	All staff have individual learning activities identified via supervision.

Effective Governance – ensure that the Youth Offending Strategic Management Board will be a well constituted, committed and knowledgeable Board which scrutinises Youth Offending Service performance.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
The Youth Offending Strategic Management Board is a well constituted, committed and knowledgeable Board which scrutinises YOS performance.	Annually review the membership of the YOS Strategic Management Board to ensure that the statutory functions specified in the Crime and Disorder Act and associated guidance are fulfilled.	Chair of the Strategic Management Board	Ongoing throughout 2015-16	Membership of the YOS Strategic Management Board meets the Statutory functions specified in the Crime and Disorder Act and associated guidance.
	Annually review the Terms of Reference of the YOS Strategic Management Board to ensure that all members understand their role and function as Board Members.	YOS Strategic Management Board	Ongoing throughout 2015-16	All Members receive a copy of the Boards revised Terms of Reference to support their understanding of their role and function as Board Members.

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
The Youth Offending Strategic Management Board provides a strategic lead for the service and understands the way in which the YOS contributes to integrated offender management arrangements, reduction of crime and offending and public protection.	Ensure that all new and current Management Board members have a strong induction programme that includes opportunities to observe YOS practice to develop a clearer understanding of the unique role of the YOS	YOS Management Team	Ongoing throughout 2015-16	All new and current Members participate in an induction programme and participate in at least one observation of YOS practice per year.
	Ensure Management Board agendas focus on strategic issues that extended beyond the operational performance of the YOS (such as how educational achievement of young people who offend could be improved).	YOS Strategic Management Board	Ongoing – reviewed at every Board Meeting	Every YOS Strategic Management Board agenda to incorporate at least one agenda item that focuses upon a strategic issue that extends beyond the operational performance of the YOS.

COUNCIL

6 August 2015



Report of: Regeneration Services Committee

Subject: NEW DWELLINGS OUTSIDE OF DEVELOPMENT
LIMITS SUPPLEMENTARY PLANNING DOCUMENT (15)

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to request that Council adopt the New Dwellings Outside of Development Limits (NDODL) Supplementary Planning Document (SPD). This document will be considered by the Regeneration Committee on 31st July 2015.

2. BACKGROUND

- 2.1 The SPD outlines the justification test criteria to be used to assess planning applications for residential development in the countryside/rural areas outside of development limits. This follows the deletion of Planning Policy Statement 7 (PPS7): Sustainable Development in Rural Areas in 2012 and its subsequent replacement by the National Planning Policy Framework (NPPF) which does not repeat the PPS7 Annex A criteria for assessing planning applications for residential development in the countryside.
- 2.2 The deletion of PPS7 and Annex A has since resulted in uncertainty for developers and the Council on what is expected as part of special justification from applicants with regards to proposals for residential development in the countryside outside of development limits. This SPD therefore provides guidance in accordance with the existing planning policy framework. The draft SPD has been subject to an 8 week consultation which started on Friday 6th of March 2015 and ended on Friday 1st of May 2015. A total of 9 representations were received and these can be viewed in the consultation statement (**Appendix 2**). The SPD is attached at **Appendix 1** to this report.
- 2.3 The existing planning policy framework allows for new dwellings in the countryside subject to the proposals being in accordance with criteria established in the following policies:
- Local Plan (2006) policy Rur7 and Rur12
 - Policies in the emerging Local Plan which once adopted will replace the 2006 Local Plan

- National Planning Policy Framework (NPPF) 2012 paragraph 55
- National Planning Practice Guidance (NPPG) 2014.

- 2.4 The justification test assessment criteria are established in Table 1 in the SPD and are in accordance with the current planning framework as outlined in the SPD (see **Appendix 1**). Therefore, any new dwellings outside of development limits will not be permitted unless the criteria established in Table 1 are satisfied.
- 2.5 According to the current National Planning Policy Framework, the need for new dwellings in the countryside is driven by many factors; among the few circumstances in which isolated residential development may be justified are:
- 1) **Rural Enterprise:** Accommodation is required to enable agricultural, forestry and other rural based enterprise full-time workers to live at, or in the immediate vicinity of, their place of work, or
 - 2) **Heritage:** The development would represent the best viable use or secure the future of a heritage asset, or
 - 3) **Redundant or Disused Buildings:** The development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting, or
 - 4) **Outstanding Design:** as this is a subjective issue there are no justification criteria included within the SPD, and
 - 5) **Relevant Policies:** the proposal should meet the requirements of all other relevant planning policies in the Local Plan and the NPPF.

3. PROPOSALS

- 3.1 Following the cancellation of PPS7 and its subsequent replacement by the NPPF in 2012, and the NPPG in 2014, this SPD seeks to replace the explicit guidance outlined in the deleted PPS7 Annex A and to help applicants make successful applications through establishing a framework where detail illustrating the developments conformity with the justification criteria is required as part of an application. The SPD will specifically give both developers and the Council clarity and guidance on what is expected as part of special justification with regards to proposals for residential development in the countryside outside of development limits.
- 3.2 This SPD is in accordance with the principles of the NPPF. It is thus proposed that the SPD is endorsed and adopted by Council for use as material consideration in the decision making process with regard to assessing proposals for residential development in the countryside.

4. RISK IMPLICATIONS

- 4.1 There are no risk implications associated with this SPD.

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

- 5.1 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making. The Council is committed to securing safe and secure environments within the borough.
- 5.2 Safety and security is a key consideration when assessing planning applications; however this is a separate element of the planning application process and not related to the SPD.

6. FINANCIAL CONSIDERATIONS

- 6.1 There are no foreseeable financial considerations in adopting the New Dwellings Outside of Development Limits SPD.

7. LEGAL CONSIDERATIONS

- 7.1 There are no foreseeable legal considerations in adopting the New Dwellings Outside of Development Limits SPD.

8. EQUALITY AND DIVERSITY CONSIDERATIONS

- 8.1 There are no foreseeable equality and diversity considerations in adopting the NDODL SPD.

9. RECOMMENDATIONS

- 9.1 That Council adopt the New Dwellings Outside of Development Limits Supplementary Planning Document (SPD).

10. REASONS FOR RECOMMENDATIONS

- 10.1 This SPD will form part of the planning policy framework and will provide detailed guidance to developers and the Council regards to proposals for dwellings in the open countryside. The SPD will thus be a material consideration in the determination of planning applications once adopted.

11. BACKGROUND PAPERS

- 11.1 The Adopted Hartlepool Local Plan (2006) with specific regard to policies Rur9 and Rur12
http://www.hartlepool.gov.uk/downloads/file/961/hartlepool_local_plan_2006
- 11.2 The National Planning Policy Framework (NPPF) with specific regard to paragraph 55
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf
- 11.3 Government Planning Practice Guidance (2014)
<http://planningguidance.planningportal.gov.uk/blog/guidance/housing-and-economic-development-needs-assessments/methodology-assessing-economic-development-and-main-town-centre-uses/>

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New Dwellings Outside of Development Limits

Supplementary Planning Document

June 2015

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1. INTRODUCTION

- 1.1 The need for new dwellings in the countryside is driven by many factors; one of the few circumstances in which residential development may be justified is when accommodation is required to enable agricultural, forestry and other rural based enterprise full-time workers to live at, or in the immediate vicinity of, their place of work.
- 1.2 The existing planning policy framework allows for new dwellings in the countryside subject to the proposals being in accordance with criteria established in the policies. To ensure any development is in accordance with the planning policy framework, in most cases it is necessary that a justification test is undertaken.
- 1.3 This Supplementary Planning Document (SPD) provides the guidance on whether the principle of a new dwelling in the countryside is appropriate and as to when a justification test will be required and details what information the applicant will be required to submit as part of the justification test.
- 1.4 This SPD seeks to replace the explicit guidance outlined in Planning Policy Statement 7: Sustainable Development in Rural Areas, with specific regard to Annex A. Since the cancellation of PPS7 in 2012 there has been uncertainty with regard to what is expected from applicants, with many applications being submitted still using the old Annex A guideline criteria. The SPD seeks to help applicants make successful applications through establishing a framework on where detail is required as part of an application, with regard to the justification test; replacing the cancelled PPS7 Annex A guideline criteria.

2. NEED FOR NEW DWELLINGS OUTSIDE OF DEVELOPMENT LIMITS

- 2.1 Most of the land in the borough which falls outside of development limits can be characterised as being “countryside”. Therefore most dwellings proposed outside of the development limits will be, by definition: development in the countryside. Isolated dwellings/homes, by definition are ‘stand alone’ settlements with 1 or 2 buildings or families in them. Isolated dwellings usually have negligible services, if any.
- 2.2 The National Planning Practice Guidance (NPPG) 2014 states that assessing housing need and allocating sites should be considered at a strategic level and through the Local Plan and/or neighbourhood plan process. Therefore all large sustainable housing sites at the edge of villages will be allocated through the Local Plan and limits to developments re-drawn to reflect this. Following this, any proposals for dwellings outside development limits will only be accepted under exceptional circumstances in accordance with the National Planning Policy Framework (NPPF), the NPPG, the Hartlepool Local Plan and other material considerations.
- 2.3 The Hartlepool Local Plan (2006) and Paragraph 55 of the National Planning Policy Framework (NPPF) makes clear that new isolated homes in the countryside require special justification for planning permission to be granted. Circumstances in which residential development may be justified are:
- 1) **Rural Enterprise:** Accommodation is required to enable agricultural, forestry and other rural based enterprise full-time workers to live at, or in the immediate vicinity of, their place of work, or
 - 2) **Heritage:** The development would represent the best viable use or secure the future of a heritage asset, or
 - 3) **Redundant or Disused Buildings:** The development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting, or
 - 4) **Outstanding Design:** The development is of truly outstanding design, architecture, sustainable construction methods etc, or
 - 5) **Relevant Policies and Material Considerations:** the proposal meets the requirements of all other relevant planning policies in the Local Plan and the NPPF.
- 2.4 Historically, in Hartlepool, there have not been many cases of new dwellings outside of development limits justified through heritage or outstanding design housing need. Therefore it is anticipated that the majority of the new dwellings outside of development limits proposed will be justified through the rural enterprise housing need argument.
- Rural Enterprise**
- 2.5 It will often be as convenient and more sustainable for rural based workers to live in the main urban area or in nearby villages or in suitable existing dwellings, so avoiding new and potentially intrusive and unsustainable development in the countryside. However, there will be some cases where the nature and demands of the work concerned make it essential for one or more people engaged in the

enterprise to live at, or very close to, the site of their work. Whether this is essential in any particular case will depend on the needs of the enterprise concerned and not on the personal preferences or circumstances of any of the individuals involved.

- 2.6 It is essential that all applications for planning permission for new occupational dwellings in the countryside are assessed thoroughly with the aim of detecting attempts to abuse (e.g. through speculative proposals) the concession that the NPPF makes for such dwellings. In particular, it will be important to establish whether the stated intentions to engage in farming, forestry or any other rural-based enterprise, are genuinely financially viable and are reasonably likely to materialise and are capable of being sustained for a reasonable period of time. It will also be important to establish that the needs of the intended enterprise require one or more of the people engaged in it to live nearby.

Heritage

- 2.7 There may be appropriate justification where a new dwelling, conversion or change of use of a building to residential use would represent the best viable use of a heritage asset or secure the future of the asset. The heritage justification is an individual justification and as a result the heritage justification can be made without the need to justify the need via the rural enterprise need.

Redundant or Disused Buildings

- 2.8 There may be appropriate justification where a new dwelling results from the conversion or change of use of redundant and/or disused building, providing that the development would lead to an enhancement to the immediate setting.

Outstanding Design

- 2.9 Notwithstanding the rural enterprise, heritage justification and re-use of redundant buildings, in exceptional circumstances, new dwellings outside of development limits may be permitted where the design is truly outstanding, groundbreaking, innovative, reflecting the highest standards in architecture and the development significantly enhances the immediate setting.

Relevant Policies and Material Considerations

- 2.10 In addition to requirements of paragraph 55 in the NPPF and policies RUR 7 and RUR 12 of the Local Plan, other policy areas in both the NPPF and the Local Plan will need to be met and these will be determined through the planning application process. In addition, material considerations pertinent at the time of application will also need to be met.

3. EXISTING PLANNING POLICY

- 3.1 The current Local Plan (2006) includes policies RUR7 and RUR12 which outline when development in the countryside and also specifically new housing in the countryside will be appropriate. The policy wording is detailed in appendix 1. Notwithstanding the Local Plan policies, the other main planning policy consideration with regard to the principle of new dwellings in the countryside is the National Planning Policy Framework (NPPF); detailed in appendix 2.
- 3.2 The Borough has specific policy areas in the current Hartlepool Local Plan (2006), including the supply of housing, where relevant policies are out-of-date. As at November 2014 the housing supply policy areas are out-of-date as the Council cannot effectively demonstrate a five-year supply of deliverable housing sites in accordance with NPPF paragraph 49. The specific details and explanation of the current planning policy framework are illustrated in the “*Saved Policies 2006 Hartlepool Local Plan Planning Policy Framework Justification (November 2014)*” document which can be viewed at on the Council website:
http://www.hartlepool.gov.uk/downloads/file/10709/hbc_policy_framework-november_2014_update.
- 3.3 As at November 2014 the current Local Plan policy situation means that policy RUR12 is out-of-date however policy RUR7 is still, and will be in the long term, in full accordance with the NPPF as it specifically relates to protecting the countryside from all types of developments. It does not directly relate to supply of housing in the countryside. The important consideration with regard to policy RUR7 is that there is a requirement for an applicant to justify the viability of the rural enterprise; this justification is outlined in section 4. For the duration of this SPD it is likely that at some point the Council will be able to effectively demonstrate a five-year supply of deliverable housing sites in accordance with NPPF paragraph 49. Once this has been demonstrated, with specific regard to this SPD, Local Plan policy RUR12 will be in full accordance with the NPPF.
- 3.4 As a result of the partial Local Plan policy void with regard to the supply of housing the NPPF, although not solely, is the main planning policy consideration with regard to decision making on the principle of new housing in the countryside. The NPPF identifies when new housing in the countryside may be appropriate. The NPPF allows for new dwellings in the countryside subject to proposals according with the criteria established in paragraph 55, which states:

“To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby. Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances such as:

- *the essential need for a rural worker to live permanently at or near their place of work in the countryside; or*
- *where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets; or*

- *where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting; or*
- *the exceptional quality or innovative nature of the design of the dwelling. Such a design should:*
 - *be truly outstanding or innovative, helping to raise standards of design more generally in rural areas;*
 - *reflect the highest standards in architecture;*
 - *significantly enhance its immediate setting; and*
 - *be sensitive to the defining characteristics of the local area.”*

3.5 The NPPF specifically directs local planning authorities to avoid new isolated homes in the countryside unless there are special circumstances. In order to ensure any development is in accordance with the NPPF it is essential that a functional test is undertaken which allows the applicant to demonstrate the “special circumstances” of the proposed development. The functional test will be required for all relevant development that would be considered under NPPF paragraph 55 and Local Plan (2006) policy RUR7. Local Plan Rural Policy RUR12 will only be considered when the five-year supply of deliverable housing sites can be demonstrated.

3.6 Section 4 outlines the functional test requirements with regard to justification made under the rural enterprise or heritage needs. The justification is illustrated in table 1.

3.7 NPPF paragraph 153 states that:

“Supplementary planning documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.”

This SPD seeks to help applicants make successful applications through establishing a framework on where detail is required as part of an application. The application detail required is outlined in section 4 which illustrates the functional test detail required in order for the applicant to make a successful application.

3.8 This SPD itself does not seek to add financial burdens on development through any planning conditions, Community Infrastructure Levy or developer contributions via a Section 106 Legal Agreement above a level that would normally be required in the saved policies in the Hartlepool Local Plan (2006) and elsewhere in the NPPF.

3.9 This SPD is in accordance with the principles of the NPPF and as a result is a material consideration in the decision making process with regard to new dwellings in the countryside.

3.10 As previously illustrated, the current policy framework for determining the principle of development involving new dwellings outside of development limits is primarily although not exclusively:

- NPPF Paragraph 55
- Local Plan (2006) Policy RUR7
- Local Plan (2006) Policy RUR12 (only when the five-year supply of deliverable housing sites can be demonstrated)

- 3.11 Table 1 in section 4 illustrates the functional test criteria and identifies the specific policy areas to which the functional test criteria applies. Notwithstanding the policy framework identified explicitly, depending upon the nature of the proposals, other saved policies in the Local Plan (2006), other paragraphs in the NPPF, the 2014 National Planning Practice Guidance (NPPG) and policies in the Tees Valley Minerals & Waste DPDs may be applicable in determining planning applications.

4. THE JUSTIFICATION TEST

4.1 A justification test is required for new dwellings outside of development limits where the development falls in the following categories:

- **Rural Enterprise:** Accommodation is required to enable agricultural, forestry and other rural based enterprise full-time workers to live at, or in the immediate vicinity of, their place of work, or
- **Heritage:** The development would represent the best viable use or secure the future of a heritage asset, or
- **Redundant or Disused Buildings:** The development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting or
- **Outstanding Design:** The development is of truly outstanding design, architecture, sustainable construction methods etc, or
- **Relevant Policies and Material Considerations:** the proposal should meet the requirements of all other relevant planning policies in the Local Plan and the NPPF.

4.2 There is no requirement to undertake a justification test where new dwellings outside of development limits are proposed due to their truly outstanding design, architecture, sustainable construction methods etc. as detailed in paragraph 55 in the NPPF. This is due to the subjective nature of what is considered “exceptional quality or innovative design” and the difficulty in establishing minimum benchmarks what can be set out in a criteria framework. The justification under quality and design will therefore not be assessed through this SPD but will need to be demonstrated by the applicant at the time the application is made.

4.3 The justification test criteria are assessed against the criteria established in the planning policy framework consisting of policies detailed in paragraphs 3.3 to 3.5. The assessment criteria are established in table 1. In accordance with the planning policy framework, any new dwellings outside of development limits will not be permitted unless the criteria established in table 1 are satisfied.

Rural Enterprise

4.4 In order to justify housing need through rural enterprise, all applicants will be required to submit the relevant information to answer the questions 1.1 to 1.11 in table 1 to the Local Planning Authority in order to justify the housing need.

Heritage

4.5 For applications which are justified under heritage need, applicants will be required to submit relevant information to answer the questions 2.1 to 2.7 in table 1 to the Local Planning Authority.

Redundant or Disused Buildings

4.6 For applications which are justified under the re-use of redundant or disused buildings which lead to the enhancement of the immediate setting, applicants will be required to submit relevant information to answer the questions 3.1 to 3.4 in table 1 to the Local Planning Authority.

Relevant Policies and Material Considerations

- 4.7 Notwithstanding the requirements set out in table 1, 1.1 to 4.5, all applications will need to be in accordance with the relevant material considerations and policies in the 2006 Local Plan and the NPPF, as established in questions 5.1 and 5.2.

Important Advice to Applicants

- 4.8 In order for the application for a dwelling outside of development limits to be determined without delay it is recommended that the applicant includes evidence which satisfies the questions posed in table 1 on submission of the planning application. Failure to submit the relevant supporting information may result in delay as more information could be sought by the Council from applicants in order to make a decision on the justification test.
- 4.9 Table 1 outlines the justification test criteria and identifies the potential mechanism whereby applicants could demonstrate the answers to the Council. Applicants only need to answer the questions and provide evidence relating to the type of need applied for; for instance if justification is sought through criteria subject 1, there will be no requirement for the applicant to answer questions on criteria subject 2 and 3. However criteria subject 4 needs to be answered in all applications.
- 4.10 If applicants are in any doubt as to what evidence is required early consultation with the Council is recommended. The Council offers a One Stop Shop planning advice service where for a small fee, planning advice can be obtained prior to any application being submitted.

