

PLEASE NOTE VENUE

CABINET AGENDA



Monday 9th October 2006

At 9:00 a.m.

**in Conference Room 3,
Belle Vue Community Sports and Youth Centre,
Kendal Road, Hartlepool**

MEMBERS: CABINET:

The Mayor, Stuart Drummond

Councillors Hargreaves, Hill, Jackson, Payne, Tumilty and R Waller

1. APOLOGIES FOR ABSENCE

2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS

3. MINUTES

- 3.1 To receive the Record of Decision in respect of the meeting held on 25th September 2006 (previously circulated)

4. BUDGET AND POLICY FRAMEWORK

- 4.1 Food Law Enforcement Service Plan 2006/07 – *Director of Neighbourhood Services*
- 4.2 Annual Library Plan 2006/07 – *Director of Adult & Community Services*
- 4.3 Statement of Community Involvement – *Director of Regeneration and Planning Services*

5. KEY DECISIONS

- 5.1 An Investment Plan for the Tees Valley City Region – *Director of Regeneration and Planning Services*
- 5.2 Gambling Act 2005 – *Director of Neighbourhood Services*

PLEASE NOTE VENUE

6. OTHER ITEMS REQUIRING DECISION

- 6.1 Hartlepool Alcohol Harm Reduction Strategy – *Head of Community Safety and Prevention*
- 6.2 Vehicular Access to Foreshore – *Director of Neighbourhood Services*
- 6.3 Thoroughfare Policy – *Director of Neighbourhood Services*
- 6.4 Construction, Property Management and Highways Partnering – *Director of Neighbourhood Services*
- 6.5 Comprehensive Performance Assessment - Corporate Self-Assessment Submission – *Assistant Chief Executive*
- 6.6 Future of Locality Based Health Care Services in Hartlepool – Proposal for Community Engagement via Local Poll – *Chief Executive*

7. ITEMS FOR DISCUSSION / INFORMATION

No items

8. REPORTS FROM OVERVIEW OF SCRUTINY FORUMS

- 8.1 Final Report – Hartlepool PCT: Consultation on Proposed Management Arrangements– *Adult and Community Services and Health Scrutiny Forum*

FOR INFORMATION

The next meeting of Cabinet will be held on Monday 23 October, 2006 commencing at 9.00am in the Red Room at the Avondale Centre, Raby Road, Hartlepool.

CABINET REPORT

9 October 2006



Report of: Director of Neighbourhood Services

Subject: Food Law Enforcement Service Plan 2006/07

SUMMARY

1. PURPOSE OF REPORT

The report seeks endorsement of the draft Food Law Enforcement Service Plan 2006/07, prior to Council approval.

2. SUMMARY OF CONTENTS

The report sets out details of Hartlepool's Food Law Enforcement Service Plan 2006/07. The plan is a requirement of the Food Standards Agency and forms the basis on which the authority may be monitored and audited to verify whether the service provided is effective in protecting the public. The plan sets out the Council's aims in respect of its food law service. Whilst focussing on 2006/07, it also identifies longer-term objectives as well as a review of performance for 2005/06.

3. RELEVANCE TO CABINET

The Food Law Enforcement Service Plan forms part of the Policy Framework.

4. TYPE OF DECISION

The Food Law Enforcement Service Plan is part of the Budget and Policy Framework of the Council.

5. DECISION MAKING ROUTE

Council on 26 October, following consideration by Cabinet and Neighbourhood Services Scrutiny Forum (20 September).

6. DECISION(S) REQUIRED

To endorse the Food Law Enforcement Service Plan 2006/07 and recommend it for approval by Council on 26 October 2006.

Report of: Director of Neighbourhood Services

Subject: Food Law Enforcement Service Plan 2006/07

1. PURPOSE OF REPORT

- 1.1 To consider the Food Law Enforcement Service Plan for 2006/07, which is a requirement under the Budget and Policy Framework

2. BACKGROUND

- 2.1 The Food Standards Agency has a key role in overseeing local authority enforcement activities. They have duties to set and monitor standards of local authorities as well as carry out audits of enforcement activities to ensure that authorities are providing an effective service to protect public health and safety.
- 2.2 On 4 October 2000, the Food Standards Agency issued the document "Framework Agreement on Local Authority Food Law Enforcement". The guidance provides information on how local authority enforcement service plans should be structured and what they should contain. Service Plans developed under this guidance will provide the basis on which local authorities will be monitored and audited by the Food Standards Agency.
- 2.3 The service planning guidance ensures that key areas of enforcement are covered in local service plans, whilst allowing for the inclusion of locally defined objectives.
- 2.4 A Food Law Enforcement Plan for 2006/07 is attached as **Appendix 1** and takes into account the guidance requirement.
- 2.5 The plan has been previously considered by Cabinet on the 29 August and by Neighbourhood Services Scrutiny Forum on 20 September 2006. No significant changes have been made to the document since Cabinet consideration on 29 August.

3. THE FOOD LAW ENFORCEMENT SERVICE PLAN

- 3.1 The Service Plan for 2005/06 has been updated to reflect last year's performance.
- 3.2 The Plan covers the following:

- (i) Service Aims and Objectives:
That the Authority's food law service ensures public safety by ensuring food, drink and packaging meets adequate standards.
- (ii) Links with Community Strategy, Corporate Plan, Departmental and Divisional Plans:

How the Plan contributes towards the Council's main priorities (Jobs and the Economy, Lifelong Learning and Skills, Health and Care, Community Safety, Environment and Housing, Culture and Leisure and Strengthening Communities).
- (iii) Legislative Powers and Other Actions Available:

Powers to achieve public safety include programmed inspections of premises, appropriate licensing/registration, food inspections, provision of advice, investigation of food complaints and food poisoning outbreaks, as well as the microbiological and chemical sampling of food.
- (iv) Resources, including financial, staffing and staff development.
- (v) A review of performance for 2005/06.