Table 1: Justification Test Assessment Criteria

Criteria Subject	Functional Test Criteria	Application Assessment Mechanism	NPPF P55 Criteria	LP Rur7 Criteria	LP Rur12 Criteria	Justification
1. Rural Enterprise (a) There is a clearly established functional need and that they are essential for a full time rural worker(s) to live permanently at or near their place of agricultural, forestry or other rural based enterprise considered acceptable by the Borough Council	<p>1.1 Is it essential for full time workers to tend to agricultural or rural enterprise business at short notice?</p> <p>1.2 Is it essential for full time workers to quickly deal with emergencies that could otherwise cause loss of agricultural produce such as crops and livestock?</p> <p>1.3 Is it essential for full time workers to protect livestock or business infrastructure from theft and/or vandalism day and night?</p>	<p>Planning Statement</p> <p>Police reports which cover incidents of crime and/or anti-social behaviour at the site</p>	1	(v) (ix)	(a)	<p>In order for a dwelling in the countryside to be deemed appropriate the applicant has to demonstrate that the operational needs of the enterprise require a round the clock on-site presence. The applicant will need to demonstrate the requirement in order to satisfy the Council's concern that the proposed development is not just a speculative residential development proposal in a potentially unsustainable location.</p> <p>The need to demonstrate the on-site presence is set out in the NPPF paragraph 55 and Local Plan (2006) policy RUR7 and RUR12.</p>

Criteria Subject	Functional Test Criteria	Application Assessment Mechanism	NPPF P55 Criteria	LP Rur7 Criteria	LP Rur12 Criteria	Justification
(b) The agricultural, forestry or other rural based enterprise considered acceptable by the Borough Council has been established for at least three years, has been profitable for at least one of them, is currently financially sound and has a clear prospect of remaining so.	<p>1.4 Has the enterprise been established for three or more years?</p> <p>1.5 Has the enterprise been profitable for at least one of the three years it has been established?</p> <p>1.6 Is there a clear prospect of the enterprise remaining economically viable in the long term?</p>	Business accounts	1	(vii)	(b)	<p>The need for the round the clock on-site presence will primarily be driven by the long term economic viability of the rural enterprise, not withstanding animal welfare in cases of livestock production. If the business is not proven to be currently viable and/or there is no clear prospect of remaining so there will be no need for an on-site presence as there will be no business in operation.</p> <p>The need to demonstrate the financial soundness of the rural enterprise is intrinsically related to the on-site presence and is set out in the NPPF paragraph 55 and Local Plan (2006) policy RUR7 and RUR12.</p>

Criteria Subject	Functional Test Criteria	Application Assessment Mechanism	NPPF P55 Criteria	LP Rur7 Criteria	LP Rur12 Criteria	Justification
(c) The need could not be met by another existing dwelling nearby.	<p>1.7 Are there any other suitable dwellings nearby which can meet the housing need?</p> <p>1.8 Have suitable dwellings or buildings suitable for conversion been sold separately from the farm and/or rural enterprise business holding? Such a sale could constitute a lack of housing need.</p>	<p>Residential property search Report</p> <p>Historical land use Report</p>	1	(i)	n/a	<p>If it is accepted that there is a genuine need for a round the clock on-site presence the applicant will need to further demonstrate that there are no suitable dwellings nearby which can meet the housing need. The applicant will need to demonstrate the housing situation in order to satisfy the Council's concern that that the proposed development is not just a speculative residential development proposal in a potentially unsustainable location when there is suitable and available housing nearby.</p> <p>The need to demonstrate the lack of existing housing provision is intrinsically related to the on-site presence and is set out in the NPPF paragraph 55 and Local Plan (2006) policy RUR7.</p>

Criteria Subject	Functional Test Criteria	Application Assessment Mechanism	NPPF P55 Criteria	LP Rur7 Criteria	LP Rur12 Criteria	Justification
(d) The dwelling(s) proposed is of a size commensurate with the size/value of the agricultural, forestry or other rural enterprise it is supporting.	<p>1.9 Is the size of the dwelling proportionate to the functional requirements of the rural enterprise?</p> <p>1.10 Is the market value of the dwelling proportionate to the current and/or future income generated through the rural enterprise?</p> <p>1.11 Is the dwelling sited so as to meet the identified functional need and does it relate well to existing buildings and/or other dwellings?</p>	<p>Planning Statement</p> <p>Property Valuation & Business Accounts</p> <p>Plans & Drawings</p>	1	(i) (vii)	(b) (c)	<p>If it is accepted that there is a genuine need for a round the clock on-site presence the applicant will need to further demonstrate that the proposed dwelling(s) is of a size that relates to the rural enterprise business model.</p> <p>The applicant will need to demonstrate the proportionate size of the dwelling(s) in order to satisfy the Council's concern that that the proposed development is not a speculative residential development proposal which cannot be supported (in isolation) by the anticipated turnover of the rural enterprise.</p> <p>For instance, it is highly unlikely that a rural enterprise with a turnover of £20,000 can realistically support a high quality 5 bedroom detached dwelling, with the accompanying mortgage/rent value; the dwelling would not be commensurate with the size/value of the rural enterprise it is supporting. If a future worker/business owner cannot afford to live in the dwelling then there would be no way of ensuring the round the clock on-site presence.</p> <p>The need to demonstrate the proportionate size of the proposed dwelling is intrinsically related to the on-site presence and is set out in the NPPF paragraph 55 and Local Plan (2006) policy RUR7 and RUR12.</p>

Criteria Subject	Functional Test Criteria	Application Assessment Mechanism	NPPF P55 Criteria	LP Rur7 Criteria	LP Rur12 Criteria	Justification
2. Heritage Where relevant the development would represent the best viable use or secure the future of a heritage asset.	2.1 Will it not materially harm the heritage values of the place/asset and/or its setting? 2.2 Will it avoid detrimental fragmentation of management of the place/asset and/or its setting? 2.3 Will it secure the long term future of the place/heritage asset and its setting; and where appropriate, its continued use for a sympathetic purpose? 2.4 Is it necessary to resolve problems arising from the inherent needs of the place/heritage asset, rather than the circumstances of the present owner, or the purchase price paid? 2.5 Is sufficient subsidy not available from any other source? 2.6 Can it be demonstrated that the amount of development is the minimum necessary to secure the future of the place/heritage asset, and that its form minimises harm to other public interests? 2.7 Does the public benefit of securing the future of the significant place/heritage asset through such development clearly outweigh the harm of breaching other public policies?	Heritage Statement (Where Relevant)	2	(ii) (iii)	(d) (ii)	<p>In order for a dwelling in the countryside to be deemed appropriate the applicant has to demonstrate that the development would rescue a heritage asset in danger of net harm. The applicant will need to demonstrate that the heritage asset will not be harmed and that its long term future will be secured by the development and that the development proposed is appropriate with regard to the heritage asset.</p> <p>The applicant will need to demonstrate the requirement in order to satisfy the Council's concern that that the proposed development is not just a speculative residential development proposal in a potentially unsustainable location and that the development would represent the best viable use and secure the future of the heritage asset.</p> <p>The need to demonstrate heritage asset justification is set out in the NPPF paragraph 55. Some of the functional test criteria are set out in the Local Plan (2006) policy RUR7 and RUR12</p> <p>The applicant also needs to satisfy/meet the requirements of NPPF paragraphs 132-136. Most if not all of criteria 2.1 to 2.7 will apply to any proposal justified through heritage. Relevant criteria will depend on the type of proposal, i.e. erection of new dwelling(s) regarded as necessary to secure the future of a heritage site or conversion of existing heritage asset into dwelling(s)</p>
15.08.06 - COUNCIL - 11(a)(2)	New Dwellings Outside of Development Limits	SPD Appendix 1		15		HARTLEPOOL BOROUGH COUNCIL

Criteria Subject	Functional Test Criteria	Application Assessment Mechanism	NPPF P55 Criteria	LP Rur7 Criteria	LP Rur12 Criteria	Justification
3. Redundant or Disused Buildings The development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting.	3.1 Does the development re-use a redundant or disused building? 3.2 Has the building been vacant for at least 12 months and reasonable marketing efforts conducted to secure existing use? 3.3 Does the re-development of the building lead to the enhancement of the immediate setting? 3.4 Is the redundant/disused building a heritage asset?	Planning Statement Plans & Drawings Sales and marketing records Heritage statement	3	(ii) (iii) (vi)	(d) (i) (ii)	<p>In order for a dwelling in the countryside to be deemed appropriate the applicant has to demonstrate that the existing building to be converted into residential use is redundant and disused and that the re-use of the building will lead to the enhancement of the immediate setting.</p> <p>Whilst it is difficult to set benchmark criteria to assess any “enhancement” of the immediate setting it will be expected that the development will improve the overall appearance of the vacant building and grounds, the immediate curtilage and the immediate surrounding area.</p> <p>If the development involves demolishing the redundant building, the applicant needs to demonstrate that the existing accommodation no longer meets modern standards and is incapable of economic repair or adaptation and is no longer required by the enterprise. In such a case, the scale and nature of the proposed development should be similar to the original. The form, scale, massing and general design should be such to minimise visual intrusion and should enhance immediate environmental and visual settings in the countryside.</p> <p>If building is a heritage asset, then assessment will be based in combination with criteria subject 2 (i.e. heritage)</p> <p>The applicant will need to demonstrate the requirement in order to satisfy the Council’s concern that that the proposed development is not just a speculative residential development proposal in a potentially unsustainable location. The need is set out in the NPPF paragraph 55. Some of the functional test criteria are set out in the Local Plan (2006) policy RUR7 and RUR12.</p>
15.08.06 - COUNCIL - 11(a)(2)	New Dwellings Outside of Development Limits	SPD Appendix 1		16		HARTLEPOOL BOROUGH COUNCIL

Criteria Subject	Functional Test Criteria	Application Assessment Mechanism	NPPF P55 Criteria	LP Rur7 Criteria	LP Rur12 Criteria	Justification
<p>4. Relevant Policies and other Material Considerations</p> <p>Proposals are in accordance with other relevant material considerations and policies in the Local Plan and the NPPF.</p>	<p>4.1 Does the proposed development lie on land over which a public footpath/bridleway or multiple public footpath/bridleways run?</p> <p>4.2 Are the proposals in accordance with all relevant policies in the Local Plan and NPPF?</p> <p>4.3 Are the proposals in accordance with all other material considerations at the time of application?</p>	Planning Statement Plans & Drawings	NPPF as a whole	Local Plan as a whole	Local Plan as a whole	<p>Where the proposed development does directly affect a single or multiple public footpaths or bridleway then the relevant Town & Country Planning regulations apply. In such cases the developer or their agent will need to discuss with the Council's Countryside Access Officer whether or not there is a need to consider the use of the appropriate legal procedure to divert or stop up the relevant public footpath or bridleway</p> <p>Notwithstanding the need to satisfy the specific criteria of the functional test, in order for the development proposals to be considered acceptable in planning terms all relevant Local Plan policies and NPPF paragraphs need to be satisfied. Also there maybe other material considerations at the time of application and these will need to be taken into account.</p>

END OF SPD

Appendix 1: Local Plan (2006) Policy Extract

Policy RUR7: Development in the Countryside

DEVELOPMENT IN THE COUNTRYSIDE

IN ADDITION TO POLICIES GEP1, Rur11, Rur13, Rur16 AND OTHER RELEVANT LOCAL PLAN POLICIES, THE FOLLOWING FACTORS WILL BE TAKEN INTO ACCOUNT IN DETERMINING APPLICATIONS FOR PLANNING PERMISSION IN THE OPEN COUNTRYSIDE:

- i. RELATIONSHIP OF THE DEVELOPMENT TO OTHER BUILDINGS IN TERMS OF SITING, SIZE AND COLOUR,
- ii. VISUAL IMPACT ON THE LANDSCAPE,
- iii. COMPATIBILITY OF THE DESIGN OF THE DEVELOPMENT WITHIN ITS SETTING AND THE LANDSCAPE GENERALLY,
- iv. USE OF TRADITIONAL OR SYMPATHETIC MATERIALS,
- v. OPERATIONAL REQUIREMENTS OF THE AGRICULTURE AND FORESTRY INDUSTRIES,
- vi. REQUIREMENT WHERE APPROPRIATE FOR ADDITIONAL TREE AND HEDGE PLANTING AND OTHER RELATED ENVIRONMENTAL IMPROVEMENTS,
- vii. VIABILITY OF A FARM ENTERPRISE,
- viii. ADEQUACY OF THE SEWAGE DISPOSAL ARRANGEMENTS,
- ix. PROXIMITY TO EXISTING INTENSIVE LIVESTOCK UNITS, AND
- x. ADEQUACY OF THE ROAD NETWORK.

WITHIN THE TEES FOREST AREA THE BOROUGH COUNCIL WILL IMPOSE PLANNING CONDITIONS AND WILL SEEK LEGALLY BINDING AGREEMENTS, AS APPROPRIATE, TO ENSURE THE PLANTING OF TREES AND HEDGEROWS IN ASSOCIATION WITH NEW DEVELOPMENT.

Policy RUR12: New Housing in the Open Countryside

NEW HOUSING IN THE OPEN COUNTRYSIDE

ISOLATED NEW DWELLINGS WILL NOT BE PERMITTED IN THE OPEN COUNTRYSIDE UNLESS IT CAN BE DEMONSTRATED THAT:

- a) THEY ARE ESSENTIAL FOR THE EFFICIENT FUNCTIONING OF AGRICULTURAL, FORESTRY OR OTHER APPROVED OR ESTABLISHED USES IN THE COUNTRYSIDE,
- b) THE ENTERPRISE FOR WHICH THEY ARE REQUIRED IS ECONOMICALLY VIABLE,
- c) THEY ARE OF A SIZE COMMENSURATE WITH THE ESTABLISHED FUNCTIONAL REQUIREMENT,
- d) THE SITING, DESIGN, SCALE AND MATERIALS WILL NOT BE SIGNIFICANTLY DETRIMENTAL TO THE RURAL ENVIRONMENT.

PROPOSALS FOR ONE FOR ONE REPLACEMENT DWELLINGS WILL ONLY BE APPROVED WHERE:

- i. THE EXISTING ACCOMMODATION NO LONGER MEETS MODERN STANDARDS AND IS INCAPABLE OF ECONOMIC REPAIR OR ADAPTATION, AND
- ii. THE SCALE OF THE PROPOSED DEVELOPMENT IS BROADLY SIMILAR TO THE ORIGINAL AND THE FORM, SCALE, MASSING AND GENERAL DESIGN IS SUCH TO MINIMISE VISUAL INTRUSION.

INFRASTRUCTURE INCLUDING SEWAGE DISPOSAL TO SERVE HOUSING IN THE RURAL AREA MUST BE ADEQUATE TO MEET THE NEEDS OF THE DEVELOPMENT.

Appendix 2: NPPF Extract

Paragraph 55

“To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby. Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances such as:

- the essential need for a rural worker to live permanently at or near their place of work in the countryside; or
- where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets; or
- where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting; or
- the exceptional quality or innovative nature of the design of the dwelling. Such a design should:
 - be truly outstanding or innovative, helping to raise standards of design more generally in rural areas;
 - reflect the highest standards in architecture;
 - significantly enhance its immediate setting; and
 - be sensitive to the defining characteristics of the local area.”

Paragraph 153

“Supplementary planning documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.”

**Hartlepool New Dwellings Outside of Development Limits Green
Supplementary Planning Document**

Consultation Statement – June 2015

Town and Country Planning (Local Development) (England) Regulations 2012

1. Introduction

- 1.1 The New Dwellings Outside of Development Limits (NDODL) Supplementary Planning Document (SPD) has been prepared by Hartlepool Borough Council. The draft SPD was published for public consultation on the 6th of March 2015 which ran for an 8 week period until 1st of May 2015.
- 1.2 Section 2 of this document outlines the consultation processes and provides details of those people and organisations that were consulted.
- 1.3 Section 3 of the document gives a summary of the consultation responses and provides the Council's response to each element i.e. whether the suggestion has been accepted and the document amended or whether the suggestion was not considered appropriate and the reason why.
- 1.4 Section 4 gives a brief overview of the next steps in the process of adopting the SPD.

2. Consultation Process

- 2.1 The public consultation began on the 6th of March 2015 and ended on 1st of May 2015. The documents made available in a range of ways, listed below:
 - As part of the regeneration committee meeting on 12th February 2015 which approved the SPD for public consultation.
 - Copies of the documents were placed in the Civic Centre, Victoria Road, Hartlepool.
 - Copies of the documents were placed in the following libraries and village post offices; The Central Library, Seaton Library, Mobile Library, Greatham post office and Elwick post office.
 - The Documents were uploaded onto the Planning Policy element of the Council's Website.
- 2.2 There was also a large number of consultees (239 external) sent letters and asked to comment. These included English Heritage, Natural England, The Highways Agency, The Environment Agency, Tees Valley Wildlife Trust, Parish Councils, Neighbouring Authorities, house builders, house associations and many others. A Full list of consultees is attached as Appendix 1.
- 2.3 As well as external organisations and individuals there were a range of individuals within the Local Authority contacted for their views including Parks and Countryside officers, Development Control officers and housing officers.

3. Consultation Responses to 1st consultation and HBC Response

3.1 During the consultation 9 responses were received by letter and email.

3.2 The 9 responses received were from the following people/organisations:

- Chris Scaife, Countryside Access Officer, HBC
- Jim Ferguson, Planning Team Leader Development Control, HBC
- Alastair Welch, Natural England
- Alan Hunter, English Heritage
- Gary Baker, Planning Strategy Officer, Redcar & Cleveland Borough Council
- GVA Grimley Ltd on behalf of Taylor Wimpey UK Limited
- Fran Johnson, Chairperson, Park Residents Association, Hartlepool
- Valerie Lister, Secretary, Hartlepool Civic Society
- Ben Stephenson, Persimmon Homes

3.3 Table 1 lists the issues raised within the representations received during the consultation and notes where the Council amended the SPD to reflect the comment.

Table 1 – Comments Received and HBC Response

Organisation / Individual	Representation	Planning Policy Response	Proposed Changes
English Heritage	1) Confusion with regard to the approach to dealing with heritage assets and redundant and disused buildings: the special circumstances involving the optimal use of an existing heritage site pertains whether or not the building is disused or redundant	The SPD does not restrict the appropriateness of a residential dwelling to rescue only disused/redundant heritage assets but to all types of assets in general regardless of their physical state	None
	2) Comments that the SPD draws justification criteria for the conversion/change of use/demolition/re-development of disused and redundant buildings from RUR12 which is no longer NPPF compliant at the time of writing the SPD.	Section 3.5 states <i>"RUR12" will only be considered when the five year supply of deliverable housing sites can be demonstrated.</i> Reference to RUR12 is made so that the SPD is flexible and remains valid in the event that a five year supply of deliverable sites is demonstrated by the Council. Justification is also drawn from RUR 7 and NPPF paragraph 55	None
	3) Para 55 encourages re-use of redundant or disused buildings but does not allow for demolition and re-building as the SPD states. Reference to demolition is therefore out of scope of the special circumstances under which isolated dwellings will be allowed.	Noted	Criteria 3.2 to be deleted and make no reference to demolishing buildings
	4) Criteria subject 3 needs to note that some of the disused/redundant buildings could	Noted	Add to Subject 3 the following functional test criterion:

11(a)(2) APPENDIX 2

	be a heritage asset. If so assessment of proposal should be based on paragraphs 132-136 of the NPPF in respect of safeguarding the significance of heritage assets and weighing or balancing the public benefit of a development proposal in relation to any harm to, or loss of, that significance.		<p><i>Is the redundant or disused building a heritage asset?</i></p> <p>Also add following statement in justification column: <i>"If building is a heritage asset, the assessment will be based in combination with Subject 2 Criteria (i.e. Heritage)"</i></p> <p>Flag up NPPF paragraphs 132-136 in the heritage justification column</p>
	5) In doing the above assessment in 4), the council needs to give regard to the English Heritage guidance on Enabling Development and the Conservation of Significant Places published in 2008, and replicate under functional test criteria 2.1-2.7.	Noted. All the heritage functional test criteria were replicated from the English Heritage Policy on enabling development (2008)	None
	6) Criteria subject 2: heritage deals with two distinct scenarios; (i) conversion/adaptation of existing heritage asset into dwelling(s) and (ii) erection elsewhere of a new dwelling(s) regarded as necessary to secure the future of an associated heritage asset. Suggestion is if proposal is for new dwelling(s) then most, if not all of the functional test criteria 2.1-2.7 should apply only to new dwelling(s). On the other hand if proposal is for conversion/adaptation then council can apply some but not all of the functional test criteria	Noted	<p>Add to heritage subject the following justification:</p> <p>The applicant also needs to satisfy/meet the requirements of NPPF paragraphs 132-136. Most if not all of criteria 2.1 to 2.7 will apply to any proposal justified through heritage. Relevant criteria will depend on the type of proposal, i.e. erection of new dwelling(s) regarded as necessary to secure the future of a heritage site or conversion of existing heritage asset into dwelling(s).</p>
	7) In all circumstances council needs to assess proposals in relation to paragraphs 132-136 of the NPPF.	Noted	Addressed in point 4 above
GVA on behalf of Taylor Wimpey UK Limited	1) The definitions and 'Justification Test' provided in the SPD do not fully reflect the aims of the NPPF (March 2012) as they are overly general and seek to restrict all housing developments which are outside settlement limits. In particular, the SPD fails to apply the NPPF's wider policy tests including the requirement to boost the supply of housing (para 47) and the presumption in favour of housing applications (para. 49).	<p>Noted.</p> <p>The SPD in accordance with NPPF paragraph 55 seeks to restrict isolated dwellings in the countryside outside of development limits unless there is sound justification for the need thereof as outlined in the NPPF paragraph 55.</p> <p>The SPD states in sections 2.10, 4.8 and Table 1 justification test criteria subject 5; that planning application assessment will not only be based on paragraph 55 but all other relevant policies in the current Local Plan and</p>	<p>Add to Criteria Subject 5. Relevant Policies <i>and other relevant material considerations</i></p>

		the NPPF.	
2)	In addition, and most importantly, the document fails to provide a distinction between isolated dwellings in the countryside and land which is outside development limits but on the edge of the urban area. This land is often crucial to allowing the sustainable growth of settlements and policy tests which severely restrict all but a few specific types of housing would be contrary to the NPPF.	<p>The Council is aware that land which is outside development limits but on the edge of the urban area or village settlements is in essence on sustainable locations and will allow sustainable growth of settlements. As such the emerging Local Plan will allocate sites on the urban edge and on edge of village settlements to boost housing supply in the Borough. New limits to development will be drawn to include these new sites within the urban limit.</p> <p>Criteria subject 4: Vitality of the rural communities (functional test criteria 4.2) recognises the sustainability of sites adjoining village envelopes and the direction of the NPPF to promote sustainable development in rural areas hence the SPD is not severely restrictive of housing in sustainable locations</p> <p>The main purpose of the SPD is to deal with isolated dwellings in otherwise unsustainable locations in the countryside outside of development limits.</p>	<p>Insert in section 2.9 the following statement: The Council recognises that land outside of development limits but located on the edge of urban areas and village settlements is in essence sustainable and as such will allow sustainable growth of settlements. In accordance with the NPPF, all relevant policies and other material considerations, justification maybe sought if the proposal is on sites located at the urban edge or village envelopes. However, housing allocations of large sustainable sites on edges of rural settlements and urban fringes will be done through the Local Plan.</p>
3)	We concur with the Council that policy RUR12 is out of date whilst there is no five year supply of deliverable housing. However we also consider that the parts of RUR7 which seek to heavily restrict the type of housing development which can be delivered in the countryside should be also considered out of date.	<p>Policy RUR7 seeks to protect the countryside from all types of developments in general not specifically the supply of housing hence RUR7 is not considered out of date</p> <p>The SPD states in sections 2.10, 4.8 and Table 1 justification test criteria subject 5; that planning application assessment will not only be based on paragraph 55 but all other relevant policies in the current Local Plan and the NPPF therefore it conforms to the NPPF principles of sustainable development</p>	None
4)	<p>The SPD does not conform to a number of the key NPPF principles;</p> <ul style="list-style-type: none"> • Delivery of sustainable development should be at the heart of decision-taking. Paragraph 7 of the NPPF outlines that there are three dimensions to sustainable development: economic, social and environmental. • Development Plans should have a presumption in favour of sustainable development 'so that it is clear that 	<p>Criteria subject 4: Vitality of the rural communities (functional test criteria 4.2) recognises the sustainability of sites adjoining village envelopes and the direction of the NPPF to promote sustainable development in rural areas hence the SPD does not restrict housing in sustainable locations</p>	See (2) above

	<p>development which is sustainable can be approved without delay' (paragraph 15 NPPF). A Local Plan without this provision is considered to be out of date</p> <ul style="list-style-type: none"> • Paragraph 47 of the NPPF states that local planning authorities are required to boost significantly the supply of housing. • Paragraph 49 goes on to state: <i>"Housing applications should be considered in the context of the presumption in favour of sustainable development."</i> • Regarding rural areas the NPPF is clear that policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development (Paragraph 28). • Local planning authorities should also be responsive to local circumstances and plan housing development to reflect local needs (Paragraph 54). • The SPD seeks to impose a blanket ban on housing development in the countryside unless strict criteria can be met. This focus only on policy 55 of the NPPF is at odds with the NPPF's overall requirement for Local Planning Authorities to secure a planning balance in creating sustainable developments that improve the economic, social and environmental conditions of the area. 		
5)	The proposed SPD seeks to restrict the delivery of sustainable housing development and is therefore not considered sound.	Criteria subject 4: Vitality of the rural communities (functional test criteria 4.2) recognises the sustainability of sites adjoining village envelopes and the direction of the NPPF to promote sustainable development in rural areas hence the SPD does not restrict housing in sustainable locations	None
6)	Paragraph 153 of the NPPF states that SPDs should only be used to help applicants make successful applications or aid infrastructure delivery and should not be used to add unnecessarily to the burdens on development. As demonstrated above the proposed SPD will act to restrict otherwise sustainable development, above and beyond the requirements of the NPPF and will not facilitate positive planning. Therefore the proposed SPD is not compliant with the	<p>See (5) above – it will not restrict sustainable development.</p> <p>In addition The SPD states in sections 2.10, 4.8 and Table 1 justification test criteria subject 5; that planning application assessment will not only be based on paragraph 55 but all other relevant policies in the current Local Plan and the NPPF therefore it conforms to the NPPF principles of sustainable development</p>	None

15.08.06 - COUNCIL - 11(a)(2) New Dwellings Outside of Development Limits SPD Appendix 2

Hartlepool Civic Society	<p>1) comment on section 2.2 of the SPD - need for new dwellings outside of development limits - outstanding design:</p> <p>'New isolated homes in the countryside require special justification for planning permission to be granted. Local authorities should avoid isolated properties in the countryside unless it is of outstanding design.....'</p> <p>This is quoted as one which is of exceptional quality or innovative nature of the design of the dwelling :</p> <ul style="list-style-type: none"> • Be truly outstanding or innovative, helping to raise standards of design more generally in rural areas • Reflect the highest standards of architecture • Significantly enhance its immediate setting and • Be sensitive to the defining characteristics of the local area" <p><i>While the Society would normally welcome steps to encourage high architectural standards in every instance - the judgement would have to be wholly SUBJECTIVE. Who would be responsible for deciding such? Would they have the necessary knowledge? It seems dangerously vague and would lead to unscrupulous applicants attempting to 'bend the rules' to comply with this condition causing unnecessary complications for Planning Officers. It could also leave it open to widespread abuse in all its connotations.</i></p> <p><i>The Society would strongly urge that unless the parameters can be more clearly defined then this item is REMOVED from the Local Plan.</i></p>	<p>Noted.</p> <p>This is highly subjective but it is outlined in the NPPF as one of the criteria upon which permission of isolated dwellings in the rural area may be sought. 'Outstanding design' is therefore included in the SPD. However due to lack of case studies/practice guidance thereof, the justification test assessment criteria could not be established.</p> <p>Assessment based on 'outstanding design' will be dealt with on a case by case basis and the applicant will be required to support their application, back it up with relevant evidence and case studies to give relevant justification (section 4.2)</p>	None
Park Residents Association	<p>1) Comment on section 2.8 of SPD: Outstanding Design</p> <p>2.8 <i>Notwithstanding the rural enterprise, heritage justification and re-use of redundant buildings, in exceptional circumstances, new dwellings outside of development limits may be permitted where the design is truly outstanding, groundbreaking, innovative, reflecting the highest standards in architecture and the development significantly enhances the immediate setting.</i></p> <p>Whilst I applaud high standards of architecture and groundbreaking innovative design I would say that this statement is purely subjective and</p>	<p>Noted.</p> <p>This is highly subjective but it is outlined in the NPPF as one of the criteria upon which permission of isolated dwellings in the rural area may be sought. 'Outstanding design' is therefore included in the SPD. However due to lack of case studies/practice guidance thereof, the justification test assessment criteria could not be established.</p> <p>Assessment based on 'outstanding design' will be dealt with on a case by</p>	None

	<p>believe it to be inappropriate for an official document that will be used to guide future development.</p> <p>There are no specific criteria in evidence and I feel it should be removed from the Local Plan or give specific criteria as to what constitutes "Outstanding Design". This could be interpreted in so many ways and would cause planners an inordinate amount of work when speculative designs are produced.</p>	<p>case basis and the applicant will be required to support their application, back it up with relevant evidence and case studies to give relevant justification (section 4.2)</p>	
Persimmon Homes	<p>1) Persimmon Homes agree with the principle purpose of the SPD to stop inappropriate development in the countryside; however the application of the policies within the SPD should contain sufficient flexibility in order to be reflective of the wider planning policy context of the borough with regards to housing supply.</p> <p>2) Despite laying beyond the development limits, and therefore within the countryside, edge of settlement sites can provide sustainable locations for residential development. Whether through applications in the event of no five year land supply or through the promotion and allocation of sites in the emerging local plan, boosting significantly the supply of housing and maintaining a 5 year land supply position should be at the fore front of the council's approach to planning.</p>	<p>Noted</p> <p>The Council is aware that land which is outside development limits but on the edge of the urban area or village settlements is in essence on sustainable locations and will allow sustainable growth of settlements. As such the emerging Local Plan will allocate sites on the urban edge and on edge of village settlements to boost housing supply in the Borough and will redraw the limits to development to include allocated sites within the Local Plan.</p> <p>Criteria subject 4: Vitality of the rural communities (functional test criteria 4.2) recognises the sustainability of sites adjoining village envelopes and the direction of the NPPF to promote sustainable development in rural areas hence the SPD is not restrictive of housing in sustainable locations</p>	<p>Changes suggested above including reference to sites allocated within the new Local Plan and limits to development should address these concerns.</p>
Development Control HBC	<p>1) Fairly happy with SPD however have concerns to the exception relating to 4) Vitality of the Rural Communities, exception I can't remember this being in the original document. It seems to me that an argument could be made under these criteria for any site on the edge of a village, or elsewhere. It also doesn't appear to be one of the exceptions suggested by the NPPF so why have it? (If we have to have it at 2.9 and elsewhere in the document it is also not clear that this means housing on the edge of villages as suggested by the functional test criteria at the end of the document)</p>	<p>This is in the preamble to NPPF paragraph 55 exceptions. The exceptions listed are to assist towards meeting the requirements of preamble.</p> <p>Regarding rural areas the NPPF (paragraph 28) is clear that policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development.</p> <p>The SPD hence recognises the sustainability of sites on the edge of a village and any other sustainable sites in the rural area that will enhance or support services in a village nearby.</p> <p>This exception (4) has been added in order to fulfil the following requirements of the NPPF regarding</p>	<p>Add to section 2.9 in the SPD the following statement: The Council recognises that land outside of development limits but located on the edge of urban areas or village settlements is in essence sustainable and as such will allow sustainable growth of settlements. In accordance with the NPPF, all relevant policies and other material considerations, justification maybe sought if the proposal is on sites located at the urban edge or village envelopes.</p>

		<p>development in rural areas:</p> <ul style="list-style-type: none"> • paragraph 7 (delivery of sustainable development) • paragraph 15 (development which is sustainable should be approved without delay) • paragraph 47 (local planning authorities are required to boost significantly the supply of housing) • paragraph 49 (consider <i>housing applications in context of the presumption in favour of sustainable development</i>) • paragraph 54 (local planning authorities should also be responsive to local circumstances and plan housing development to reflect local needs) 	
	<p>Also in terms of Redundant and disused buildings I'm confused by Page 16 justification 3rd point. "If the development involves demolishing the redundant building, the applicant needs to demonstrate that the existing accommodation no longer meets modern standards and is incapable of economic repair or adaptation and is no longer required by the enterprise". This seems to be encouraging the rebuilding of such buildings rather than their conversion/reuse which is specified as the exception at 2.7</p>	<p>Noted.</p> <p>Acknowledged that demolishing buildings in the rural areas is out of scope of the NPPF, Instead the NPPF in paragraph 55 encourages re-use of redundant or disused buildings.</p>	<p>Delete functional test criteria 3.2 and accompanying justification.</p>
<p>Rights of Way and Countryside HBC</p>	<p>1) Here is a criteria test and justification to add to the relevant categories:</p> <p>Test Does the proposed development lie on land over which a public footpath/bridleway or multiple public footpaths/bridleways run?</p> <p>Justification Where the proposed development does directly affect a single or multiple public footpath or bridleway then the Town & Country Planning Act 1990, section 257 makes available or permits:</p> <p><i>Subject to section 259 of the Act, a competent authority by order to authorise the stopping up or diversion of any footpath or bridleway if they are satisfied that it is necessary to do so in order to enable development to be carried out—</i></p> <p>a) <i>In accordance with planning permission granted under Part III or section 293A of the Act , or</i></p> <p>b) <i>By a government department.</i></p> <p>In such cases the developer or their agent will</p>	<p>Noted</p> <p>Criteria subject 4: Vitality of the Rural Communities is non-specific and more general hence has to be answered in all applications (see section 4.10). As such the rights of way test and justification applies to all applications hence will be added to criteria subject 4.</p>	<p>Test and justification added to criteria subject 4: Vitality of the Rural Communities.</p>

	need to discuss with the Council's Countryside Access Officer whether or not there is a need to consider the use of the appropriate legal procedure to divert or stop up the relevant public footpath or bridleway		
Natural England	The topic of the Supplementary Planning Document does not relate to our remit to any significant extent. We do not therefore wish to comment	Noted	None
Redcar & Cleveland Borough Council	No specific comments, support the general approach of the SPD	Noted	None

4. Next Steps - Adoption

- 4.1 The comments received during the consultation periods have, where appropriate, been included into the finalised version of the SPD. These will be taken to full Council for adoption.
- 4.2 It will be important following the adoption that the documents are kept up to date and modified to reflect any changes in government regulations and emerging opportunities across the Borough.

Appendix 1: List of People/Organisations Consulted

Name/Organisation	Contact Name (if any)
	Stephen J Akers-Belcher
	Barry Wilkinson
	Christopher Akers-Belcher
Anchor Housing Association	
Ancient Monuments Society	
Appletons	John Wilson
Association of North East Councils	
Avondale Centre & City Learning Centre	Noreen Orr
B3 Architects	
Banks	
Barret Homes Newcastle	
BDP Planning Limited	Andrew Teage
Bellway Homes	
BenBailey Homes	Ed Alder
Big Tree Planning Limited	
Billingham Town Council	Mrs D Rickaby
BNP Paribas Real Estate UK	Alex Willis
Brenda Road Properties Limited	
Bridge Community Association	Mary Mstert
British Butterfly Conservation Society,	S Kirtley
British Telecom	
British Telecommunications plc	
British Trust for Conservation Volunteers	
British Waterways	Alan Slater
British Wind Energy Association	
Cameron Hall Developments Ltd.,	
Campaign for Better Transport	
Camping & Caravaning Club	Mr S Inness
Castle Eden Parish Council	Ms J Collins
Charlotte Boyes	
Chris Thomas Ltd	Chris Thomas
Churches Together in Hartlepool	Val Towler
Cleveland Buildings Preservation Trust,	
Cleveland Emergency Planning Unit	Aurora Court
Cleveland Industrial Archaeology Society	Peter Lane
Compassion in World Farming	
Council for British Archaeology	
Council for the Protection of Rural England	Patricia Gorman
Country Landowners Association	Jane Harrison
County Fire Brigade	
CPRE	
Crown Estate	Kate Bruce
Dalton Piercy Parish Council	Michael Holt
Darlington Borough Council	Valerie Adams
David Barker	David Barker
David Stovell & Millwater	David Stovell
Davis Planning Partnership	

Dean and Chapter of Durham,	Mr H J Williams
DEFRA	
Defra Flood Management Division	Jim Hutchison
Dennis Downen Associates	
Department for Transport	
Dev Plan	Laura Ross
Development Planning Partnership	Faith Folley
Devereux Architects	Nic Allen
Dickenson Dees	Peter McGowan
Dransfield Properties Ltd	Mark Dransfield
Drivas Jonas Deloitte	
DTZ	Andrew Cole
Durham Bat Group	Noel Jackson
Durham County Council	Mike Alum
Durham Heritage Coast	N Benson
Dyke House Area Residents Association	Linda Shields
Eastland Construction Limited	Mr D Brown
Elwick Parish Council	Minna West
Elwick Women's Institute	S K Jobson
Endeavour Housing Association	Mr C Hughes
England & Lyle	Ian Lyle
English Heritage	Alan Hunter
ENTEC UK	
Environment Agency	Lucy Mo
Esh Developments	Adrian Miller DipTP, MRTPI
Esh Property Services	
F Sturrock	F Sturrock
Fens Residents Association	Robert Smith
Fishburn Parish Council	Mrs K A Toward
Forestry Commission	Richard Pow
Franklin & Andrews	
G L Hearn	Jason Living
Garden History Society,	
George F White	Stephanie Linnell
Georgian Group	
Gerald Eve	
Gladman Developments	Daniel Chant
Go Ahead Northern	
Goldacre (Offices) Ltd	
Greatham Parish Council	John Cunliffe
Greatham Women's Institute	K Harrison
Greig Cavey	Peter Cavey
Grindon Parish Council	Mrs Johnson
Gus Robinson	Daniel Robinson
GVA	Rachel Whaley
GVA Grimley	
GVA Grimley	Chris Goddard
Halcrow Group Limited	

Hallam Land Management Ltd	Paul Burton
Hammond Suddards	
Hart Parish Council	Mr R Gray
Hart Village Women's Institute	J Nicholson
Hartlepool Archaeological & Historical Society	M Smith
Hartlepool Civic Society	Mrs S Bruce
Hartlepool Countryside Volunteers	Robert Smith
Hartlepool Environmental Network	Kevin Cranney
Hartlepool Natural History Society	Mr R T McAndrew
Hartlepool Partnership	c/o Cathryn Frank
Hartlepool People Ltd	
Haswell Parish Council	
Headland Parish Council	Gillian Elliston
Health & Safety Executive	
Hedley Planning Services	Sean Hedley
Helios Properties	Trevor Cartner,
Henry Boot Developments Ltd	David Anderson
Highways Agency	Kyle Maylard
Highways Agency Northern	Daniel Gaunt
Home Group Ltd	
Homes & Community Agency	Ann Barker
Housing 21	
Housing Hartlepool	Cath Purdy
Huntsman Tioxide Ltd	Allan Wise
Hutton Henry Parish Council	Mrs M Wilson
HVDA	
Hyams & Brownlee	
I.N.C.A.,	Geoff Barber
ICI	Mr PS Gill,
Indigo	Mr Simon Grundy
JacksonPlan Limited	Ted Jackson
James Hall,Planning Partner	Barton Willmore
John Herbert	Mr John Herbert
Jomast Construction Ltd	
Jones, Lang & LaScelles	
Kebbell Developments Ltd	
Keepmoat Partnership	Carol Watkin
King Sturge	Mr Atam Verdi
King Sturge LLP	Joanna Gabrilatsou
Kirkwells	Michael Wellock
La Farge Aggregates	
Lambert Smith Hampton	
Landmark Information Group	James Tippins
Landmark Partnership	
Langtree Properties Limited	Stephen Barnes
Leebell Developments Limited	
Legato Properties	
Limes Development	
Lorne Stewart	
Lovell Partnerships Limited	
Malcolm Arnold	

Malcolm Judd and Partners	
Mandale Properties	
Manners & Harrison	
Manor Residents Association	
Matthews & Goodman	
McAlpine & Sons	
McGough Planning Consultants	Christopher McGough
McInally Associates,	
McNicholas Bros	
Middlesbrough Borough Council	Paul Clarke
Miller Homes	Tim Williams
Mobile Operators Association	Ginny Hall
Monk Hesleden Parish Council	Mrs L A Wardle
MP	Mr Iain Wright, M.P
Mr & Mrs D. Ogle	Mr & Mrs D Ogle
Mr & Mrs P A Wood	Mr & Mrs P A Wood
Mr P Jenkins	
Mrs P Harkness	
Nathanial Lichfield and Partners	Michael Hepburn
National Farmers Union	Miss Laurie Norris
Natural England	
Natural England	Marney Harris
Natural England North East	
NEDL	
Nesbitt Parish Meeting	Mr T Bird
New Deal for Communities Trust	Christopher Barnard
Newton Bewley Parish Meeting	Mrs Christine Nowell
Park Residents Association	Mrs F Johnson
Peacock & Smith	Lucie Jowitt
Peel Holdings plc (Durham Tees Valley Airport)	Strategic Planning Director
Persimmon Homes	Richard Tindale
Prism Planning	Alison Baines
Railway Housing Association	
Redcar & Cleveland Borough Council	Alex Conti
RIBA North East	Mark Crosby
River Green Developments PLC	
Robert Turley Associates	
Roger Tym & Partners	
Rokeby Developments	Adrian Goodall
Ron Greig Estate Agents	
Rural Housing Trust	
Sanderson Weatherall	Emma Hulley
Sanderson Wetherall	
Savills	Melys Pritchett
Savills	Trevor Adey
Savills	Rebecca Housam
Sedgefield Town Council	Mrs L K Swinbank
Shepherd Homes	
Signet Planning	Nick McLellan
Smiths Gore	A M Hutton MRTPI
Spawforths	David Rolinson
SSA Planning Limited	Mark McGovern

Stockton Borough Council	Rosemary Young
Stonham Housing Association	
Storey Edward Symmonds	Martyn Lytollis
Storey Sons & Parker	Mark Brooker
Strutt & Parker	R W Close
Talyor Wimpey UK Limited	
Tees Valley Housing Association	
Tees Valley Living	Jim Johnsonsone
Tees Valley Local Access Forum	Beryl Bird
Tees Valley Rural Community Council	Doff Pollard
Tees Valley Unlimited	Malcolm Steele
Tees Valley Wildlife Trust	Dr S Antrobus
Terence O'Rourke Plc	
The Crown Estate	Emily Forsythe
The Guinness Trust	
The Home Builders Federation	Matthew Good
The Hospital of God at Greatham	John Quinn
The Planning Bureau Ltd	
The Planning Inspectorate	Steve Carnaby
The Woodland Trust	Nick Sandford
Three Rivers Housing Group	
Tilly Bailey and Irvine	
Trimdon Foundry Parish Council	Mrs K Tweddle
Trimdon Parish Council	Mrs A Delandre
Turley Associates	Bethany McQue/Rebecca Robson
University of Newcastle	Jackie Dunn
URS Infrastructure & Environment UK Ltd	Robin Newlove
Walsingham Planning	
Walton & Co	Vicki Richardson
Ward Hadaway	Andrew Moss
Wates Development	
White Young Green	John Whittaker
Whitstone Weavers	Steve Byrne
Wingate Parish Council	Mr G Reid
Wolviston Parish Council	Mr P Healey
Woodland Trust	Nick Sandford
WSP Development	
WSP Development	
Wynyard Park Limited	Chris Musgrave
Yuill Homes	
Groundwork North East	Leah Remington

COUNCIL

6 August 2015



Report of: FINANCE AND POLICY COMMITTEE

Subject: HARTLEPOOL HOUSING STRATEGY 2015-2020

1. PURPOSE OF REPORT

- 1.1 To enable Council to consider approval of the Housing Strategy for 2015-2020 and the adoption of the Action Plan following referral from the Finance and Policy Committee meeting on 27th July.