4. ISSUES

The main issues raised in the Plan are summarised below:

- 4.1 Staff absence as a result of a long-term part time vacancy, which was filled by a student Environmental Health Officer (EHO) in June 2005 on a temporary contract. Two EHO's on maternity leave from November 2004 to November 2005 with one officer resigning before her return and the other reducing her hours has resulted in a shortfall of both food hygiene and food standards (composition and labelling) premises inspections.

The shortfall has been minimised by the engagement of consultants to undertake inspections and by existing staff being encouraged to utilise the overtime scheme. This has resulted in 99% (85%) of food hygiene and 93% (94%) of food standards inspections being achieved (figures in brackets are for 2004/05).
- 4.2 There was one major food poisoning outbreak investigated in 2005/06 involving 92 persons. Seven suspect outbreaks were subsequently confirmed as viral in origin. 322 notifications of suspected food poisonings were received.
- 4.3 A total of 606 premises inspections were undertaken in 2005/06, together with 182 microbiological samples and 205 compositional/

labelling samples, 23 of the samples were regarded as unsatisfactory, mainly as a result of high bacteriological counts and 27 were unsatisfactory as the labelling/composition was incorrect.

- 4.4 In February 2006 the Food Standards Agency introduced Safer Food Better Business (SFBB) aimed at assisting smaller catering businesses comply with relevant legislation. The Tees Valley authorities in partnership with training providers successfully received grant funding from the FSA to assist local business by providing free training and advisory visits to assist in implementing SFBB.
- 4.5 Animal feeding stuffs, which are to be included in this Plan, remains a low priority, as there are no manufacturers/producers of animal feedstuffs within the Borough. We will, however, undertake a small number of feeding stuff samples, targeting farms on which farmers mix/blend animal feed.
- 4.6 The Food Standards Agency is encouraging authorities to employ an alternative enforcement strategy for low risk food premises by the employment of self-assessment questionnaires (as opposed to inspection). Given that low risk food premises often involve other legislation such as the Health and Safety at Work Act, it is intended to continue to inspect such premises.

5. RECOMMENDATIONS

- 5.1 Cabinet is requested to endorse the draft Food Law Enforcement Service Plan 2006/07 and recommend approval by Council at the meeting to be held on 26 October 2006.

Draft



HARTLEPOOL
BOROUGH COUNCIL

Draft

Hartlepool Borough Council

Food Law Enforcement Service Plan

2006/07

FOOD SERVICE PLAN 2006/07

This Service Plan accords with the requirements of the Framework Agreement on Local Authority Food Law Enforcement, and sets out the Council's aims in respect of its food law service and the means by which those aims are to be fulfilled. Whilst focussing primarily on the year 2006-07, where relevant, longer-term objectives are identified. Additionally, there is a review of performance for 2005-06 and this aims to inform decisions about how best to build on past successes and address performance gaps.

1. **Background Information**

Hartlepool is situated on the North East coast of England. The Borough consists of the town of Hartlepool and a number of small outlying villages. The total area of the Borough is 9,390 hectares.

Hartlepool is a unitary authority, providing a full range of services. It adjoins Easington District Council to the north, Sedgefield District Council to the west and Stockton on Tees Borough Council to the south. The residential population is 90,161 of which ethnic minorities comprise 1.2% (2001 census).

2. **Service Aims and Objectives**

Hartlepool Borough Council aims to ensure:

- ? That food and drink intended for human consumption which is produced, stored, distributed, handled or consumed in the borough is without risk to the health or safety of the consumer.
- ? Food and food packaging meets standards of quality, composition and labelling and reputable food businesses are not prejudiced by unfair competition.
- ? The effective delivery of its food law service so as to secure appropriate levels of public safety in relation to food hygiene, food standards and feeding stuffs enforcement.

In its delivery of the service the Council will have regard to directions from the Food Standards Agency (FSA), Approved Codes of Practice, the Enforcement Concordat, and guidance from Local Authorities Co-ordinators of Regulatory Services (LACORS).

Service delivery broadly comprises:

- ? Programmed inspection of premises for food hygiene and food standards
- ? Registration, licensing and approval of premises
- ? Microbiological and chemical analysis of food
- ? Food Inspection
- ? Provision of advice, educational materials and courses to food businesses
- ? Investigation of food and food-related complaints

- ? Investigation of cases of food and water borne infectious disease, and outbreak control
- ? Dealing with food safety incidents
- ? Promotional and advisory work

Effective performance of the food law service necessitates a range of joint-working arrangements with other local authorities and agencies such as the Health Protection Agency (HPA), Meat Hygiene Service (MHS), and the Food Standards Agency (FSA). The Council aims to ensure that effective joint-working arrangements are in place and that officers of the service contribute to the on-going development of those arrangements.

3. Policy Content

This service plan fits into the hierarchy of the Council's planning process as follows:

- ? Hartlepool's Community Strategy - the Local Strategic Partnership's (the Hartlepool Partnership) goal is "to regenerate Hartlepool by promoting economic, social and environmental wellbeing in a sustainable manner."
- ? Corporate (Best Value Performance) Plan
- ? Neighbourhood Services Departmental Plan
- ? Public Protection & Housing Divisional Plan
- ? Consumer Services Service Plan
- ? Food Law Enforcement Service Plan - sets out how the Council aims to deliver this statutory service and the Consumer Services section's contribution to corporate objectives

The Council's Community Strategy sets out its vision for 'a prosperous, caring, confident and outward looking community realising its potential in an attractive environment'. This Food Law Service Plan contributes towards the vision and the Council's seven main priorities in the following ways:

Jobs and the Economy

By providing advice and information to new and existing businesses to assist them in meeting their legal requirements with regard to food law requirements, and avoid potential costly action at a later stage.

Lifelong Learning and Skills

By providing and facilitating training for food handlers on food safety as part of lifelong learning, and promoting an improved awareness of food safety and food quality issues more generally within the community.

Health and Care

By ensuring that food businesses where people eat and drink, or from which they purchase their food and drink, are hygienic and that the food and drink sold is safe, of good quality and correctly described and labelled to inform choice.

Community Safety

By encouraging awareness amongst food businesses of the role they can play in reducing problems in their community by keeping premises in a clean and tidy condition.