2. BACKGROUND

- 2.1 At the Finance and Policy Committee on 27th July 2015 a detailed report was considered by Members in relation to the new Housing Strategy for 2015-2020 and the associated Action Plan. The Strategy details the key housing priorities for the Council and its partners for the period to 2020. The Action Plan is the delivery plan for the priorities which have been identified.

3. PROPOSALS

- 3.1 In 2003, the Government placed a legal duty on all local authorities to develop housing strategies. The current Strategy expired at the end of March 2015 and it is therefore necessary to prepare a new Strategy incorporating an Action Plan for the next five years.
- 3.2 The Housing Strategy for 2015–2020 reflects on what has been achieved through the 2011–2015 Housing Strategy and details the actions required for the next five years.
- 3.3 The new Strategy incorporates the Council's Homelessness Strategy and Empty Homes Strategy which both expired in March 2015. This will enable the Council and its partners to monitor and manage its strategic functions through the delivery of a single Housing Strategy for Hartlepool.
- 3.4 This new strategy replaces the Hartlepool Housing Strategy 2011-15, which identified a range of priorities to meet housing needs within Hartlepool. Many

of these priorities still remain relevant and are reflected in the 5 Priorities that have been identified and developed as a result of extensive consultation.

- 3.5 The strategy sets out high level priority outcomes that have been developed using a robust evidence base and reflects the issues identified through consultation.
- 3.6 To enable delivery of the strategy's objectives, the Council will work with a range of agencies and organisations. Strong relationships will be maintained with the regulatory authority the, Homes and Communities Agency, to make best use of resources and best practice. Local residents' views will also be sought throughout the life of the strategy to measure whether the housing offer within Hartlepool is improved and meets local needs.
- 3.7 The Draft Housing Strategy and Action Plan have been developed during a period of challenging economic conditions and within a changed political environment. Therefore, while the Strategy sets out a longer term vision it also recognises that short and medium term actions are needed to address issues facing the housing market now.
- 3.8 The vision of the Housing Strategy 2015-20 is:

Developing and maintaining successful communities where people choose to live, by meeting the housing needs of our residents now and in the future.

To achieve this vision the Housing Strategy has been developed under five main priority outcomes which will contribute towards achieving the vision:

1. Delivering suitable new homes, including affordable homes and older person accommodation.
2. Making the best use of existing homes; improving quality, conditions and the environment.
3. Bringing long-term empty homes back into use.
4. Improving health and wellbeing; promoting sustainability by supporting people with specific housing needs.
5. Preventing homelessness and providing options.

4. HOUSING STRATEGY 2015 – 2020 DEVELOPMENT TIMETABLE

- 4.1 The new Strategy has been produced following engagement with the Council's partners which includes Registered Providers, residents, voluntary organisations and the private sector.
- 4.2 The consultation for the Housing Strategy was completed in various stages.

- **Stage 1** - During September 2014, 3 consultation workshops were held at the Civic Centre and these were attended by Members, the Housing Partnership, Council Officers, Registered Providers, Private Landlords, Developers and the voluntary sector. The aim of the workshops was to identify themes and issues affecting housing across all tenures.

The issues raised across the 3 topic areas were used as a basis for further consultation and as background for development of the 1st draft of the new Housing Strategy.

- **Stage 2** – From the end of October 2014 until the beginning of January 2015 a questionnaire was posted on the Council's website as a mechanism for consulting with residents about the priorities that emerged during the 3 workshops.
- **Stage 3** - The results from the 3 workshops and the on-line community consultation were used to develop the 1st draft of the Housing Strategy 2015 – 2020.

The draft Strategy was formally consulted on from the end of April until the beginning of June 2015 with Members, Housing Partnership, workshop attendees, Council Officers, residents and external partners.

- **Stage 4** – following the consultation stages above the 2nd draft of the Housing Strategy and associated Action Plan were developed during June 2015. These documents reflect the formal feedback received and the views, suggestions and issues that were raised.

- 4.3 A number of action planning meetings were held with the key respondents to the consultation and their knowledge was used to develop the draft Action Plan. The Action Plan is a 'live' working document and any additional actions or amendments to existing actions will be made during the lifetime of the Housing Strategy subject to approval from the Housing Partnership. Performance Indicators have been identified for each of the Priority Outcomes; clear outcomes have been stated above each set of actions and achievable timescales for delivery have been agreed.

5. ROLE OF THE HOUSING PARTNERSHIP

- 5.1 Hartlepool's Housing Partnership brings together a range of partners with the common aim of improving housing provision within Hartlepool. The partnership includes representatives from the Council, Registered Providers (RPs), and the Voluntary and Community Sector.
- 5.2 The focus of the Housing Partnership will be on ensuring the delivery of the Housing Strategy. The Partnership will co-ordinate and facilitate multi-agency and private sector involvement and provide a link between housing and wider policies for the social, economic and environmental well-being of

the area, including the regeneration of deprived neighbourhoods. The Partnership will be responsible for agreeing and monitoring the Housing Strategy action plan, addressing areas of underperformance and promoting achievements.

6. THE 5 PRIORITY OUTCOMES

6.1 The Draft Housing Strategy 2015 - 20 recognises how existing housing in the borough and the construction of new housing can have a profound effect on health, the economy, education and the environment. These themes underpin the 5 priority outcomes.

6.2 Priority 1 - Delivering suitable new homes, including affordable homes and older person accommodation

This priority details how the Council will work with partners to deliver suitable and affordable new homes for all demographic groups. The challenges faced in achieving this priority revolve around delivering high quality new housing which meets identified need, in places where people choose to live whilst continuing to deliver Housing Regeneration. The outcomes identified for this priority are to:

- Deliver new homes that will meet current and future housing needs;
- Ensure new affordable homes are high quality with good standards of design and construction;
- Support employment through development.

6.3 Priority 2 – Making the best use of existing homes; improving quality, conditions and the environment

This priority details how the Council aims to improve existing homes across tenures. The challenges faced in achieving this priority include ensuring housing quality and choice across the rented sector. Particular challenges include raising standards within the private rented sector, tackling fuel poverty and helping owner occupiers to maintain their homes. The outcomes identified for this priority are:

- Improved management standards, housing quality and choice in the rented sector;
- Improved energy efficiency and tackle fuel poverty across tenures;
- Improved neighbourhoods and the environment ;
- Owner occupiers are better able to maintain and improve their homes.

6.4 Priority 3 – Bringing long-term empty homes back into use

This priority details how the Council will work with partners to bring long-term empty homes back into use. The challenges faced in achieving this priority

include balancing incentive and enforcement action, identifying funding to undertake empty homes work and supporting investment in housing regeneration. The outcomes identified for this priority are:

- Reduced number of long-term empty homes;
- Increased level of funding drawn in to support empty homes initiatives.

6.5 **Priority 4 – Improving health and wellbeing; promoting sustainability by supporting people with specific housing needs**

This priority details how the Council will work with partners to meet the specific housing needs of vulnerable people to support independent living. The challenges faced in achieving this priority include ensuring that there is a variety of housing options to meet different needs. There are particular pressures for finding suitable housing solutions for people with learning and other disabilities, as well as housing for a growing older population, addressing Black and Minority Ethnic housing needs and funding housing adaptations to enable independent living. The outcomes identified for this priority are:

- People with specific housing needs will have improved housing options;
- There will be increased supported housing options for vulnerable people, including the provision for older people and people with dementia;
- The needs and aspirations of the minority ethnic groups will be clearly understood in order to ensure services are responsive to their needs.

6.6 **Priority 5 – Preventing homelessness and providing options**

This priority details how the Council will work with partners to deliver improved early intervention and homelessness prevention services to residents in Hartlepool who find themselves homeless, threatened with homelessness or in a housing crisis. The challenges faced in achieving this priority include ensuring that there are a variety of housing options to meet different needs. There are also challenges in addressing the wider areas of health, employment and developing skill capacity for people to be independent. Mitigating the impact of welfare reforms on vulnerable households' ability to obtain and sustain affordable housing are also important issues to be addressed. The outcomes identified for this priority are:

- A joined up multi agency approach to homeless prevention in place;
- High quality advice, assistance and early intervention in place to prevent homelessness;
- There is minimal impact of welfare reform on residents;
- Improved access to social housing.

7. RISK IMPLICATIONS

- 7.1 The Council has housing responsibilities that provide opportunities to improve the town and its resident's lives and there are risks associated if the Council does not manage housing strategically. Funding and regulatory frameworks reinforce the need to have a robust Housing Strategy. Without a Strategy that has been agreed with the Council's partners, funding and support from the Homes and Communities Agency (HCA) will not be achievable. Without a clear vision it will be more difficult to attract developers and funding; tackle homelessness; tackle empty properties and improve housing quality. Without a Housing Strategy and a clear approach to strategic housing the Council will be restricted from identifying opportunities and responding quickly to initiatives.

8. EQUALITY AND DIVERSITY CONSIDERATIONS

- 8.1 The Strategy has had an Equality Impact Assessment undertaken to identify any unmet needs / requirements.

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

- 9.1 Development of the new Housing Strategy has been undertaken with the reduction of crime and anti social behaviour in mind. The new Housing Strategy for 2015-2020 vision is "developing and maintaining successful communities where people choose to live, by meeting the housing needs of our residents now and in the future".

10. RECOMMENDATIONS

- 10.1 Council is recommended to approve:-
- a) The adoption and publication of the draft Housing Strategy 2015 – 2020
 - b) The adoption and publication of the associated Action Plan

11. REASONS FOR RECOMMENDATIONS

- 11.1 The recommendations ensure that there is a Housing Strategy and supporting Action Plan in place to deliver the 5 identified priority outcomes and the vision of "developing and maintaining successful communities where people choose to live, by meeting the housing needs of our residents now and in the future".

12. BACKGROUND PAPERS

Finance and Policy Committee Report – 27th July 2015

13. CONTACT OFFICER

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COUNCIL REPORT

6 August 2015



Report of: FINANCE AND POLICY COMMITTEE

Subject: COUNCIL HOUSING STOCK DEVELOPMENT – JULY 2015

1. PURPOSE OF REPORT

- 1.1 To enable Council to consider proposals referred from the Finance and Policy Committee meeting on 27th July in relation to the business case for the purchase of 14 bungalows and to seek approval for the capital funding required.

2. BACKGROUND

- 2.1 In accordance with the constitution the Finance and Policy Committee is responsible for proposing changes to the approved Budget and Policy Framework, which are then referred to Council for consideration.
- 2.2 At the Finance and Policy Committee on 27th July 2015 a detailed report (Attached at **Appendix A**) was considered by Members in relation to the business case for the purchase of 14 bungalows on the former Raby Road Corridor/Perth Street Compulsory Purchase Order (CPO) site, subject to:
- a successful bid for additional Homes and Community Agency (HCA) funding; and
 - the Department for Communities and Local Government providing the necessary approvals in relation the Housing Revenue Account.
- 2.3 The Council has now received notification from the HCA that the bid for funding was successful.

3. PROPOSALS

- 3.1 The report to the Finance and Policy Committee Members that the business case is be self financing from a combination of:

- HCA grant;
- Prudential Borrowing – the annual rent income, net of management and maintenance costs, will meet the cost of annual borrowing repayments;
- Section 106 contributions already received and intended for off-site affordable housing provision.

3.2 The Finance and Policy Committee report detailed two funding options, using different combinations of Section 106 and Prudential Borrowing to fund a total capital budget of £1,260,000, both of which are financially viable and sustainable. The Finance and Policy Committee approved option B, as detailed below, which minimises the use of Prudential Borrowing for this scheme:

- Option B - Prudential Borrowing of £735,000 (i.e. £52,500 per property) repayable over 40 years, which equates to 58% of the total project funding and Section 106 funding of £196,000. This option fully commits all Section 106 funding received to date for social housing contributions.

4. RECOMMENDATIONS

4.1 It is recommended that the Council approve the proposal to purchase 14 bungalows on the Alexander Square development on condition that:

- i) the Department for Communities and Local Government approve the arrangements for either increasing the HRA exemption, or approve the arrangements for the Council re-establishing the HRA. To note that any minor additional administrative costs of operating an HRA can be funded within the existing business case;
- ii) approves the funding Option B consisting of Prudential Borrowing of £735,000 (i.e. £52,500 per property), which equates to 58% of the total project funding and Section 106 funding of £196,000;
- iii) To note the successful outcome of the bid for £329,000 HCA Grant under the National Affordable Homes Programme and to note the total capital budget for this scheme will be £1,260,000;
- iv) To note that if the approvals detailed at recommendation (i) is not successful, the scheme will not proceed.

5. REASONS FOR RECOMMENDATIONS

5.1 To seek approval of the departure from the approved Budget and Policy Framework to enable this project to progress.

6. BACKGROUND PAPERS

Finance and Policy Committee Report – 27th July 2015

FINANCE AND POLICY COMMITTEE

27 July 2015



Report of: Director of Regeneration and Neighbourhoods

Subject: COUNCIL HOUSING STOCK DEVELOPMENT –
JULY 2015

1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 Key Decision test (i) - Forward Plan Reference No. RN 13/15.

2. PURPOSE OF REPORT

2.1 To enable the Committee to:

- (i) consider the business case for the purchase of 14 bungalows on the former Raby Road Corridor/Perth Street Compulsory Purchase Order (CPO) site, subject to a successful bid for additional Homes and Community Agency (HCA) funding; and
- (ii) to refer the proposals to Council on 6th August 2015 for approval of the capital funding required as part of the business case.

3. BACKGROUND

- 3.1 In 2010 the Council became a 'Council House' stock holding Local Authority again and its current stock and those to be delivered in the pipeline up until 2018, consists of 253 units. Since April 2015 these properties have been directly managed by the Council's Housing Services team.
- 3.2 The stock consists of two, three and four bedroomed houses/flats and 2 bedroomed bungalows. The make-up of the stock is both new build properties and properties acquired via the Empty Homes Programme. The Council has been delivering the Empty Homes Programme across the town, since 2012 and it will continue until 2018.

4. PROPOSALS

- 4.1 The Council have been presented with a further opportunity to develop its Council housing asset by acquiring fourteen additional bungalow units on the Alexander Square site (this was formerly the Perth, Hurworth Street CPO site). Keepmoat, the developer of this key housing regeneration site have sought a planning permission variation in order to build out the remaining 30% of the site, however the original purchaser of the 14 bungalows, is no longer able to proceed with the purchase of the units as they have failed to secure the necessary financial funds.
- 4.2 The Council previously approved the recommendation to purchase seven bungalows at Committee on 24th November 2014 and these units are currently under construction and are due for completion in September 2015. Keepmoat has approached the Council offering the opportunity to purchase a further 14 bungalows on the same basis as the first 7 bungalows. All 21 bungalows will be located on adjacent roads on the site, which allows for efficient future management, by the Housing Services team.
- 4.3 Initial discussions have taken place with the Homes and Communities Agency (HCA) about an application to the National Affordable Homes Programme to access funding and indications are that the Council is likely to be successful in obtaining this funding if it decides to take the scheme forward.
- 4.4 It is also important to highlight that the new social rented bungalows are in high demand in the town. This is evidenced by the housing waiting list for this type of accommodation and by the current and future demographic evidence about the population of Hartlepool. The Victoria ward is also a popular ward in terms of housing requests for this type of property, due to its proximity to the town centre and its links to services and the public transport network. The properties will all be built with level access to entry points in line with current HCA requirements; additionally all the bungalows will be built with level access showers which will alleviate future pressures on the disablement facilities budget.
- 4.5 The developer also intends to build out the remaining 14 houses on the site under this proposal and market these for sale this will see the site fully completed and have the effect of generating a new community in this area which has suffered for many years from the lack of full resident occupation. The units all meet the Design Quality Standards in line with HCA requirements, which are in line with the National Housing Federation standards for registered providers, all property is designed and constructed to high standards to produce energy efficiency and improved comfort levels.

5. FINANCIAL CONSIDERATIONS

- 5.1 The business case for the proposal is based on the same underlying principals and prudent assumptions as those used for the previous 7 units

and other housing schemes. The proposed funding for the scheme consists of:

- HCA grant;
- Prudential Borrowing – the annual rent income, net of management and maintenance costs, will meet the cost of annual borrowing repayments;
- Section 106 contributions already received and intended for off-site affordable housing provision;

5.2 Two options for the mix of Prudential Borrowing and Section 106 contributions have been identified and both are financially viable and sustainable:

- **Option A** - Prudential Borrowing of £876,000 (i.e. £62,572 per property) repayable over 50 years, which equates to 70% of the total project funding and Section 106 funding of £55,000. This option leaves uncommitted Section 106 funding to support future housing schemes of £141,000.
- **Option B** - Prudential Borrowing of £735,000 (i.e. £52,500 per property) repayable over 40 years, which equates to 58% of the total project funding and Section 106 funding of £196,000. This option fully commits all Section 106 funding received to date for social housing contributions.

5.3 The key financial elements of the two options are summarised below:

	Option A	Option B
	£000	£000
Cost per Unit	90	90
Total Cost (14 units)	1,260	1,260
Funded by:		
Borrowing	876	735
HCA Grant	329	329
Section 106	55	196
	1,260	1,260

6. RISK IMPLICATIONS

6.1 As described above, the business case is contingent on the Council being successful in receiving the HCA grant. If this is not approved then the scheme will not proceed.

6.2 Bungalows are considered a low risk option as there is less likely to be a failure to let the properties and find tenants as bungalows are in high demand and a waiting list exists for these unit types in Hartlepool. The future demographic information for the town also evidences high needs for

bungalow accommodation. This area of the town is also a popular with applicants for housing.

- 6.3 The business case has been based on prudent assumptions for rent income, management and maintenance and borrowing costs. The Council is able to benefit from historically low levels of borrowing, which can be locked in for the duration of the 40 to 50 year loan period, depending on the borrowing option approved by Members.
- 6.4 This proposal will take the Council's housing stock above 200 units, which is the trigger point which may require the Council to re-establish a 'Housing Revenue Account' (HRA). Officers have informed the Department of Communities and Local Government of this proposal and at the time this report was prepared they were considering this issue to determine whether they would approve either:
- an increase above 200 units without requiring the Council to re-establish a HRA, or
 - require the Council to re-establish the HRA.
- 6.5 In practice, the Council is already undertaking much of the administrative, accounting and regulatory requirements expected as part of the Housing Revenue Account framework, which has changed since the Council transferred its housing stock in 2004. Council housing is now expected to be self funding in a similar way to the current arrangements. The full consequences of reopening a HRA need to be explored, including the Government sanctioning the borrowing needed for the business case within the national housing limit. It is anticipated that any minor additional administrative costs of operating an HRA can be funded within the existing business case.

7. EQUALITY AND DIVERSITY CONSIDERATIONS

- 7.1 There are no equality or diversity implications. In fact these type of properties help to improve the offer and range of units required to improve equality.

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

- 8.1 There are no Section 17 implications.

9. RECOMMENDATIONS

- 9.1 It is recommended that the Committee approve the proposal to purchase 14 bungalows on the Alexander Square development on condition that:

- i) there is a successful outcome of the bid for £329,000 HCA Grant under the National Affordable Homes Programme;
- ii) the Department for Communities and Local Government approve the arrangements for either increasing the HRA exemption, or approve the arrangements for the Council re-establishing the HRA. To note that any minor additional administrative costs of operating an HRA can be funded within the existing business case;
- iii) to approve one of the following options for referral to Council for funding the balance of the scheme costs, noting that both options are financially viable and sustainable:

Option A – use Prudential Borrowing of £876,000 (i.e. £62,572 per property), which equates to 70% of the total project funding and Section 106 funding of £55,000.

Option B – use Prudential Borrowing of £735,000 (i.e. £52,500 per property), which equates to 58% of the total project funding and Section 106 funding of £196,000.
- iv) To note that if bid for HCA grant is successful and the scheme proceeds, the total capital budget for this scheme will be £1,260,000.
- v) To note that if the approvals detailed at recommendations (i) and (ii) are not successful, the scheme will not proceed.

10. REASONS FOR RECOMMENDATIONS

- 10.1 This proposal develops the stock of Council owned housing and delivers the type and size of units which are in high demand in central Hartlepool. It also represents good value for money and is a valuable opportunity to develop the Council's housing stock.

11. BACKGROUND PAPERS

- 11.1 Finance and Policy 24th November 2014.
Council 14th December 2014.

12. CONTACT OFFICER

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COUNCIL

6 August 2015



Report of: Chief Executive

Subject: BUSINESS REPORT

1. COMMITTEE/OUTSIDE BODY VACANCIES

Committee Vacancy

Following the appointments to Committees and Forums made at the meetings on 26 May 2015 and 25 June 2015, a vacancy on the Audit and Governance Committee remains. Under normal proportionality the seat would be allocated to an Independent member though no nomination has been forthcoming. Under applicable legislation, where no nomination has come forward within a period of three weeks from the initial request (as reported to members on 25 June), then it is open to Council to make such appointment as it thinks fit. The wishes of Council are therefore requested to be made known as to whether the Committee should continue to carry a vacancy or that nominations be invited.

Outside Body Vacancies

(i) Hartlepool Credit Union – At the meeting of Council held on 25 June, it was reported that 2 positions (from 4) remained vacant.

Councillors Springer and Thompson had been appointed at the Council meeting on 26 May. Subsequently an e mail was received from Councillor Thompson advising that on reflection and due to his commitments, he is not able to take up the position on the Hartlepool Credit Union. In his e mail Councillor Thompson referred to the excellent work of the town's credit union and the importance of having representation on the Board.

(ii) Teesside Pension Board – 1 position – Following a request from Council on 26 May 2015 feedback was conveyed to the Pension Board that the Council would be prepared to provide a nomination should all Local Authority members be represented on the Board. The response received was reported to Council on 25th June as follows:-

“The Pensions Board is being created to assist the scheme manager in the administration and governance of the Teesside Pension Fund. As such it is not a policy or decision making body.

Legislation covering the Local Pension Boards states that membership should be between four and twelve members, split evenly between employers and members of the Fund. This would mean a maximum of 6 employer representatives.

Due to the nature of the board it was felt that six members was a suitable number to undertake its functions. Initially the employer representatives will consist of one from the Administering Authority (Middlesbrough), one from the other Borough Councils, and one from the other employers of the fund. This will change to two from the Borough Councils and one from the other employers.

Employer representatives are not just representing their particular employer, but all employers in the fund.”

Members’ instructions as to the filling of Outside Body vacancies are requested.

2. SPECIAL URGENCY

Council is informed that there was one special urgency decision taken in the period May - July 2015. The decision was taken by the Finance and Policy Committee at its meeting on 1 June 2015 and related to the report submitted to the last meeting of Council on the impact of a recent Government funding announcement in relation to the ‘Local Growth Fund’ and the Committee’s proposal to provide loans to Cleveland College of Art and Design to enable the development of the new college facilities to proceed.

3. DEVELOPMENT OF HARTLEPOOL LOCAL HEALTH AND SOCIAL CARE PLAN

Full Council on the on the 25 June 2015 approved the Terms of Reference for the Hartlepool Local Health and Social Care Plan and agreed that the Northern Clinical Senate would be approached to nomination an appropriate individual to take up the position of Independent Chair.

As Chair of the Northern Clinical Senate, Professor Andrew Cant was formally approached on the 9 July 2015 to nominate a representative from the Senate to take up the position of Independent Chair. The response received from Professor Cant on the 16 July 2015, highlighted concerns regarding a conflict of interest for Senate members in taking up the role as Chair, given the active involvement of some members in supporting the development of health services in Teesside and/or their substantive employed by local NHS provider organisations. However, Professor Cant full supportive of the Working Group in the development of the Local Health and Social Care Plan and expressed a commitment to support the Council in the identification of an independent Chair. To this aim, Professor Cant is now in the process of identifying a list of names of appropriate, capable and interested individuals from outside of the Clinical Senate for the Council’s consideration.

At this point, it is not envisaged that the identification of an independent Chair will delay arrangements for the Working Group. In taking forward the development of the

Plan, details of the proposed schedule of meetings is outlined below with dates and times to be finalised following identification of the independent Chair in August.

	Date	Purpose of Meeting
Meeting One	Sept 2015	- Consideration of role and remit of the Working Group. - Analysis of need in Hartlepool and identification of gaps and potential opportunities in service provision.
Meeting Two	Nov / Dec 2015	Consideration of draft health and social care planning priorities.
Meeting Three	February 2016	Consideration of recommended draft health and social care planning priorities prior to consultation.
Meeting Four	May / June 2016	Consultation feedback and finalisation / approval of health and social care planning priorities for consideration by appropriate decision making bodies, including the Hartlepool Health and Wellbeing Board, in the development of the Plan.

Recommended: -

- i) That progress to date on the identification of an independent Chair for the Local Health and Social Care Plan Working Group be noted.

4. DIRECTOR OF PUBLIC HEALTH ANNUAL REPORT

The requirement for the Director of Public Health to write an Annual Report on the health status of the town and the Local Authority duty to publish it is specified in the Health and Social Care Act 2012.

Director of Public Health Annual Reports are not a new requirement, as prior to 2012, Directors of Public Health in the National Health Service (NHS) were expected to produce annual reports.

Historically, the equivalent of the Director of Public Health Annual Report was produced by the Local Authority Chief Medical Officer.

The Director of Public Health Annual report 2014/15 focuses on the issues relating to health and work. The report explores the following:

1. Relationship between employment and good health and poor health.
2. Historical overview of employment in Hartlepool
3. Health and employment.
4. Role of employers and employees in improving and protecting health.
5. Regulation.
6. Equal opportunities.
7. Success stories.
8. Vision and the future creation of employment.

The report concludes that there is a positive relationship between health and work and reflects the work of Professor Sir Michael Marmot, who concludes in The Marmot Report 2010, that we should seek to 'create fair employment and good work for all'.

Members are asked to note that this report was the subject of a Members' Seminar and has been presented to the Health and Wellbeing Board.

Recommended:-

That Members receive the report and approve the report for publication.

5. PROPOSED CLOSURE OF HARTLEPOOL MAGISTRATES' COURT AND COUNTY COURT

On 16 July, 2015, the Ministry of Justice announced a proposal to close 91 Courts and Tribunals in England and Wales, including Hartlepool Magistrates' Court and the County Court. The proposals also include the integration of a further 31 Courts and Tribunals. In total, the proposals for closure affects 57 Magistrates Courts, 19 County Courts and 2 Crown Courts, whilst the integration will involve 2 Magistrates' Courts, 11 County Courts, 2 Crown Courts, 15 Tribunal Hearing Centres and one Combined Court. In all 257 Magistrates' Court rooms would close representing 23% of the current figure. A further 21 Crown Court rooms closing would represent 4% of the total.

These proposals are similar to the closure programme announced in December, 2010, which saw the closure of 141 Courts. The current proposals would see the work from Hartlepool transferred to the Teesside Magistrates' Court and County Court in Middlesbrough. Further, the Durham Elvet House Tribunal would be integrated with the other tribunals within sites in County Durham. Whilst the Middlesbrough Tribunal Hearing Centre would be integrated within the Teesside Magistrates' Court and the Quayside House Newcastle Tribunal would be integrated

with the North Shields (Kings Court) Tribunal. Other proposed closures in our region include the Consett Magistrates' Court and Morpeth County Court.

Although this programme of proposed closures is aimed at addressing Court buildings that are not fully utilised and the greater use of technology through video and telephone conferencing, it is also suggested that other public buildings could be used, particularly in rural locations, where security arrangements are considered to be low. Members will be concerned as to the implications of closure of both the Magistrates' Court and County Court and the impact upon access to justice. On the instruction of the Leader, I have written to a variety of organisations involved in the criminal and civil justice system affected by these proposals and have enclosed the 'questionnaire' which accompanies this consultation exercise, which requires responses by 8 October, 2015.

It is therefore recommended that a more detailed report together with responses received are tabled at the meeting of Finance and Policy Committee on 28 August, and that Council receives a report from the Committee at its meeting on 17 September, to allow for consideration of this item, formal debate and a response to be made in conjunction with the above timetable. It is also recommended that the Safer Hartlepool Partnership receive a report on this matter.

6. NORTHERN POWERHOUSE/DEVOLUTION

As Members will be aware myself and the Leader attended a meeting on 15th July 2015 with other Leaders and Chief Executives from across the Tees Valley with Greg Clark (Secretary of State for Communities and Local Government) and James Wharton (Parliamentary Under-Secretary of State, Minister for Local Growth and the Northern Powerhouse).

The meeting was an initial and exploratory discussion on the potential for devolution from central government to the locality. The meeting was a useful starting point for determining what the various options are and to gain a better understanding of how these might assist us, and our colleagues across the Tees Valley, in delivering our ambitions for the area.

The attached press release from DCLG (Appendix 1) outlines the current position.

Devolution may offer significant benefits for both the town and the sub region but that this is subject to ensuring that it can work effectively and reflect our own, and other councils, unique strengths and views. This will require a new and agreed governance arrangement to enable powers to be devolved down from Whitehall to a sub regional level.

Discussions will be taking place over the summer to establish the nature and level of the potential devolution of powers from Central Government and to clarify how a governance model would operate. No decision will be taken about this without a Full Council debate and decision.

Members are requested to note this matter and the attached press release

7. CLEVELAND FIRE AUTHORITY GOVERNANCE REVIEW

At its meeting on 24 July 2015, Cleveland Fire Authority considered responses, submitted in respect of its governance review, which Members may recall entailed a preferred option of moving the membership of the Fire Authority from the present 23 to 12 Members. This would be underpinned by an Executive Committee and an Audit & Governance Committee. There were additional 'options' of a membership between 13 – 16 Members.

This Council responded to that consultation indicating that the composition of the Fire Authority 'should not be less than 16 Members'. This response was in unison with the approach of two other constituent authorities, with all responses being supportive of a reduction in the present composition. The Authority resolved unanimously, to adopt a figure of 16 but that this be effective from the start of the next municipal year and therefore coinciding with the Annual Meeting of the Cleveland Fire Authority presently scheduled for 10 June 2016. In addition Members of the Fire Authority have called for a further report dealing with the governance of the Authority in respect of this changed composition. Council is asked to note the outcome of this consultation exercise.

Director of Public Health Report



Public Health, Wealth & Employment - 2014/2015



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Foreword

I am delighted to introduce my second Director of Public Health Annual Report since Hartlepool Borough Council assumed responsibility for public health on 1st April 2013. The 2014/15 annual report, Health, Wealth & Employment focuses on health and work.

Employment is good for our health. Work provides us with income to enable us to sustain ourselves and meet our basic human needs to have shelter, warmth and food to eat. Work often provides us with so much more than this; it gives us a sense of self-esteem, achievement, social interaction and a positive contribution to society.

Studies have shown a clear relationship between socioeconomic status and health. People in professional or managerial positions often have greater life expectancy than those in unskilled or manual professions [1]. It is well documented that people in more deprived circumstances generally have worse health than those in more affluent ones and employment status is part of that complex picture. The health of people who are unemployed tends to be worse than those who are employed [2].

Employers have a role to play to maintain and even improve the health of their employees. Hartlepool Borough Council is leading the way nationally on this through workplace health

initiatives. The work that has been done to improve the health of employees, not only within the Council but also in other businesses, was recognised during 2014 when Hartlepool Council won the first ever Public Health Minister's Award for our approach to improving Workplace Health.

The importance of health and work is not a new concept. Over the past century, efforts have been made to improve working conditions of employees and legislation and enforcement have been critical to this purpose. Health and safety legislation aimed at protecting employees from unnecessary risks to their health is vital for the workplace. Such legislation has gone a long way to protect the physical health of workers in more recent times. For others, the burden of disease they suffer today might be from historical exposure to risks in the workplace such as those who suffer from mesothelioma.

This report explores some of the issues regarding health and work described above. It reflects on what has been achieved and what more can be done, to improve and protect the health of the people of Hartlepool.



Louise Wallace
Director of Public Health
Hartlepool Borough Council



Health and Work

Workplace interventions to improve health and wellbeing [1]

In September 2014, Public Health England published the report 'Workplace interventions to improve health and wellbeing'. This report reviewed the links between working conditions and health inequalities. The report illustrates social gradients in employment status and working conditions in England and that people from the most deprived areas are at high risk of unemployment. Some people in employment are at risk of operating in poor working conditions. This results in a greater risk of poor physical and mental health.

A number of key actions were provided to demonstrate how psychosocial working conditions can be improved through:

- Greater employee control over their work;
- Greater employee participation in decision-making;
- Line management training;
- Effective leadership and good relationships between leaders and their employees;
- Engaging employees, ensuring employees are committed to the organisation's goals and motivated to contribute to its success;

- Providing employees with the in-work training and development they need to develop job satisfaction;
- Providing greater flexibility within a role to increase an employee's sense of control and allow them to improve their work-life balance;
- Reducing stress and improving mental health at work as these are leading causes of sickness absence; and
- Addressing the effort-reward imbalance.

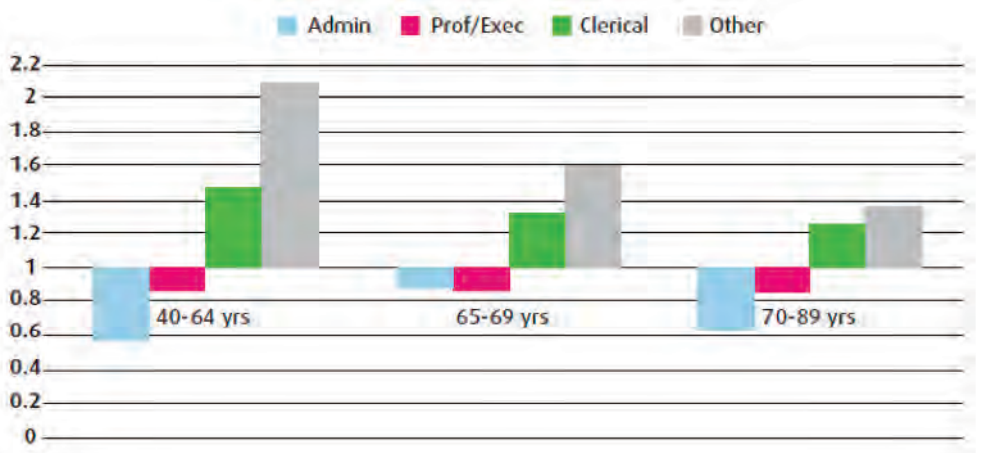
The report identifies different methods that should be considered to improve health in the workplace, such as:

- How control and autonomy over work, and life outside of work, contributes to good health;
- An increase in staff participation and involvement in workplace interventions has a positive impact;
- Flexible working can increase a sense of control an individual feels and assist management of their work-life balance;
- Effective line management can improve employees' health & wellbeing and performance;

- There is a strong link between employee engagement and better mental and physical health;
- The importance of training and development opportunities;
- Rewarding employees for their efforts contributes to a good psychosocial working environment;
- The significance of reducing stress and improving mental health to reduce the number of work-related sickness absences;
- Feedback from employees can ensure actions are effective; and
- It is important that the interventions are available to everyone (particularly temporary/fixed-term and semi-skilled/unskilled workers).



Sir Michael Marmot, author of Fair Society, Healthy Lives - the strategic review of Health Inequalities in England post-2010



The graph right shows the death rate in each grade relative to the average for the whole civil service population (set at 1). The Administrators (highest grade) have about half the average mortality at age 40-64 yrs, while the office support staff who make up the 'other' grade have about twice the average. Hence there is a four-fold difference between the bottom and top grade. [2]

Health and Work

The Whitehall studies

The so-called 'Whitehall Studies' are long-term studies of men and women examining the influences on health of circumstances at work, at home and in the wider community. They have revealed important information about the relationship between work and health and also about gradients in health between different social groups (determined by job grade). The name derives from the study of the health of British civil servants who worked in London.

The first Whitehall study began in 1967 and included 18,000 men. It showed that men in the lowest employment grades were much more likely to die prematurely than men in the highest grades. [3]

The second Whitehall study from 1985 onwards was set up to determine what underlies the social gradient in death and disease and to include women [4]. Sir Michael Marmot – who has done so much to investigate and explain the causes of social inequalities in health – is the current director of the second study.

The results of these studies are now feeding in to national policy discussions. They are highly relevant to the longstanding concern with social inequalities in health. The research has been in the lead in showing that health and its determinants should be viewed much more

broadly. The circumstances, in which people live and work, are not just crucial for perceived well-being but they are major influences on health.

The twelve causes of productivity drain [5]

Cambridge University and Rand Europe carried out a study on 21,000 employees across the UK. They found that there are 12 factors that contribute to loss of productivity through absenteeism and presenteeism. These factors range from personal and health concerns (such as weight and mental health) to workplace stressors (including bullying).

The twelve areas correlated with diminished productivity are:

- Having financial concerns;
- Sleeping less than seven hours per night;
- Being underweight;
- Being overweight;
- Physical inactivity;
- Adding unhealthy fats to meals, such as butter or mayonnaise;
- Showing symptoms of depression;
- Being subject to bullying in the workplace;
- Having strained relationships with colleagues;

- Being subject to unrealistic demands in the workplace;
- Having high blood pressure; and
- Having at least one musculoskeletal condition.

According to the report, the results were dependent on each worker's overall satisfaction with their job.



Hartlepool Steelworks' Bridge and the derelict offices in Greatham Street taken in the mid 1980's

Historical Overview

Employment history of Hartlepool

1833 - In the 1830s, a railway was built to connect Hartlepool to the collieries of the South Durham Coalfield, and work began on modern docks to handle the increased traffic which was anticipated. This led to the port of Hartlepool thriving, with the export of coal and import of timber.

1875 - To the southwest of the old town, an Act of Parliament had allowed the building of the 'West Hartlepool Dock Company' which opened in 1847. This provided employment opportunities which led to West Hartlepool growing at speed and overshadowing the old town.

1897 - The vast Hartlepool docks became one of the largest shipbuilding complexes in the country, with the town prospering with high employment and population growth. The shipbuilding industry was supplied by the town's marine engine works and steelworks.

1956 - In the 1950s, the industrial landscape changed and oil refineries began to open at the mouth of the River Tees. Together with the reduction in the use of coal and the coming closure of some rail lines, this had a great impact on Hartlepool.

1972 - As the economy moved away from heavy manufacturing industry such as steelworks and engineering, unemployment in the town increased. This led to decaying buildings and old redundant works, with substantial industrial change required within the area.

1974 - The Hartlepool Nuclear Power Plant was approved in a move to reduce dependence on coal-fired plants and adopt alternative means of electricity generation. This led to thousands of construction jobs being created and hundreds of higher skills employment opportunities in the operation of the facility.

1990 - The 1990s saw the closure of the last coal mine in the region which ended an era of at least 800 years. Plans were developed for major regeneration programmes to rejuvenate the area and its economy.

1992 - The town was transformed with the Hartlepool Marina being re-developed into a retail, housing and leisure destination providing a range of employment opportunities. The Summerhill Conservation Area was created and tourism destinations such as Hartlepool Museum and Hartlepool Art Gallery were opened.

1999 - Despite the employment landscape changing within Hartlepool over the last century, the town still has an industrial heritage and Hartlepool Steel Fabrications constructed the Angel of the North sculpture in Gateshead.

2006 - Hartlepool's economy has historically been linked with the maritime industry, something which is still at the heart of local business. Hartlepool Dock is owned and run by PD Ports with major employers operating in the town such as Heerema Fabrications, Tata Steel, Huntsman Tioxide and Able UK.

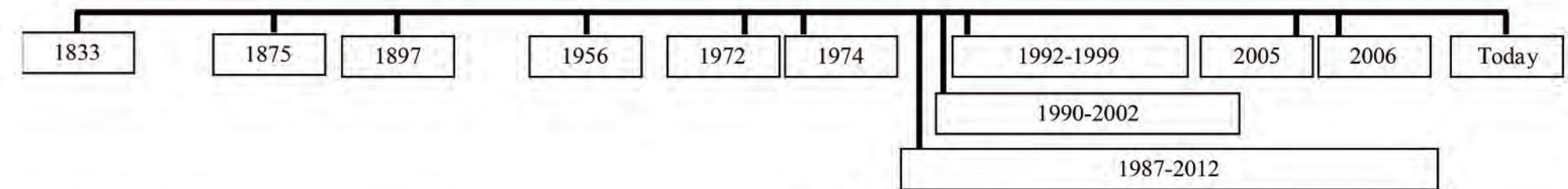
Today - The launch of the Hartlepool Vision and Masterplan will deliver a major regeneration programme for Hartlepool focusing on the eight key areas of Church Street, Waterfront, Port Estate, Queen's Meadow, Headland, Town Centre, Seaton Carew and Headland.