Environment and Housing

By encouraging businesses to be aware of environmental issues which they can control, such as proper disposal of food waste.

Culture and Leisure

By exploring ways to promote high standards of food law compliance in hotels, other tourist accommodation, public houses and other catering and retail premises.

Strengthening Communities

By developing ways of communicating well with all customers, including proprietors of food businesses whose first language is not English, and ensuring that we deliver our service equitably to all.

This Food Law Enforcement Service Plan similarly contributes to the vision set out in the Neighbourhood Services Department Plan “to work hand in hand with communities and to provide and develop excellent services that will improve the quality of life for people living in Hartlepool neighbourhoods”. Within this, the Consumer Services Section has a commitment to ensure the safe production, manufacture, storage, handling and preparation of food and its proper composition and labelling.

The Council has in place a Food Law Enforcement Policy, which has been revised and subsequently approved by the Adult & Public Health Services Portfolio Holder on 21 March 2005.

The Council is committed to the principles of equality and diversity. The Food Law Enforcement Service Plan consequently aims to ensure that the same high standards of service is offered to all, and that recognition is given to the varying needs and backgrounds of its customers.

4. **Legislative Powers and other actions available**

From 1 January 2006, new EU food hygiene legislation has applied throughout the UK. The introduction of the new legislation was to:

- ✍ modernise, consolidate and simplify the previous EU food hygiene legislation
- ✍ apply effective and proportionate controls throughout the food chain, from primary production to sale or supply to the final consumer
- ✍ focus controls on what is necessary for public health protection
clarify that it is the primary responsibility of food business operators to produce food safely

The Council has a wide range of duties and powers conferred on it in relation to food safety functions.

The Council must appoint and authorise inspectors, having suitable qualifications and competencies for the purpose of carrying out duties under the Food Safety Act 1990 and Regulations made under it and also specific food regulations made under the European Communities Act 1972, which include the Food Hygiene (England) Regulations 2006 and the Official Feed and Food Controls (England) Regulations 2006.

Authorised officers can inspect food at any stage of the production, manufacturing, distribution and retail chain. The Council must draw up and implement an annual programme of risk-based inspections so as to ensure that food and feedingstuffs are inspected in accordance with relevant legislation, the Food Law Code of Practice and centrally issued guidance.

The sampling of food for the purposes of microbiological and chemical examination and analysis forms an integral part of the inspection process. It is a critical means of ensuring the microbiological and chemical safety of food, checking composition and labelling. The Food Safety (Sampling and Qualifications) Regulations 1990 provide the framework for sampling.

The inspection of food commodities again forms an integral part of the inspection process and is provided for by virtue of Sections 32 and 9 of the Food Safety Act 1990. The purpose of food inspection is to check that food complies with food safety requirements and is fit for human consumption. Section 9 also sets out provisions relating to the detention, seizure and condemnation of food.

It is recognised that whilst the inspection process is the primary means of securing compliance with food safety legislation, this can be enhanced by the provision of advice, educational materials and training courses.

The service is obliged to investigate complaints relating to the sale of food not complying with food safety requirements, or not of the nature, substance or quality demanded, or injurious to health, or unfit for human consumption, or

labelled or presented so as to mislead consumers. Similarly, the service responds to complaints alleging breaches of hygiene requirements.

The investigation of cases of food poisoning and outbreak control is a shared responsibility between the food law service and the County Durham and Tees Valley Health Protection Unit of the Health Protection Agency. Responsibility for the enforcement of measures to control food-borne disease rests with the local authority, with the Health Protection Agency having a statutory duty to designate medical officers to assist the local authority in carrying out their duties in this respect.

A national food incident warning system is in operation throughout the United Kingdom, which acts as a rapid alert system in respect of food related hazards. The food law service must ensure that any action specified by the Food Standards Agency in a food alert is undertaken promptly and in accordance with any risk assessment carried out by the Agency. If the Authority propose to take alternative action this must first be agreed with the Agency.

In addition to legislative requirements as above, local authority food law services are required to have regard to the Food Law Code of Practice and Practice Guidance which gives detailed direction to authorities on enforcement of food legislation.

There is currently a requirement to report to the Food Standards Agency annually on performance in relation to food law enforcement activities. Annual performance statistics for all authorities are now made publicly available by the Food Standards Agency and the best and worst performing councils are highlighted.

5. Service Delivery Mechanisms

Inspection Programme

Inspections carried out for food hygiene, food standards and for feeding-stuffs are carried out in accordance with the Council's policy and procedures on food premises inspections and relevant national guidance.

Information on premises liable to food law inspections is held on the ITECS computerised system. An inspection schedule is produced from this system at the commencement of each reporting year, in accordance with guidance issues by the Food Standards Agency.

The food hygiene and food standards inspection programmes are risk-based systems that accord with current guidance. The current premises profiles are shown in the tables below:

Food Hygiene:

Risk Category	Frequency of Inspection	No of Premises
A	6 months	10
B	12 months	144
C	18 months	387
D	24 months	1118
E	36 months or other enforcement	71
Unclassified	Requiring inspection/risk rating	129
Total		859

Food Standards:

Risk Category	Frequency of Inspection	No of Premises
A	12 months	0
B	24 months	151
C	36 months or other enforcement	579
Unclassified		65
Total		795

The inspection programme for 2006/07 comprises the following number of scheduled food hygiene and food standards inspections:

Food Hygiene:

Risk Category	Frequency of Inspection	No of Inspections
A	6 months	20
B	12 months	144
C	18 months	210
D	24 months	42
E	36 months of alternative enforcement strategy	40
Unclassified		79
Total		614

Additional to this inspection programme there are 3 manufacturing businesses (2 fishery products establishments and a kebab manufacturer) that are subject to approval under Regulation 853/2004. These are not included in the inspection programme but instead are subject to a minimum inspection frequency in 12 months as set out in the following tables, in accordance with current guidance.