Page 13 overleaf shows a timeline of workplace legislation since 1833.





Health and Work



Date	Legislation	Description
1833	Factory Act	Established Factory Inspectorate with powers to prosecute employers providing unsafe working conditions.
1875	Factories and Workshop Act	Centralised Inspectorate; Chief Inspector appointed.
1897	Workmen's Compensation Act	Introduced the concept of employer's liability and benefits regardless of who was to blame for accidents.
1956	Agriculture Act	Extended legislation to agricultural sector.
1972	EMAS	Employment Medical Advisory Service created to give advice and medical monitoring.
1974	Health and Safety at Work etc Act	Placed a legal duty on employers to train, inform, instruct and supervise employees to protect their health and safety. Established the Health and Safety Commission (HSC) and the Health and Safety Executive (HSE) which incorporated EMAS.
1987-2012	Control of Asbestos at Work regulations	Places a duty not to carry out work which exposes or is likely to expose employees to asbestos. Notification of works on asbestos. 2004 Duty to manage asbestos in buildings.

Date	Legislation	Description
1990-2002	Control of Substances Hazardous to Health (COSHH)	Placed duties on employers to protect employees from the substances they have to work with. Included 6 key steps: <ul style="list-style-type: none">• Assessment of risk;• Prevention or control of exposure;• Use of control measures;• Maintenance, examination and testing of control measures;• Health surveillance; and• Information, instruction and training.
1992-1999	Health & Safety at Work six regulations introduced.	Six regulations on health & safety at work introduced covering: <ul style="list-style-type: none">• Health and safety management;• Work equipment safety;• Manual handling of loads;• Workplace conditions;• Personal protective equipment; and• Display screen equipment.
2005	Control of Noise at Work Regulations	Requires employers to take action to protect employees from hearing damage.
2006	Health Act	Implemented in England July 2007, Smoke-free premises, places and vehicles. No smoking signs, offences relating to smoking in smoke-free premises, fixed penalties and age for sale of tobacco.



Health and Employment Status



Table 1 - Source: Labour Force survey - Office for national Statistics - ref [8]

“A shift in attitudes is necessary to ensure that employers and employees recognise not only the importance of preventing ill-health, but also the key role the workplace can play in promoting health and well-being.”

Dame Carol Black, Advisor on Work and Health, Dept of Health

Among individuals in work, the prevalence of mental health problems is about 14 per cent (*Adult Psychiatric Morbidity Survey, 2007*)

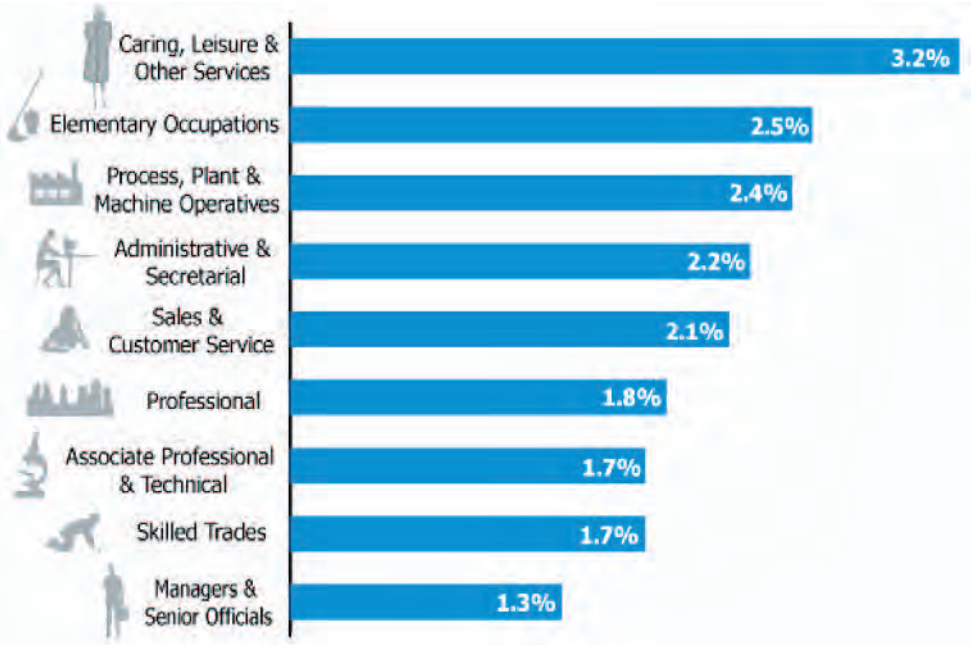
Almost one-quarter (23%) of Jobseeker’s Allowance claimants have a mental health problem (McManus et al 2012). More than 40 per cent of incapacity benefits claimants have mental health problems

(*Psychological Wellbeing at Work, Van Stolk et al, 2014*)

131 million days were lost due to sickness absences in the UK in 2013, down from 178 million days in 1993

(*Sickness absence in the labour market, ONS (2014)*)

Table 2: Percentage of working hours lost through sickness by occupation in 2013



Source: Labour Force survey - Office for national Statistics - ref(8)



Health and Employment Status

Health and employment

Employment rates in Britain are high compared to most other countries. The employment rate of those with a health condition is increasing but, at any given time, about 7% are still on incapacity (Employment and Support Allowance, or ESA) benefits and an additional 3% are off work sick.

The annual economic costs of sickness absence and worklessness associated with working age ill-health are estimated to be over £100 billion. This is greater than the current annual budget for the NHS and equivalent to the entire GDP of Portugal [1].

There is, therefore, a need to develop plans to improve the health and well-being of the working age population – to help ensure a healthy retirement, to promote social and financial inclusion and to deliver prosperity to individuals and employers in Hartlepool and the country as a whole.

It is widely regarded that ‘good work is good for you’, and being unemployed or on long-term sickness leads to an increased risk of chronic conditions, poor mental health and a lower life expectancy. It can provide structure and routine and a sense of self-worth which is essential for our wellbeing.

There is also evidence that happy and satisfied workers are more productive at work. In terms of national well-being, an ageing population means that having more people in work is increasingly important for our communities and the economy [2].

“After being out of work for 2 years or more, you are more likely to retire or die than move back into employment” [3].

Job satisfaction is also considered a strong predictor of overall individual well-being [4]. Many factors can contribute to people’s feelings of satisfaction about their job such as the nature of the work, their pay and their hours of work. In the financial year ending 2013, nearly 8 in 10 (77.6%) adults aged 16 and over in the UK reported that they were somewhat, mostly or completely satisfied with their job [5].

Worklessness is associated with poorer physical and mental health and well-being [6]. For example, in 2012 research by the Department for Work and Pensions (DWP) and NatCen Social Research found that Jobseeker’s Allowance claimants had lower personal well-being than other people of employment age [7]. DWP are now researching support packages for the very long-term unemployed with the aim of reducing anxiety associated with work placements.

Employment type and industry can also have a significant effect on health and wellbeing. For example, in 2013 more than twice as many working hours were lost in the leisure and caring sector as opposed to managers and senior officials. (see table 2 - Percentage of working hours lost through sickness by occupation in 2013)





Health and Wellbeing at Work

It is vitally important that employers in Hartlepool are aware of the role they can play in improving the health of their workforce and in turn the wider community. A workforce supported by a proactive employer with a robust health and wellbeing strategy has both organisational and individual employee benefits:

For the organisation	For the employee
A well-managed health and safety programme	A safe and healthy work environment
A positive and caring image	Enhanced self-esteem
Improved staff morale	Reduced stress
Reduced staff turnover	Improved morale
Reduced absenteeism	Increased job satisfaction
Increased productivity	Increased skills for health protection
Reduced health care/insurance costs	Improved health
Reduced risk of fines and litigation	Improved sense of wellbeing

Source: www.who.int [1]

In Hartlepool and the North East of England, employers can access free support for health at work via the North East Better Health at Work Award www.betterhealthatworkne.org.

In 2014, the potential employee reach within approximately 200 North East employers signed up to the award scheme was over 160,000. In Hartlepool alone, over 8000 employees from 20+ workplaces have achieved at least one stage of the regional award.

The Public Health Team in Hartlepool Borough Council provides local support and coordination for workplace health in the town, having achieved the Bronze, Silver, Gold and

Continuing Excellence stages of the North East Better Health at Work Award each year since 2010.

In October 2014, Hartlepool Borough Council was recognised by Public Health Minister Jane Ellison in her first award scheme, for its efforts to improve the health of the Hartlepool workforce [2].

The Public Health Minister’s Award, which was launched in June 2014, was developed by the Department of Health and Royal Society for Public Health to celebrate excellence in public health. In its first year, the award recognised excellence and innovation in workplace health and wellbeing initiatives.



Hartlepool Borough Council Director of Public Health, Louise Wallace receives the award from Public Health Minister, Jane Ellison.

“Since 2008/9, sickness absence within the Authority has reduced from 9.9 days per wk (working time equivalent), to 7.9 in 2013/14, and continues to decline.”



Roles and Responsibilities

The following chapter (5) show the roles and responsibilities of employers and employees, regulation changes and how the council are creating equal opportunities for all in respect of employment and workplace health.

The chapter summarises the different topics being discussed; what the council has done to improve these issues; what the council is going to do to further improve; and how the outcomes of any actions can be measured.

The topics within this chapter are:

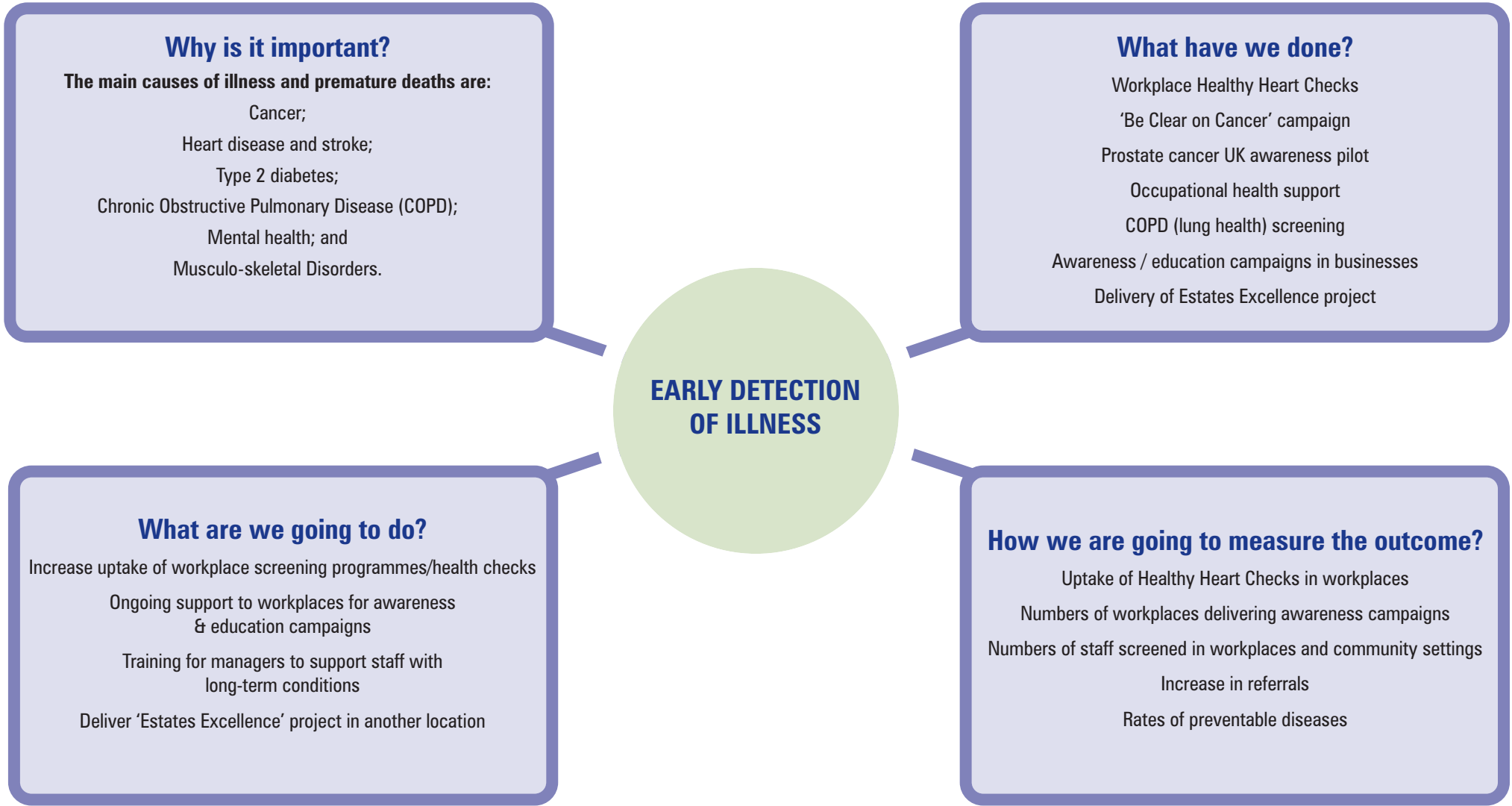


Roles of employers and employees:	Regulation:	Equal opportunities:
<ul style="list-style-type: none">• Early detection of illness.• Mental illness.• Back, neck, joint and muscle disorders.• Lifestyle advice to reduce illness.	<ul style="list-style-type: none">• Enforcement of health and safety and work.	<ul style="list-style-type: none">• People who have a learning disability and /or autism.• People who have a mental illness.• People who have a physical disability and/or a sensory loss/impairment.• Employment for adults who have a learning disability or difficulty.• Employment opportunities for all.