Product Specific Inspections:

	Primary Inspection	Secondary Inspections	No in Hartlepool
Meat Products	1	2	0
Minced Meat and Meat Preparation	1	2	1
Dairy Products	1	1	0
Fishery Products	1	1	2
Egg Products	1	1	0
Shellfish Purification or despatch	1	1	0

Food Standards:

Risk Category	Frequency of Inspection	No of Inspections
A	12 months	0
B	24 months	115
C	36 months or alternative enforcement	106
Not classified		65
Total		286

An estimated 10% of programmed inspections are of premises where it is more appropriate to conduct inspections outside the standard working time hours. Arrangements are in place to inspect these premises out of hours by making use of the Council's flexible working arrangements, lieu time facilities and, if necessary, paid overtime provisions. In addition, these arrangements will permit the occasional inspection of premises which open outside of, as well as during standard work time hours. The Food Law Code of Practice requires inspections of these premises at varying times of operation.

As a follow-up to primary inspections, the service undertakes revisits in accordance with current policy. It is estimated that such revisits are required in 10% of instances (some premises requiring more than one revisit to check compliance). For the year 2006/07, the inspection programme would generate an estimated 55 revisits. A number of these premises revisits will be undertaken outside standard working hours and arrangements are in place as described above to facilitate this.

It is anticipated that consistent, high quality programmed inspections by the service will, over time, result in a general improvement in standards, reducing the frequency for recourse to formal action.

The performance against inspection targets for all food hygiene and food standards inspections is reported monthly as part of the Neighbourhood Services Department internal performance monitoring. In addition, performance against inspection targets is reported quarterly to the Adult &

Public Health Services Portfolio Holder as part of the Neighbourhood Services Department plan update.

Port Health

Although Hartlepool is a Port Health Authority it is not a border inspection post.

Fish Quay

There is a Fish Quay within the Authority's area, which provides a new market hall and associated fish processing units.

Alternative Enforcement Strategy for Low Risk Food Premises

From April 2005 an alternate enforcement strategy via "self assessment" may be employed for low risk food premises, i.e. those rated as food hygiene risk Categories E and food standards risk Category C, in accordance with guidance. Self-assessment usually consists of questionnaires for these businesses and a subsequent evaluation of the results of this self-assessment by officers. A percentage of those businesses returning questionnaires are visited to validate the information received, as well as businesses not responding. Inspection visits may also be made where a low risk business is the subject of complaint and where notification of change of business use or proprietorship is received. The Head of Public Protection & Housing believes that the best use of resources at this time is to continue to carry out inspections at these low risk premises. These inspections often cover other legislation such as Health & Safety at Work.

Registration and Approval of Premises

Food business operators must register their establishments with the relevant local authority in accordance with the requirement of Regulation (EC) No 852/2004. This provision allows for the service to maintain an up-to-date premises database and facilitates the timely inspection of new premises and, when considered necessary, premises that have changed food business operator or type of food use.

The receipt of a food premises registration form initiates an inspection of all new food premises. In the case of an existing premises, where a change of food business operator is notified, other than at the time of a programmed inspection, an assessment is made of the need for inspection based on the date of the next programmed inspection, premises history, and whether any significant change in the type of business is being notified. It is anticipated that approximately 109 additional premises inspections will be generated for new food businesses during 2006-07.

A competent authority must with some exceptions, approve food business establishments that handle food of animal origin. If an establishment needs approval, it does not need to be registered as well.

Premises which require approval include those that are producing any, or any combination of the following; minced meat, meat preparations, mechanically separated meat, meat products, live bivalve molluscs, fishery products, raw milk (other than raw cows' milk), dairy products, eggs (not primary production) and egg Products, frogs legs and snails, rendered animal fats and greaves, treated stomachs, bladders and intestines, gelatine and collagen and certain cold stores and wholesale markets.

The approval regime necessitates full compliance with the relevant requirements of Regulation (EC) No 852/2004 and Regulation (EC) 853/2004.

There are 3 premises in the Borough, which are subject to approval.

Microbiological and Chemical Analysis of Food

An annual food sampling programme is undertaken with samples being procured for the purposes of microbiological and chemical analyses. This programme is undertaken in accordance with the service's Food Law Sampling Policy.

All officers taking formal samples must follow the guidance contained in and be qualified in accordance with relevant legislative requirements and centrally issued guidance, including that contained in the Food Law Code of Practice and Practice Guidance. Follow-up action is carried out in accordance with the food law service's sampling policy.

Microbiological analysis of food and water samples is undertaken by the Newcastle Laboratory of the Health Protection Agency based at the General Hospital in Newcastle, and chemical analysis of samples by Tees Valley Measurement for informal samples and by the Council's appointed food examiner at the Public Analyst Durham County Council for formal samples.

From April 2005 sampling allocations from the Health Protection Agency, which is responsible for the appropriate laboratory facilities, has been based on a credits system dependant on the type of sample being submitted and examination required.

The allocation for Hartlepool is 8,300 credits for the year 2006-07, which includes sampling of water supply in food premises and pool waters.

Points are allocated as follows:

Sample type	No of credits
Food Basic	25
Water Basic	15
Dairy Products	15
Environmental	10
Formal samples	50

A sampling programme is produced each year for the start of April. The sampling programme for 2006-07 includes national and regional surveys organised by LACORS and HPA/Local Authority liaison group.

Sampling programmes have been agreed with the Food Examiners and Tees Valley Measurement (a joint funded laboratory based at Canon Park, Middlesbrough). These have regard to the nature of food businesses in Hartlepool and will focus on locally manufactured/processed foods and foods targeted as a result of previous sampling and complaints.

A proportion of the planned sampling programme is of imported foods in accordance with guidance from the Food Standards Agency.