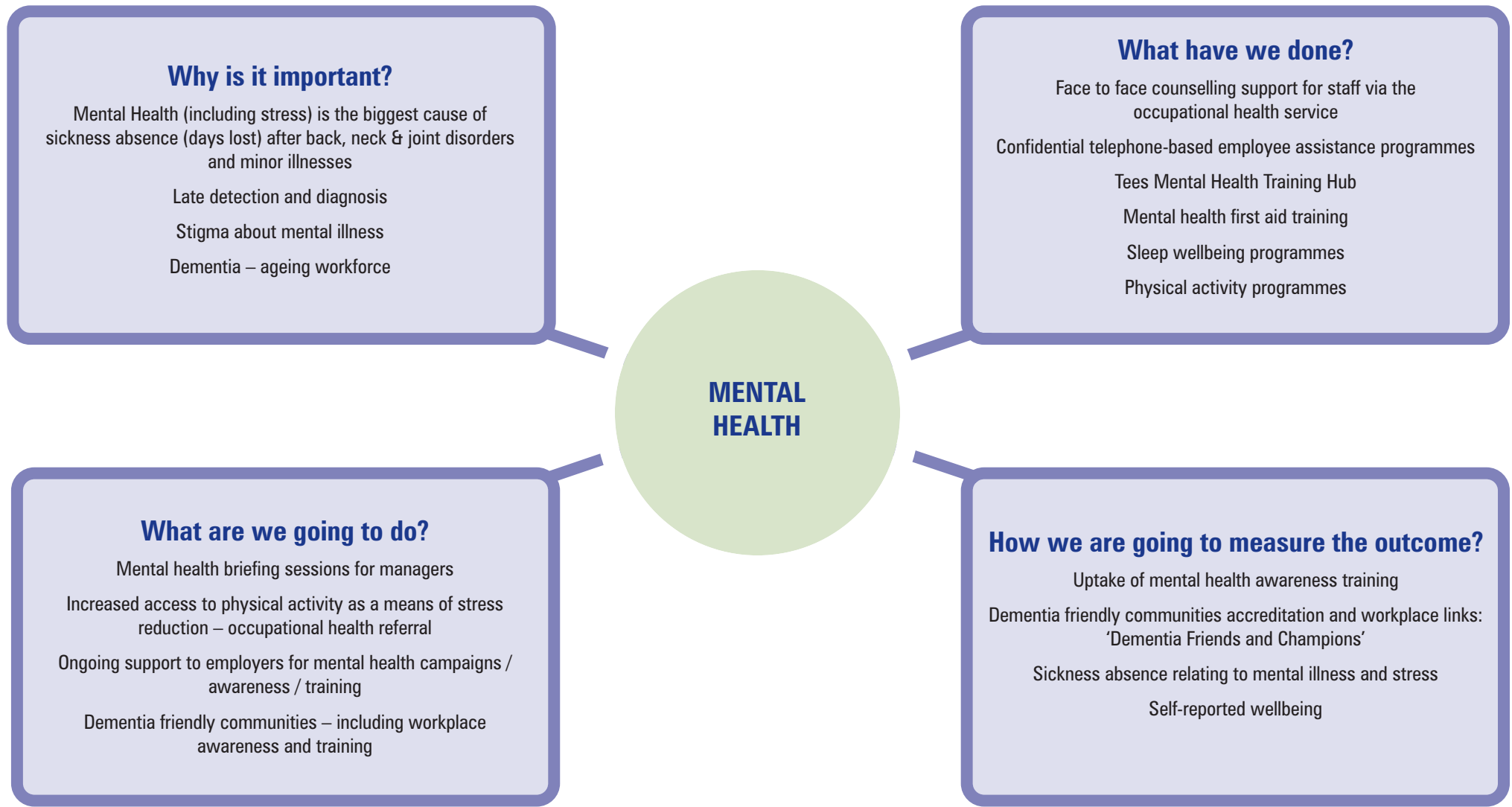


Roles and Responsibilities



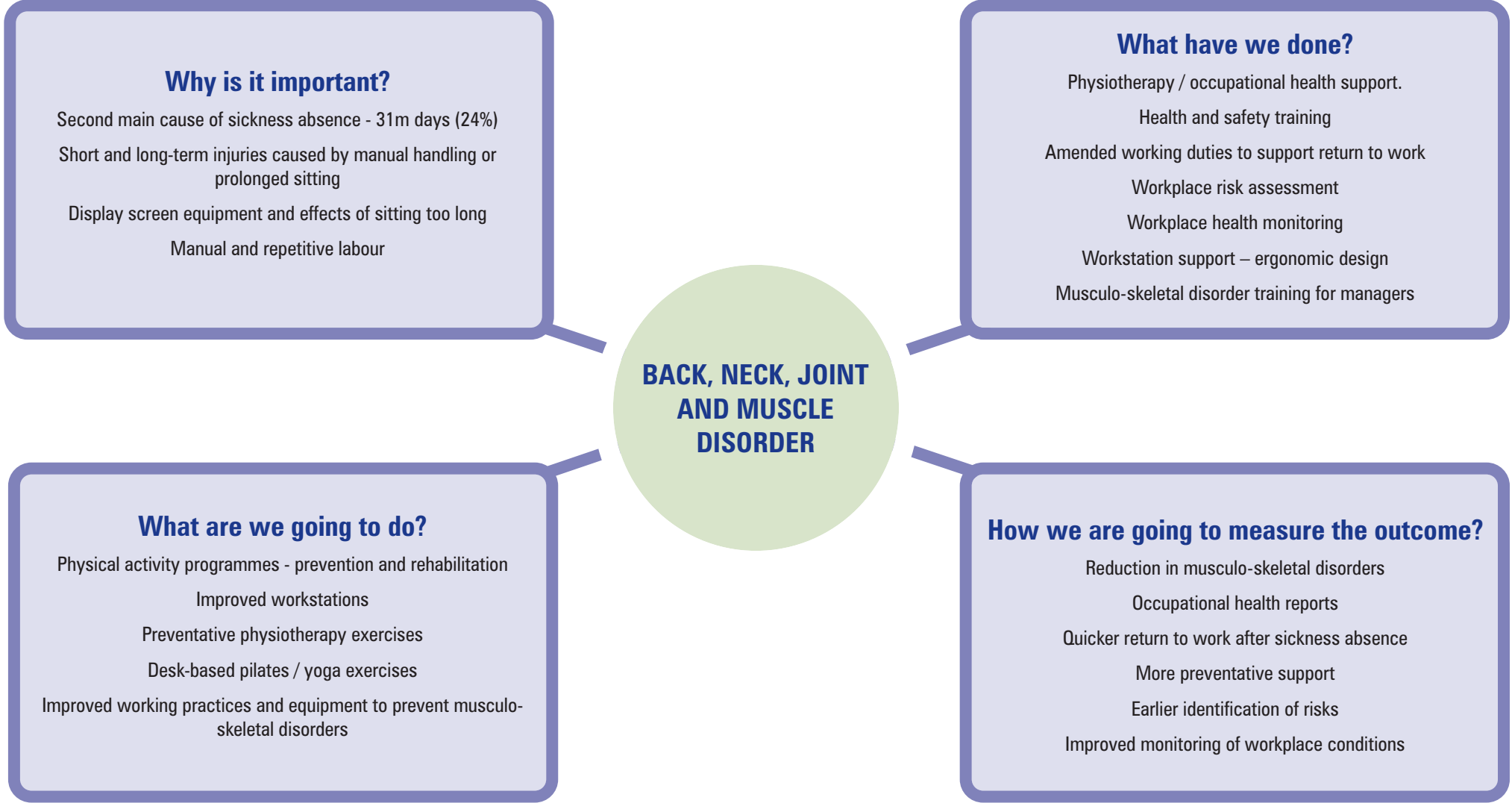


Roles and Responsibilities





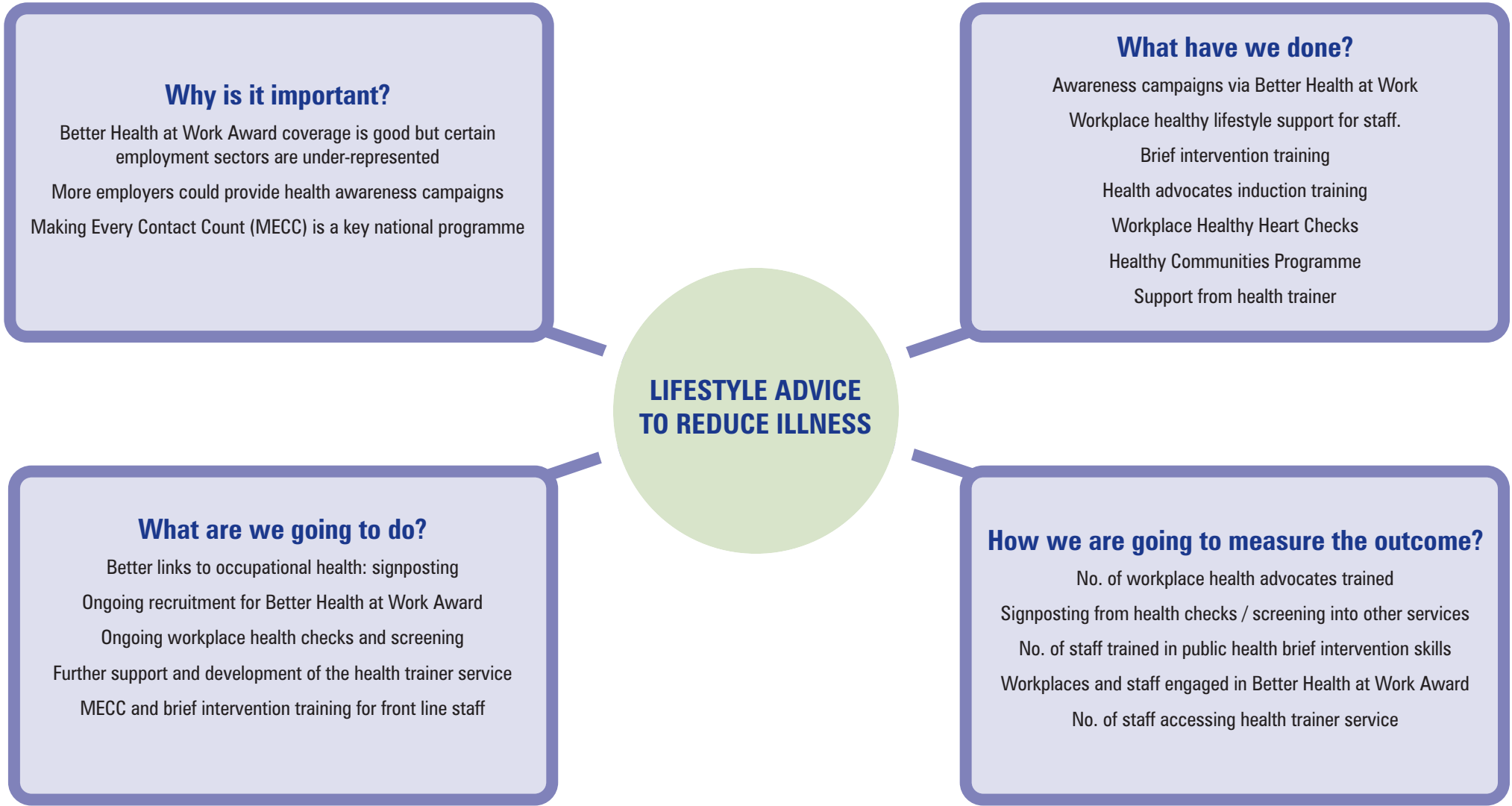
Roles and Responsibilities





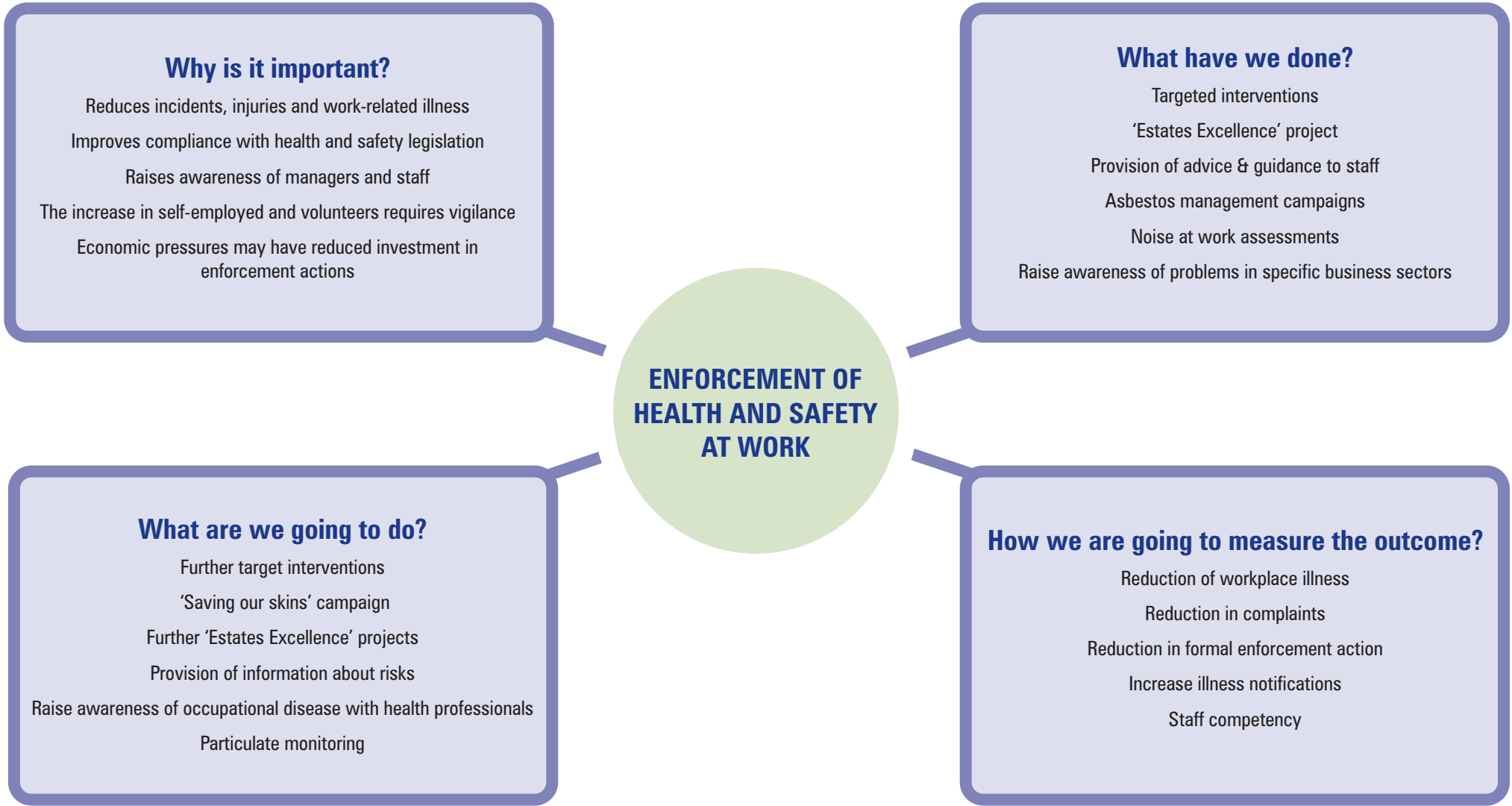
Hartlepool Borough Council's Health Trainer Service

Roles and Responsibilities



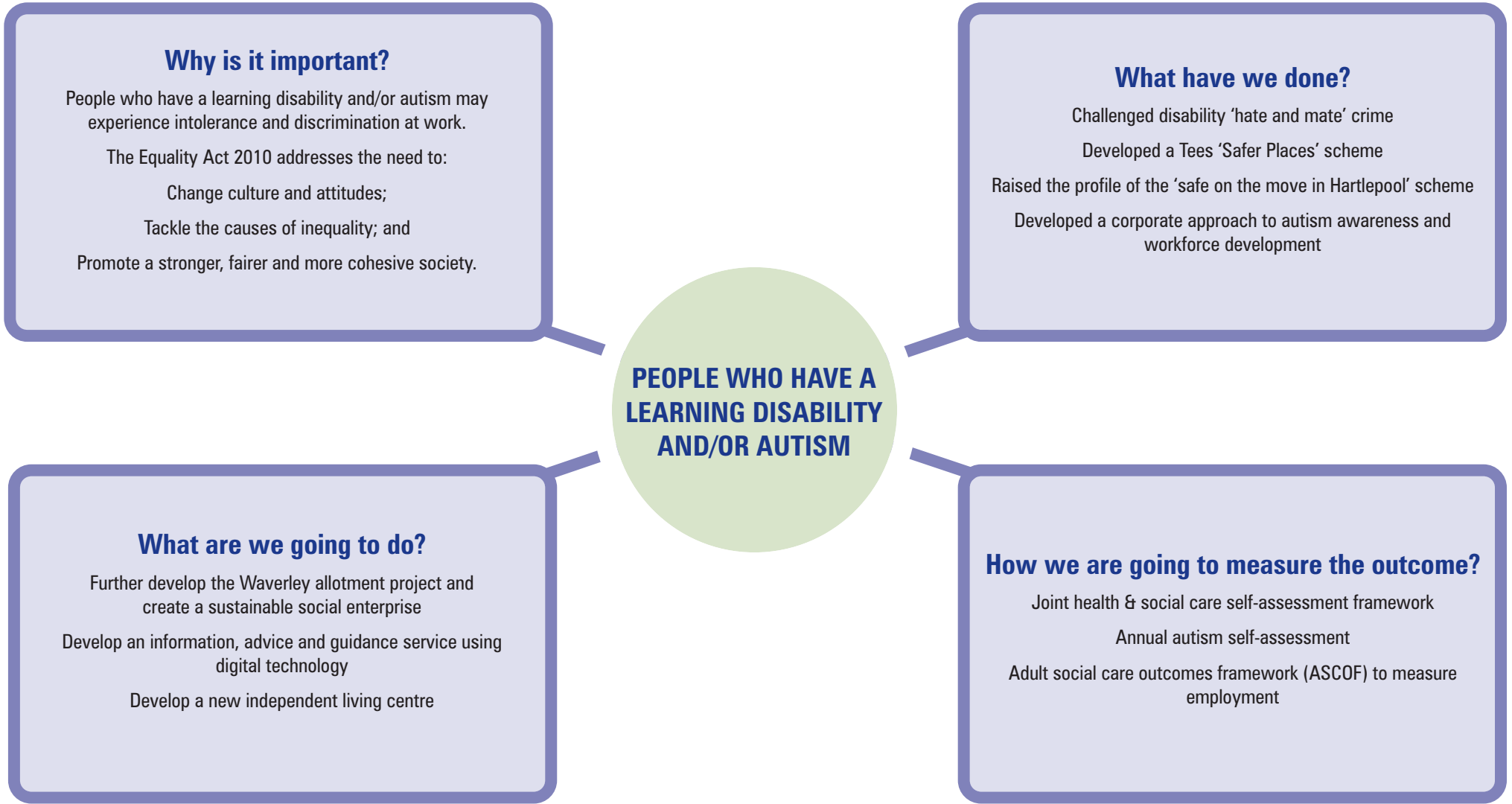


Roles and Responsibilities



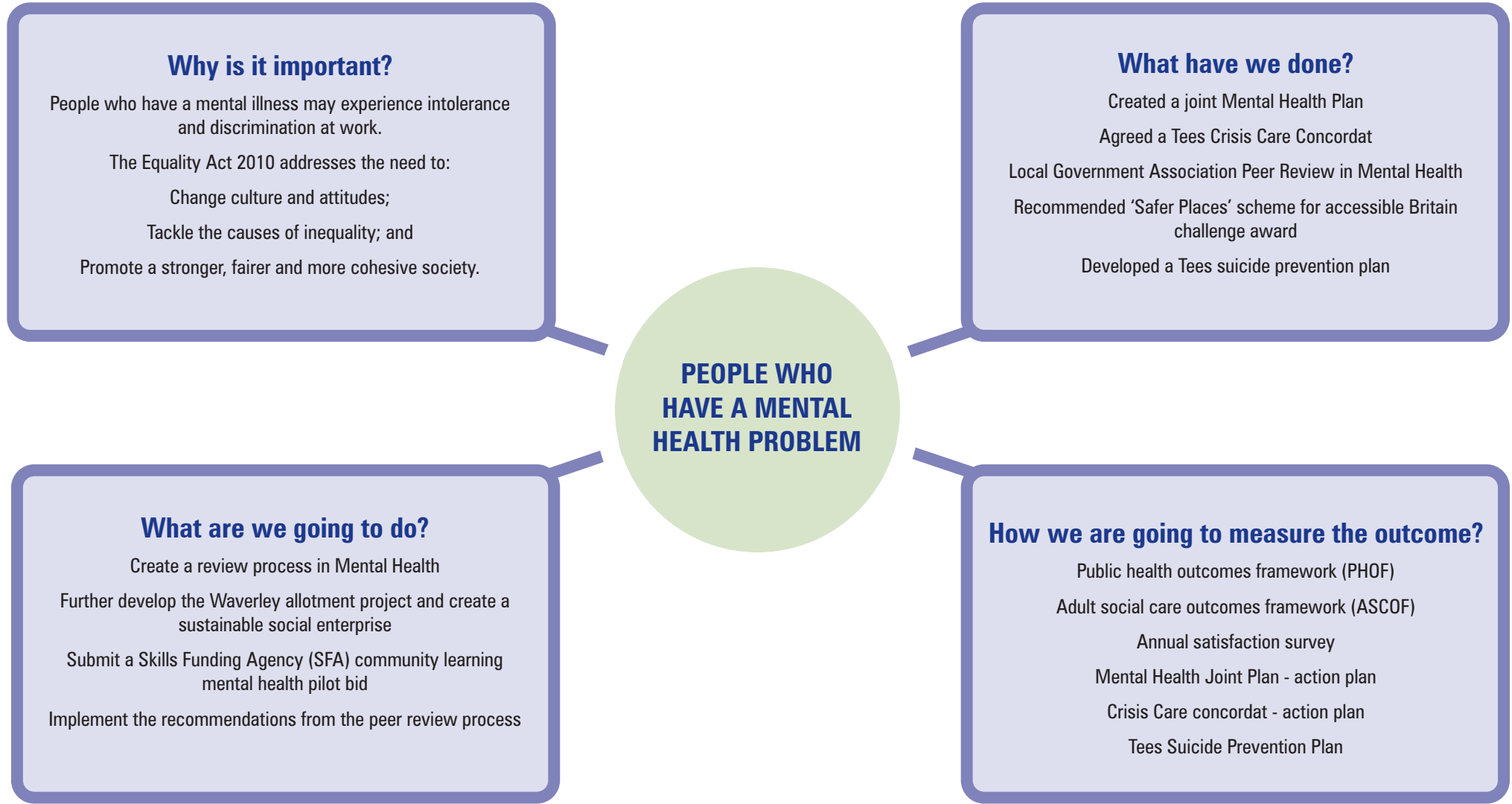


Roles and Responsibilities





Roles and Responsibilities





Roles and Responsibilities





Roles and Responsibilities

Why is it important?

Having a job promotes better health and self-esteem
UK Government ‘Work Choice’ programme supports disabled adults into employment
In Hartlepool, 17% of adults who have a learning disability and/or difficulty are in employment (more than double the national average)

What have we done?

Waverley Allotment Project offers therapeutic and employment support for adults with a physical disability, learning difficulty, autism and/or mental illness
Employment Link Team supports vulnerable adults into employment through engagement with local companies and intensive support

EMPLOYMENT FOR ADULTS WHO HAVE LEARNING DIFFICULTY AND/OR DISABILITY

What are we going to do?

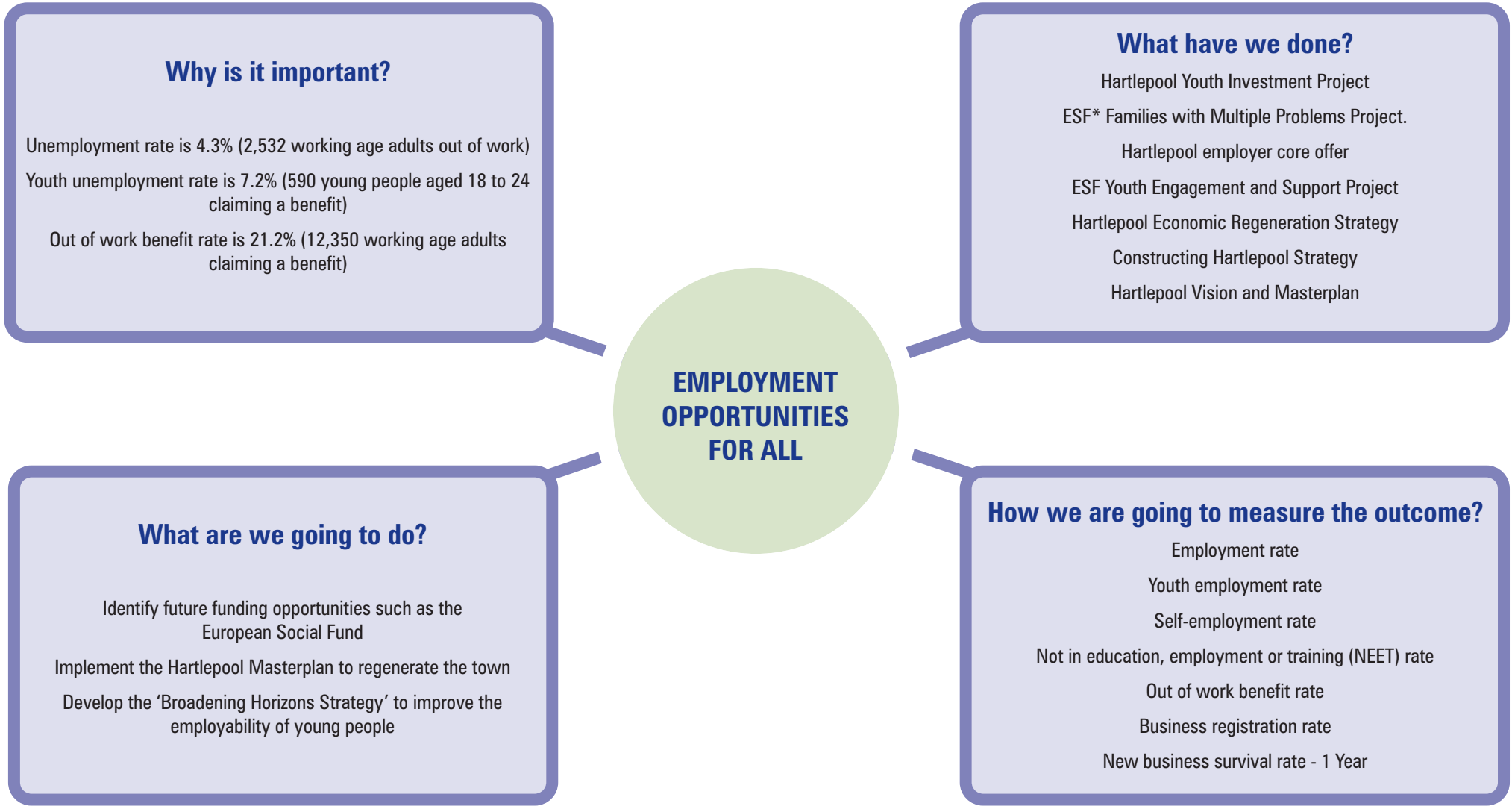
Submit a ‘Stage Two’ application for the Big Lottery Fund’s ‘Reaching Communities’ programme to develop the Waverley Project
Identify future funding opportunities such as the European Social Fund (ESF)
Develop a marketing campaign to raise awareness of employing disabled people

How we are going to measure the outcome?