Microbiological Food Sampling Plan 2006-07

April Local Shopping Basket Survey	May Fish Dish Survey LACORS Shopping Basket Survey Local Shopping Basket Survey FSA Raw Egg Survey	June Fish Dish Survey LACORS Shopping Basket Survey Local Shopping Basket Survey French Market
July Fish Dish Survey LACORS Shopping Basket Survey Local Shopping Basket Survey LACORS Mobile Food Vendors Survey	August Fish Dish Survey LACORS Shopping Basket Survey Local Shopping Basket Survey Mayonnaise Based Salads Survey	September Fish Dish Survey LACORS Shopping Basket Survey Local Shopping Basket Survey Mayonnaise Based Salads Survey FSA Raw Egg Survey
October LACORS Shopping Basket Survey Local Shopping Basket Survey Approved Premises / Locally Manufactured Products Imported Foods	November LACORS Shopping Basket Survey Local Shopping Basket Survey Home Made Soups, Sauces Meat Dishes Survey Imported Foods	December LACORS Shopping Basket Survey Local Shopping Basket Survey Home Made Soups, Sauces Meat Dishes Survey
January LACORS Shopping Basket Survey Local Shopping Basket Survey Home Made Soups, Sauces Meat Dishes Survey	February LACORS Shopping Basket Survey Local Shopping Basket Survey Internet Sales Survey	March LACORS Shopping Basket Survey Local Shopping Basket Survey Internet Sales Survey

In addition to carrying out food sampling, arrangements are in place to enable inspections linked environmental sampling to be carried out,

The products sampled as part of the shopping basket survey include:

- ? Pease pudding
- ? Black pudding
- ? Cooked pasta
- ? Cooked lamb
- ? Curried food
- ? Cooked ham
- ? Ready-to-eat dips
- ? Fruit used in preparation of meals / sweets e.g. apple, banana, strawberry, citrus etc.
- ? Profiteroles
- ? Raw shell eggs

Composition and Labelling Sampling plan 2006-07

MONTH	TEST	SAMPLES
April	No Sampling (processing feeding stuffs samples)	
May	Vitamin C in soft drinks	18
June	Meat Species in takeaway meals (joint initiative with Stockton)	7
July	Species of fish (fresh fish, fish fingers & similar)	12
Aug	Meat Content locally manufactured pies	2
Sept	Distinguishing between mayonnaise and salad cream in sandwiches & sandwich fillings	30
Oct	Calcium claims in cereal bars	7
Nov	Presence of animal fats in vegetarian meals	5
Dec	Fat content of snacks e.g. crisps	18
Jan	Added sugar or folic acid in breakfast cereals	5
Feb	Sodium, Calcium & Nitrates in mineral waters	30
Mar	Peanut proteins in takeaway meals	7

Total samples = **141**

Feeding Stuffs

It is planned that four informal animal feeding stuffs samples will be taken this year.

At present feeding stuffs sampling has been given a low priority due to the lack of local manufacturers and packers. Informal samples are, however, taken of packaged goods.

An annual feeding stuffs sampling plan has been drawn up to carry out informal sampling at the most appropriate time of the year in respect of farms, pet shops and other retail establishments.

Feedingstuffs Sampling Plan 2006/07

April - June	0
July - September	1 from retail outlet (statutory statement)
October - December	2 from grain stores for mycotoxins
January - March	1 silage from farm for mycotoxins

Private Water Supplies

There are two premises using private water supplies in their food production, one is a brewery and the other a soft drinks manufacturer. Regular sampling is carried out of these supplies in accordance with relevant legislative regulations.

Food inspection

The purpose of food inspection is to check that food complies with food safety requirements and is fit for human consumption, and is properly described and labelled. As such, the activity of inspecting food commodities, including imported food where relevant, forms an integral part of the food premises inspection programme. Food inspection activities are undertaken in accordance with national guidelines.

Provision of advice, educational materials and courses to food businesses

Following changes in relation to certified courses we are reviewing the training courses offered by the section. Where we are unable to deliver courses we will advise businesses of alternative local providers.

It is recognised that for most local food businesses contact with an officer of the service provides the best opportunity to obtain information and advice on legislative requirements and good practice. Officers are mindful of this and aim to ensure that when undertaking premises inspections sufficient

opportunity exists for business proprietors to seek advice. In addition, advisory leaflets produced by the Food Standards Agency are made available to business proprietors.

In February 2006 the Food Standards Agency (FSA) introduced Safer Food Better Business (SFBB) aimed at assisting smaller catering businesses to introduce a documented food safety management system. The Tees Valley authorities in partnership with training providers successfully received grant funding from the FSA to deliver free training and advisory visits. Resources during the year will be directed towards this initiative

Guidance is also prepared and distributed to food businesses relating to changes in legislative requirements. The service also encourages new food business proprietors and existing businesses to seek guidance and advice on their business. It is estimated that 70 such visits will be carried out during the year.

Feeding stuffs advice is available via the Council's web site.

A limited level of promotional work is also undertaken by the service on food safety, with minimal impact on programmed enforcement work.

Investigation of Food and Food-related Complaints

The service receives approximately 16 complaints, each year concerning food products, all of which are subject to investigation. An initial response is made to these complaints within two working days. Whilst many complaints are investigated with minimal resource requirements, some more complex cases may be resource-intensive and potentially affect programmed inspection workloads.

All investigations are conducted having regard to the guidance on the 'Home Authority Principle'.

The procedures for receipt and investigation of food complaints are set out in detailed guidance and internal policy documents.

Investigation of cases of Food Poisoning and outbreak control

Incidents of food related infectious disease are investigated in liaison with the Durham and Tees Valley Health Protection Unit and in the case of outbreaks in accordance with the Health Protection Unit's Outbreak Control Policy.

Where it appears that an outbreak exists the Principal EHO (Commercial) or an EHO, will liaise with the local Consultant in Communicable Disease Control and, where necessary, the Director of Durham and Tees Valley Health Protection Unit, to determine the need to convene an Outbreak Control Team. Further liaison may be necessary with agencies such as the Food Standards Agency, the Health Protection Agency and Northumbrian Water.

Statistical returns are made weekly by the service to the Communicable Disease Surveillance Centre.

It is estimated that approximately 322 food poisoning notifications are received each year. Most cases are sporadic in nature and can be investigated as part of the normal day-to-day workload. It is recognised, however, that in the event of a major outbreak a significant burden is likely to be placed on the service and this would inevitably impact on the performance of the inspection programme.

Dealing with Food Safety Incidents

A national alert system exists for the rapid dissemination of information about food hazards and product recalls, this is known as the food alert warning system.

All food alerts received by the service are dealt with in accordance with national guidance and internal quality procedures.

Food alert warnings are received by the service from The Food Standards Agency via the electronic mail system, and EHCNet during working hours. The Principal EHO (Commercial Services) or, if absent, the Consumer Services Manager ensures that a timely and appropriate response is made to each food alert.

Out of hours contact is arranged through Richard Court, telephone number 01429 869424.

In the event of a serious local incident, or a wider food safety problem emanating from production in Hartlepool, the Food Standards Agency will be alerted in accordance with guidance.

Whilst it is difficult to predict with any certainty the number of food safety incidents that will arise during any 12 month period, it is estimated that the service is likely to be notified of between 80 to 100 food alerts during 2006/07, a small proportion of which will require action to be taken by the Authority. This level of work can ordinarily be accommodated within the day-to-day workload of the service, but more serious incidents may require additional resources and may have an effect on the programmed inspection workload and other service demands.

Investigation of Complaints relating to Food Safety and Food Standards in Premises

The service investigates all complaints that it receives about food safety and food standards conditions and practices in food businesses. Initial response to any complaint is made within two working days. In such cases the confidentiality of the complainant is paramount. All anonymous complaints are also currently investigated.

The purpose of investigation is to determine the validity of the complaint and, where appropriate, to seek to ensure that any deficiency is properly addressed. The general approach is to assist the food business operator in ensuring good standards of compliance, although enforcement action may be necessary where there is failing in the management of food safety, or regulatory non-compliance.

Based on the number of complaints in 2005/06 it is estimated that approximately 16 such complaints will be received in 2006/07.

Feed Law Enforcement

From 1 January 2006 feed businesses must be approved or registered with their local authority under the terms of the EC Feed Hygiene Regulation (183/2005).

This replaces the previous arrangements (under EC Directive 95/69), as implemented by the Feeding Stuffs (Establishments and Intermediaries) Regulations 1999, which required feed businesses to be approved or registered if they were involved in the manufacture, use or marketing of certain feed additives.

Whereas previously the Authority had only 16 premises registered and no premises approved, EC Regulation 183/2005 extends the above requirement to nearly all feed businesses. This means, for example, that importers and sellers of feed, hauliers and storage businesses will now require approval or registration. Livestock and arable farms growing and selling crops for feed are also within the scope of the provisions of the regulation.

Liaison arrangements

The service actively participates in local and regional activities and is represented on the following:

- ? Tees Valley Food Liaison group
- ? The local HPA/Local Authority Sampling group
- ? Tees Valley Public Health group
- ? North East Trading Standards liaison group

Home Authority arrangements

The Authority has no formal arrangements with food businesses to act as Home Authority. Informal arrangements are in place with one manufacturer in the Borough. Consideration is to be given during the year as to the possibility of developing formal arrangements in future with this manufacturer.

The Authority is originating authority for two premises, a brewery and a soft drinks manufacturer. Regular visits are made to these premises to maintain dialogue with management and an up to date knowledge of operations.

General

The delivery point for the food law enforcement service is at:

Civic Centre
Victoria Road
Hartlepool
TS24 8AY

Members of the public and businesses may access the service at this point from 08.30 - 17.00 Monday to Thursday and 08.30 - 16.30 on Friday.

A 24-hour emergency call-out also operates to deal with Environmental Health emergencies, which occur out of hours.

6. Resources

Staffing Allocation

The Director of Neighbourhood Services has overall responsibility for the delivery of the food law service. The Head of Public Protection and Housing has responsibility for ensuring the delivery of the Council's Environmental Health service, including delivery of the food law service, in accordance with the service plan. The Consumer Services Manager, with the requisite qualifications and experience, is designated as lead officer in relation to food safety and food standards functions and has responsibility for the day to day management of the service.

The resources determined necessary to deliver the service in 2006/07 are as follows:

1 x 0.25 FTE Consumer Services Manager (with responsibility also for Health & Safety, Licensing and Trading Standards)

1 x 0.35 FTE Principal EHO Commercial (with responsibility also for Health & Safety and Animal Health)

3 x FTE EHO (with requisite qualifications and experience)

1 x 0.56 FTE Part-time EHO

1 x FTE Technical Officer Food

The Consumer Services Manager has responsibility for planning service delivery and day to day management of the Food Law service, Health & Safety at Work, Licensing, Public Health, Water Quality, Trading Standards, Animal Health & Welfare and I.T. as well as general management responsibilities as a member of the Public Protection and Housing Management Team.

The Principal EHO (Commercial Services) has responsibility for the day to day supervision of the Food Law Service, Health & Safety at Work, Public Health, Water Quality and Animal Health & Welfare.

The EHO's have responsibility for the performance of the food premises inspection programme as well as the delivery of all other aspects of the food law service, particularly more complex investigations. In addition these officers undertake Health & Safety at Work enforcement.

The food technical officer is also responsible for inspections, as well as revisits, investigation of less complex complaints and investigation of incidents of food-borne disease.

Administrative support is provided by Support Services within Neighbourhood Services department.

All staff engaged in food safety law enforcement activity will be suitably trained and qualified and appropriately authorised in accordance with guidance and internal policy.

Staff undertaking educational and other support duties will be suitably qualified and experienced to carry out this work.

Financial Resources

The annual budget for the Consumer Services section in the year 2006/07 is:

	£000
Employees	721.2
Other	161.9
Support Recharges	117.8
Income	(146.6)
Net Budget	943.2

This budget is for all services provided by this section i.e. Health & Safety, Licensing, Trading Standards and resources are allocated in accordance with service demands.

Equipment and Facilities

A range of equipment and facilities are required for the effective operation of the food law service. The service has a documented procedure that ensures the proper maintenance and calibration of equipment and its removal from use if found to be defective.

The service has a computerised performance management system, ITECS. This is capable of maintaining up to date accurate data relating to the activities of the food law service. A documented database management procedure has been produced to ensure that the system is properly maintained, up to date and secure. The system is used for the generation of

the inspection programmes, the recording and tracking of all food activities, the production of statutory returns and the effective management of performance.