Number of adults with a learning disability who are known to service in employment
Hartlepool Economic Regeneration Strategy and Action Plan 2014 - 2017
Tees Valley Joint Strategic Needs Assessment - Employment



Roles and Responsibilities



A Success Story

Chapter 6 focuses on a case study where a resident of Hartlepool tells their story about how the council aided them into improving their health and wellbeing through achieving employment.

Gary was referred to Hartlepool Borough Council's Employment Link Team from the Adult Social Work Team in 2011. Gary has a learning disability and wanted to move away from being supported within a day centre setting and wanted to be in sustained employment.

When the Employment Link Team started working with Gary, an assessment of his needs was completed which developed an individual action plan. This identified Gary had low confidence, a limited grasp of literacy and numeracy skills, poor social skills and little self-esteem. The team worked closely with him to establish a relationship and discussed the work experience opportunities which were available to him. Gary expressed an interest in working outdoors, with a passion for horticulture.

It was at this time Gary was made aware of the Waverley Allotments Project, which is a specialist project for adults with a learning disability or mental health condition. It is a user led project, which was established in 2007 by a group of disabled adults who wanted to work outdoors. It offers 3.5 acres of land within the Rift House area, which enables service users to access therapeutic, employment and training and commercial services.

To ensure the placement met his needs, Gary visited the Waverley Allotment Project where he participated in some of the horticulture work, discussed his potential role and looked at the facilities. He thoroughly enjoyed this experience and started his formal work experience placement in September 2011. This was successful in improving his confidence by being part of a team and developing his employability skills.

Gary continued to access the Waverley Project as a volunteer until March 2012, when funding became available to provide 14 adults with employment. He was successful in securing a position and this role gave him paid work alongside specialist training. After a thorough assessment of his needs, he started a NVQ Level 2 in Horticulture supported by Adult Education, alongside specialist support to improve his literacy and numeracy skills.

Gary successfully completed the qualification, which involved him receiving specialist tuition from expert horticultural staff and complimented the practical skills he was receiving at the Waverley Project. He undertook a range of activities as part of his role including crop rotation, sowing seeds, pest control, ground maintenance, fruit and vegetable cultivation and landscaping.



To ensure he progressed into sustained employment after the project, he participated in a dedicated pre-employment training programme. This offered intensive one to one support from the Employment Link Team alongside jobsearch, interview techniques and CV compilation.

All of this advice and support allowed Gary to progress into paid sustained employment in a horticulture role within a local company. As well as achieving his ambition of attaining paid employment, the course and service assisted in developing his understanding of his condition, increased his self-esteem and self-worth and gave him a purpose, enabling him to be an active citizen, moving people's perception from service user to employee.



Church Street



Hartlepool Waterfront



Port Estate



Queens Meadow



The Headland



Town Centre



Seaton Carew



Wynyard

The Future

I hope that you have found this report informative and stimulating. It has attempted to consider the relationship between health and work and how multi-faceted that relationship is.

It is clear that there are great benefits to both physical and mental health and wellbeing provided through legislation and regulation at work. However, the report has also highlighted how employers and employees can take responsibility for improving and protecting health.

Employers are well placed to support their staff in a range of ways as demonstrated and recognised by the North East Better Health at Work award.

Ensuring everyone has an equal opportunity to work is enshrined in legislation, and in Hartlepool there are some outstanding examples of how opportunities are created.

Hartlepool Borough Council's Employment Link Team has successfully supported more than 15% of known adults with learning disabilities into employment, significantly higher than the national average of 8%.

Looking to the future, there is ambition for economic growth and job creation in Hartlepool.

Already, since the launch of the Hartlepool Youth Investment Project in September 2012, partners have reduced the Hartlepool youth unemployment rate by 12%, the largest reduction in Great Britain.

Employment is often referred to as a determinant of health. Work is a significant contributor to determining whether people experience a good quality of life and health. Moreover, a higher quality job where the employee has an element of control further improves quality of life and health.

The Hartlepool Vision was launched in 2014. This presents the ambition for Hartlepool over the next twenty years and complements the emerging Masterplan, which will lead to major developments and regeneration in Hartlepool. From a public health perspective this is welcomed, given the positive relationship between having a job, the income it provides and overall wellbeing (quality of life and life expectancy).

It is perhaps fitting to leave the final word to Professor Sir Michael Marmot who suggests that we should seek to:

Create fair employment and good work for all.



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Foreword

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Chapter 2 - Historical Overview

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Chapter 5 - Roles and Responsibilities

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Chapter 6 - Success Stories

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This document is also available in other languages, Braille, large print and audio format upon request.

Bengali

এই ডকুমেন্ট অন্য ভাষায়, বড় প্রিন্ট আকারে এবং অডিও টেপ আকারেও অনুরোধে পাওয়া যায়।

Cantonese

本文件也可應要求，製作成其他語文或特大字體版本，也可製作成錄音帶。

Hindi

अनुरोध पर यह दस्तावेज़ अन्य भाषाओं में, बड़े अक्षरों की छपाई और सुनने वाले माध्यम पर भी उपलब्ध है

Kurdish

ئەم بەلگەییە ھەروەھا بە زمانەکانی کە، بە چاپی درشت و بە شریتی تەسجیل دەس دەکەویت

Arabic

هذه الوثيقة متاحة أيضا بلغات أخرى والأحرف الطباعة الكبيرة وبطريقة سمعية عند الطلب.

Polish

Dokument ten jest na życzenie udostępniany także w innych wersjach językowych, w dużym druku lub w formacie audio.

Urdu

درخواست پر یہ دستاویز دیگر زبانوں میں، بڑے حروف کی چھپائی اور سننے والے ذرائع پر بھی میسر ہے۔



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There are great towns and cities across the North of England, but for years our economic growth has lagged behind that of the South. It does not need to be that way. If we corrected that imbalance across the North it would generate additional growth of £44 billion by 2030. That is an extra £1,600 for everyone who lives here.

It is a prize worth having for the Tees Valley. It is the reason we must put ourselves at the heart of the Northern Powerhouse, making the idea a reality for the people of the Tees Valley. This is not a free ticket to future prosperity. We know it will require hard work and continuing strong local leadership.

In recent months the focus has been on Greater Manchester, and the Government is now negotiating devolution deals with the Sheffield City Region, Leeds, West Yorkshire and its partner authorities, and the Liverpool City Region. We want Tees Valley to be part of this important first round of devolution deals. We are achieving a lot here already, with unemployment falling and significant business investment being secured for our local economy.

Train-making is coming to our doorstep in Aycliffe; we have secured and are securing new investment for local roads and rail; steel-making is back and the new potash mine near Whitby will bring more jobs and opportunities. All have been achieved in a tough economic climate.

The Tees Valley Local Enterprise Partnership is one of the most successful in the country. We have secured a City Deal and our combined authority proposal is nearly there. But we can still do more.

That will require using new powers to make our own decisions and tackle local problems. Like Manchester, these new powers could include control over, house building, transport, skills and employment, and some new areas important to our local circumstances including Further Education and culture

Local Councils have already shown that here in Tees Valley we can come together and work for the collective interest. We know the challenges and what we need to do. If we secure the right devolution deal it would mean less bureaucracy and an end to the meddling of the Whitehall machine in London. It would mean better decisions could be made locally and taken quickly. It would facilitate cooperation across

services and spending in ways which have never been achieved before.

We have the opportunity to determine our own destiny, and it is a chance we must seize. Deals, though, work two ways. The offer is that with these new powers would come greater local democratic accountability.

In Manchester that has meant an elected mayor. Likewise a deal here would depend on an elected mayor working with local leaders to oversee new powers devolved from ministers. We already have a strong governance arrangement through the Shadow Combined Authority and with private sector partners in the LEP and any new arrangement must build on the strengths of what is already working well here in the Tees Valley.

Government and Tees Valley will be working together to establish a democratically accountable arrangement that builds upon the strength of the existing highly successful partnership. This would be a different model from any we have known before. In Middlesbrough, or previously in Hartlepool, the Mayor's powers came upwards, away from the existing council structures and committees. Here the powers being devolved to our combined authority would be coming down, away from London and away from Whitehall bureaucrats; closer to the area they effect.

The task now is to strike a deal that is in the interests of our local economy, resonates with the people our five local councils represent, and contributes to the success of the entire country. There will be big changes that require hard work and more democratic accountability. It must be the right deal for us and work for our area. There will be ups and downs, but together we want to deliver it. We are confident the Tees Valley will rise to the challenge, and reap the rewards for decades to come



Report of: Chief Executive

Subject: BUSINESS REPORT (2)

8. COMMITTEE/OUTSIDE BODY VACANCIES

I have been informed of the following Committee membership and Outside Body representative changes.

Licensing Committee – Councillor Robinson to replace Councillor Beck.

Hartlepool and District Sports Council – Councillor Jackson to replace Councillor Beck.

CLEVELAND FIRE AUTHORITY

MINUTES OF ORDINARY MEETING

27 MARCH 2015



PRESENT:

CHAIRMAN:- Councillor Brian Briggs – Redcar and Cleveland BC
HARTLEPOOL BOROUGH COUNCIL
 Cllr Geoff Lilley
MIDDLESBROUGH COUNCIL
 Cllrs Shamal Biswas, Jan Brunton, Garry Clark, Tom Mawston
REDCAR & CLEVELAND BOROUGH COUNCIL
 Cllrs Norah Cooney, George Dunning, Ray Goddard, Mary Ovens, Dale Quigley
STOCKTON ON TEES BOROUGH COUNCIL
 Cllrs John Gardner, Paul Kirton, Jean O'Donnell, Mick Stoker, William Woodhead
AUTHORISED OFFICERS
 Chief Fire Officer, Director of Corporate Services, Legal Adviser and Monitoring Officer
AUDITORS
 Ross Woodley, Engagement Manager, Mazars LLP
 Tim Lloyd, Team Leader, Mazars LLP

APOLOGIES FOR ABSENCE: Cllr Marjorie James, Ray Martin-Wells – Hartlepool Borough Council
 Cllrs Naweed Hussain, Peter Sanderson – Middlesbrough Council
 Cllr Gillian Corr – Stockton-on-Tees Borough Council

The Chairman welcomed new Member Councillor Dale Quigley from Redcar & Cleveland Borough Council to the Authority and placed on record the Authority's thanks to Councillor Hannon. The Chairman also thanked Councillors Lilley and Sanderson who were not seeking re-election. Special thanks and appreciation were also given to Councillor Garry Clark, who had served on the Authority 19 years since its establishment in 1996.

111. DECLARATIONS OF MEMBERS INTEREST

It was noted no Declarations of Interests were submitted to the meeting.

112. MINUTES

Councillor Dunning referred to the reduction in grant allocation detailed at Minute 94.1 and an article published that day by the Evening Gazette and asked if any MPs had indicated a change in grant formula after the May election. The Chief Fire Officer (CFO) provided Members with the background to the article and confirmed that he has received no indication from any MPs that there would be a change to the funding formula and he stated that he expected the trend of cuts to continue.

The Chairman informed Members that, whilst at the LGA Conference, he had posed a question to Penny Mordaunt, MP regarding the level of grant funding received, but the question had not been answered.

RESOLVED – that the Minutes of the Cleveland Fire Authority Meeting on 13 February 2015 be confirmed.

113. MINUTES OF COMMITTEES

RESOLVED – that the Minutes of the Tender Committee Meeting on 13 March 2015 and the Executive Committee meeting on 6 March 2015 be confirmed.

114. COMMUNICATIONS RECEIVED BY THE CHAIR

The Chairman reported that correspondence had been received from

- Letters from Penny Mordaunt, MP regarding:
 - Industrial Action in the Fire & Rescue Service
 - Guidance on the Introduction of the 2015 Firefighters' Pension Scheme
 - An update following the LGA Conference
- Letter from Shehla Husain, DCLG regarding Local Government Transparency Code 2015

RESOLVED:- that the communications be noted.

115. REPORT OF MAZARS

115.1 Audit Strategy Memorandum

The Team Leader, Tim Lloyd presented the Audit Strategy Memorandum to Members which included:

- Audit scope, approach and timeline
- Significant risks
 - Management Override of controls
 - Revenue Recognition
 - Pension Estimates
- Value for money conclusion
- Audit Fees & other services

RESOLVED – that the report be noted.

116. REPORTS OF THE CHIEF FIRE OFFICER

116.1 Draft Service Plan Priorities 2015/16

The CFO presented the draft Service Plan Priorities 2015/16 and reported that these consisted of the CIRMP 2014/18 priorities for year 2 in addition to any corporate priorities that have been identified:

- OD3: Control Room Review - deferred from the Organisational Review which was brought forward and completed in 2014/15.
- OD12: Build a new complex on Queens Meadow Business Park consisting of Administrative Headquarters, Fire Control, Learning and Development Centre and Asset Resource Centre – updated in Minute 116.2.
- OD15, 16: Revenue Budget 2015/16
- ER3: Major Estate Rebuild and Refurbishment Programme; Middlesbrough, Thornaby and Grangetown – updated in Minute 116.2
- ER6: Introduce Combined Aerial Rescue Pumps (CARPs) into the Brigade's Fleet
- ER7: Prepare for the De-staffing of Marine, Transferring the Fire Engine to Stockton and Crewing with On-Call Fire-fighters – deferred from 2015/16 to 2016/17
- ER9: Prepare for the Introduction of On-Call crewing arrangements for the Second Fire Engine at either Thornaby, Grangetown or Redcar

116.1 Draft Service Plan Priorities 2015/16 (cont)

- ER11: Introduce Small Fire Units
- C1: Strategic Options for Future Fire and Rescue Services
- C2: Valuing our Workforce
- C3: Employee Health and Wellbeing: Health and Fitness

Councillor Dunning referred to the closure of Marine Fire Station and asked if, although the Trade Union was opposed to the closure, had they been able to propose any financial options to enable the station to remain open. The CFO confirmed that no alternatives had been received.

RESOLVED:-

- (i) **that the draft Service Priorities 2015/16 at Appendix 1 of the report be approved.**
- (ii) **that the final set of Priorities for 2015/16 be approved for inclusion in the Authority's Service Plan 2015/16.**
- (iii) **that it be noted that the Authority's Service Plan 2015/16 will be published in April 2015.**

116.2 Capital Programme – Re-build Update

The CFO provided Members with an update on the current progress of the Capital Rebuild Programme as outlined in the Authority's Asset Management Plan 2014.

- Middlesbrough Fire Station – building to be handed back to the Fire Authority on 27 April 2015, with a 1 month fit out period ready for operations to commence on site at the end of May. Dilapidation works of the temporary fire station will be undertaken and completed by end of June 2015 when the lease expires. A formal opening ceremony of Middlesbrough Community Fire Station and the young persons 'Mini Fire Station' will take place in the summer of 2015.
- Headland Fire Station – completed and formally opened in October 2014.
- Queens Meadow Site – Training and Technical Hub – planning permission granted by Hartlepool Borough Council on 19 February 2015. Works scheduled to commence on Phase 1 on 30 March 2015. It is envisaged the new building will be completed in June 2016. In parallel with these works user consultation and design development work has commenced on the Technical Centre and Stores Hub Building and it is envisaged that construction will commence in September 2015, with completion and occupation due in April 2016.
- Thornaby Fire Station – to be constructed on the site of the current fleet workshops and stores following their transfer to Queens Meadow Site. It is envisaged that works on the site will commence in Spring 2016.
- Grangetown Fire Station – to be constructed on a raised site situated between the existing station and the Learning and Development Centre and at a higher level than the surrounding roads to prevent future flooding. It is envisaged that construction will commence in December 2015.

Councillor Brunton reported that she had visited Middlesbrough Fire Station with Councillor Corr and had been very impressed with the facilities. Councillor Brunton commented that it would be nice if a future CFA Meeting could be held at the new premises.

116.2 Capital Programme – Re-build Update (cont)

Councillor Biswas stated that he thought it was important that primary schools in the vicinity of Middlesbrough Community Fire Station were involved and that the Authority should write to the Headteachers offering a tour of the facilities. The CFO confirmed that local children will be encouraged to see the Community Fire Station as their facility and regular visits will be encouraged.

Councillor Ovens commented that she was disappointed that alternative sites had not been found for Grangetown and Thornaby Fire Stations that were in a more central location. The CFO explained from a financial viewpoint relocating the station was a much more expensive option as we would have to purchase land.

RESOLVED:

- (i) That the contents of the report be noted.**
- (ii) That the progress against the approved programme for Middlesbrough, Grangetown and Thornaby Community Fire Stations, along with the Queens Meadow Complex be noted.**
- (iii) That further update reports be received, as and when appropriate particularly regarding the expenditure of the fire capital grant.**

116.3 Firefighter Pension Scheme 2015: New Governance Arrangements

The CFO informed Members of the requirement to establish a Pension Board for the Firefighters' Pension Scheme. He explained that Regulation 4 of the Pension Regulations makes the Fire Authority the Scheme Manager and as Scheme Manager it will be responsible for the management and administration of the firefighters' pension schemes. Regulation 5 of the Pension Regulations provides that the Scheme Manager can delegate responsibility to an individual. Regulation 4E of the Pension Regulations will establish a national Scheme Advisory Board made up of person appointed by the Secretary of State. Regulation 4A of the Pension Regulation will be concerned with the establishing the Pension Board, Regulation 4B of the Pension Regulation will be concerned with the membership of the Pension Board.

The CFO explained that given the requirement to have the Pension Board in place by 1 April 2015 and the lack of clarity about the true extent of its role and impact, it would be sensible to have a small Pension Board at the outset. The CFO suggested that Membership comprise of a Member of the Fire Authority and an Officer to represent the employer and a Union Official from the FBU and an additional pension member to represent pension members. All members of the Pension Board must have the capacity and understanding to respectively represent the employer or pension members and must be conversant with the rules of the schemes and documented administration policies. Pension Board members cannot be responsible for discharging any functions under the Pension Regulations and so should not include the CFO, Director of Corporate Services and members of the Executive Committee.

Councillor Biswas queried the deadline for appointments. The CFO explained that the Pension Board needs to be established and the structure approved before 1 April 2015 but actual names of those sitting on the Board are not required at this point. He suggested the appointment of a Pension Champion could be considered at the CFA Annual Meeting in June.

116.3 Firefighter Pension Scheme 2015: New Governance Arrangements (cont)

RESOLVED:-

- (i) That in accordance with the existing Authority Delegation Scheme, that the responsibility for fulfilling the role of Scheme Manager is delegated to the Chief Fire Officer, with the Director of Corporate Services as the nominated Officer be approved.
- (ii) That the establishment of a Pension Board to assist the Scheme Manager in securing compliance with the Firefighters' Pension Schemes' Regulations and associated legislation and guidance, comprise of an elected Member and officer to represent the employer and two additional people to represent the pension members be approved.
- (iii) That the creation of a new Member Champion role concerned with pensions, who will be the Member sitting on the Pension Board be approved.

116.4 Information Pack – March 2015

- 115.4.1 Fire & Rescue Service Monthly Bulletins
- 115.4.2 National Joint Circulars
- 115.4.3 The Future of the Fire & Rescue Services in England

RESOLVED - That the Information Pack be noted.

117. REPORT OF THE CLERK TO THE AUTHORITY

117.1 Cleveland Fire Authority Meetings 2015/16

The Clerk sought Members considerations regarding the proposed schedule of Cleveland Fire Authority Meetings for the municipal year 2015/16 as detailed at paragraph 3.2 of the report.

RESOLVED:

- (i) That the criteria used in the establishment of the schedule of meetings as outlined at paragraph 3.1 of the report be noted.
- (ii) That the Cleveland Fire Authority meeting scheduled for 2015/16 as outlined at paragraph 3.2 of the report be approved.

118. REPORT OF THE CHAIR OF THE AUDIT & GOVERNANCE COMMITTEE

118.1 Information Pack

Councillor Biswas outlined the areas scrutinised by the Audit & Governance Committee at the 20 February 2015 meeting.

RESOLVED – that the information pack be noted

119. LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION ORDER) 2006

RESOLVED - "That under Section 100(A) (4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following items of business, on the grounds that it involves the likely disclosure of exempt information as defined in paragraphs 1, 3 and 4 of Part 1 Schedule 12A of the Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) Order 2006", namely information relating to any individual, namely information relating to the financial or business affairs of any particular person (including the authority) holding that information and namely information relating to any consultations or negotiations or contemplated consultations of negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders, under the authority.

120. CONFIDENTIAL MINUTES

RESOLVED – that the Confidential Minutes of the Cleveland Fire Authority Meeting on 13 February 2015 be confirmed.

121. CONFIDENTIAL MINUTES OF COMMITTEES

RESOLVED – that the Confidential Minutes of the Tender Committee on 13 March 2015 and the Executive Committee on 6 March 2015 be confirmed.

122. CONFIDENTIAL REPORT OF THE CLERK TO THE AUTHORITY

122.1 CFA Governance Review 2014/15

The Clerk presented the outcomes and options for consideration following the CFA Governance Review 2014/15.

**COUNCILLOR BRIAN BRIGGS
CHAIRMAN**