During 2006/07 we will be migrating to the Authority Public Protection computer system

Training Plans

The qualifications and training of staff engaged in food law enforcement are prescribed and this will be reflected in the Council's policy in respect of appointment and authorisation of officers.

It is a mandatory requirement for officers of the food law service to maintain their professional competency by undertaking a minimum of 10 hours core training each year through attendance at accredited short courses, seminars or conferences. This is also consistent with the requirements of the relevant professional bodies.

The Council is committed to the personal development of staff and has in place Personal Development Plans for all members of staff.

The staff Personal Development Plan scheme allows for the formal identification of the training needs of staff members in terms of personal development linked with the development needs of the service on an annual basis. The outcome of the process is the formulation of a Personal Development Plan that clearly prioritises training requirements of individual staff members. The Personal Development Plans are reviewed six monthly.

The details of individual Personal Development plans are not included in this document but in general terms the priorities for the service are concerned with ensuring up to date knowledge and awareness of legislation, building capacity within the team with particular regard to vertical directive premises, the provision of food hygiene training courses, developing the role of the Food Safety Officer, and training and development of new staff joining the team.

Detailed records are maintained by the service relating to all training received by officers.

7. Service Review and Quality Assessment

Quality Assessment

The Council is committed to quality service provision. To support this commitment the food law service seeks to ensure consistent, effective, efficient and ethical service delivery that constitutes value for money.

A range of performance monitoring information will be used to assess the extent to which the food service achieves this objective and will include on-going monitoring against pre-set targets, both internal and external audits and stakeholder feedback.

Specifically the Principal EHO (Commercial Services) will carry out accompanied visits with officers undertaking inspections, investigations and other duties for the purpose of monitoring consistency and quality of the inspection and other visits carried out as well as maintaining and giving feedback with regard to associated documentation and reports.

The Best Value Performance Indicator BV166, applicable to Environmental Health, is subject to scrutiny. The target for attainment by the service against BV166 standard, which includes the provision of written enforcement policies, planned enforcement activity and measurement of customer satisfaction levels, is 100%.

It is possible that the Food Standards Agency may at any time notify the Council of their intention to carry out an audit of the service.

Review

It is recognised that a key element of the service planning process is the rational review of past performance. In the formulation of this service plan a review has been conducted of performance against those targets established for the year 2005/06.

This service plan will be reviewed at the conclusion of the year 2006/07 and at any point during the year where significant legislative changes or other relevant factors occur during the year. It is the responsibility of the Consumer Services Manager to carry out that review with the Head of Public Protection & Housing.

The service plan review will identify any shortfalls in service delivery and will inform decisions about future staffing and resource allocation, service standards, targets and priorities.

Any relevant amendments to the Council's Best Value programme will be incorporated into the service plan together with any matters identified through quality assessment audits.

Following any review leading to proposed revision of the service plan Council approval will be sought.

Performance Review 2005-06

This section describes performance of the service in key areas during 2005/06.

The Consumer Services Section experienced significant staffing difficulties throughout 2005-06. There has been one long-standing temporary part-time EHO vacancy and in June 2005 this was filled on a temp 1 year contract by student EHO working as Technical Officer, from November 2004 two EHO's started their maternity leave, leaving only the Principal Officer, one EHO and the Technical Officer to provide the service. One of the officers on maternity

resigned before returning in September 2005 and the other officer returned in November 2005. The loss of staff had significant effect on the performance of the service affecting the timetable for programmed inspections, the response and resolution of complaints, service improvements.

The services of a Food Safety Consultant have been engaged throughout the year to assist in undertaking the shortfall of category B to E food hygiene and medium to low food standards inspections. However, the use of Consultants has generated follow-up work such as revisits, which are carried out by the permanent staff. In addition existing staff have been encouraged to utilise the overtime scheme.

Inspection Programme

The food premises inspection programme for 2005/06 did not reach the target of 100%. Due to staffing difficulties during the year only 99% of Food Hygiene and 93% of Food Standards inspections were achieved. The outstanding inspections will be added to the programme for 2006/07.

Registration and approval of premises

Premises subject to approval were inspected and given comprehensive guidance with regard to approval requirements. .

Food Sampling Programme

The food sampling programme for 2005/06 has been completed. The microbiological results are:

Microbiological Sampling (1/4/05 - 31/3/06)

	Total number	Number of Samples	
	of samples	Satisfactory	Unsatisfactory
<u>Bacteriological</u>			
Surveys			
Shopping Basket	152	131	21
Sandwich	5	4	1
Cooked Turkey	9	8	1
Eggs	2	2	-

The composition and labelling results are:

Food Standards Sampling (01.04.05 – 31.03.06):

Nature of Sample	Reason for Sampling	Satisfactory	Unsatisfactory
Locally Produced Foods	Fat Content	23	-
Breakfast Cereal	Salt Content	7	-
Locally Produced Foods	Pictorial Representation	12	-
Soft Drinks	No Added Sugar	6	-
Meat Products	Labelling Regulations	15	7
Fruit Juices	Water Content	24	-
Alcoholic Drinks	Alcohol Content	25	1
Ham / Turkey Sandwiches	Reformed Meats	38	10
Meat Products	Meat Species	13	1
Sandwiches	Labelling Regulations	14	8

Where unsatisfactory samples are identified, officers carry out follow-up work to identify the cause and take appropriate action.

The programme of feeding stuffs sampling was undertaken. Feeding stuffs has been given a low priority due to the lack of local manufacturers and packers.

Food Inspections

The service undertook no formal seizure of unfit food in the year.

Promotional Work

The service was unable to provide food hygiene training during the year due to resources.

To promote Safer Food Better Business (SFBB), in February 2006 resources were directed to delivery of the safer food tees valley initiative. Resources did not allow for any further pro-active activities, although the team has continued to offer advice and information on request with 70 advisory visits to businesses being carried out during the year.

Complaints

During the year the service dealt with 15 complaints relating to the condition of food premises and food handling practice. In addition, 16 complaints of unfit or out of condition food, extraneous matter, mould and unsatisfactory labelling of food items were also received. These investigations have been undertaken all within our target of 2 working days; however, they have had some effect on performance of the inspection programme.

Food Poisoning

The service received 322 notifications of food poisoning during the year and investigated 7 outbreaks of infectious disease, most of which occurred in residential care homes and were found to be viral in nature. In addition there was a major food poisoning outbreak within the borough involving 92 persons. This placed a significant burden on the service and inevitably had an impact on performance and the inspection programme.

Food Safety Incidents

The Service received 99 food alerts from the Food Standards Agency during the year. All requiring action were dealt with expeditiously and in all but one instance without significant impact on programmed workloads. No food incidents were identified by the Authority that required notification to the Food Standards Agency.

Enforcement

During 2005/06, no emergency prohibition notices were served on businesses where formal cessation of a good activity was necessary however one voluntary closure of a premises took place. Six improvement notices were served on businesses to ensure compliance with food safety issues. No prosecutions or formal cautions were undertaken.

Improvement Proposals 2005/06

The following areas for improvement are identified in the 2005/06 Food Service Plan.

1. Feeding stuffs

We have implemented a sampling programme and are developing and implementing a documented procedure for feeding stuffs. This work however has not yet been completed due to staffing problems

2. Audit recommendations

We have work towards implementing the recommendations of the inter-authority audit and will incorporate good practice identified in other audits carried out within the Tees Valley Liaison Group. This work however has not yet been completed due to staffing problems

8. Key Areas for Improvement 2006/07

In addition to committing the service to specific operational activities such as performance of the inspection programme, the service planning process assists in highlighting areas where improvement is desirable. Detailed below are specifically identified key areas for improvement that are to be progressed during 2006/07.

1. To complete the process of approving / re approving relevant premises
2. To ensure that all relevant premises are registered under feed hygiene legislation
3. Review / internal audit of food quality system

CABINET REPORT

9th October 2006



Report of: Director of Adult & Community Services

Subject: ANNUAL LIBRARY PLAN 2006/07

SUMMARY

1. PURPOSE OF REPORT

To consider the Annual Library Plan for submission to Council on 26th October 2006.

2. SUMMARY OF CONTENTS

The Annual Library Plan follows the unified planning approach introduced within Hartlepool Borough Council in 2006.

The plan includes an overview of achievements during 2005/2006, describes the service staff structure and key service partners. It describes how performance will be managed and what are the service priorities for 2006/2007. There is an action plan and summary of performance indicators.

This draft plan contains the additions resulting from the consultation process carried out during August.

3. RELEVANCE TO CABINET

The Annual Library Plan is part of the Budget and Policy Framework proposed by the Executive Cabinet for approval by Council.

4. TYPE OF DECISION

Non-key

5. DECISION MAKING ROUTE

Cabinet 3rd July 2006, Neighbourhood Forums 9th, 10th and 11th August 2006, Scrutiny Forum 6th September 2006, Cabinet 9th October 2006, and subject to Cabinet approval, Council on 26th October 2006.

6. DECISION(S) REQUIRED

The Cabinet is requested to approve the Plan for submission to Council on 26th October 2006.

Report of: Director of Adult & Community Services

Subject: ANNUAL LIBRARY PLAN 2006/07

1. PURPOSE OF REPORT

To consider the Annual Library Plan for submission to Council on 26th October 2006.

2. BACKGROUND

The Annual Library Plan follows the Hartlepool Borough Council 'unified approach' to service planning introduced in 2006. This identifies how the Library Plan links to the Adult and Community Services Departmental Plan and to the Corporate Plan. It also demonstrates how the service in Hartlepool meets the national requirements of the DCMS.

3. PROPOSALS

Key proposals within the plan are the establishment of teams within the service to oversee the key areas of library service provision. Key service development areas focus on lifelong learning, reader development, ICT, and services to pre-school children. There will be a review of the way vehicle delivered services are provided. The library will also manage the hosting of the Northern Children's Book Festival in Hartlepool. This is the largest free children's book festival in Europe and it is the first time it has been hosted by the town.

There have been a number of additions made to the plan as a result of consultation. These appear in the action plan in bold/italic in the copy of the plan submitted (**appendix 1**). They are summarised below with the relevant page number in the plan:

- 3.1. Provision of suitable staff ICT training is now a specific action within the plan (20)
- 3.2. Action to explore possibility of making the Central Library entrance appear less dark from outside. (21)
- 3.3. The costs and benefits of abolishing lunch time closure in branches is to be investigated. (21)
- 3.4. The implications and feasibility of extending Sunday opening to one or more branches in addition to the Central Library are to be explored. (22)

- 3.5. A proposal to extend work with the Wharton Trust in order to investigate how service resources of the two organisations can combine to improve services at Brougham Annex Library. (22)

4. STAFF CONSIDERATIONS

The review of vehicle services, and examination of scope for efficiencies in this part of the service is likely to involve the presentation of options which would have implications for some staff. All appropriate consultative and other relevant procedures are being adhered to in this matter.

5. RECOMMENDATIONS

Members of the Cabinet are requested to approve the draft Annual Library Plan for submission to Council

6. BACKGROUND PAPERS

Draft Annual Library Plan 2006/7 (**Appendix 1**)

7. CONTACT OFFICER

Graham Jarritt, Borough Librarian. Internal: 3612 . (01429) 272905
graham.jarritt@hartlepool.gov.uk

Annual Library Plan 2006/07

DRAFT

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Introduction

The Public Libraries and Museums Act 1964 requires the 149 first tier English local authorities to provide "comprehensive and efficient" public library services.

The Act requires library authorities to provide access for people who live, work or study in their area to borrow or refer to books, printed material and pictures in line with their needs and requirements, free of charge. Since 1964 the development of new media formats, most notably in the areas of ICT, means that electronic media and internet access are now interpreted as part of library provision alongside printed materials. Also the role of the library as provider of community space for a wide variety of public purposes is seen as a key purpose of a public library service.

The terms 'comprehensive and efficient' are not quantified in the Act. However the ten Public Library Service Standards (BVPI 220), against which all services are annually measured are the means used to provide a definition. They are a set of targets across core provision areas. They are not based in statute and failure to meet one or more of the standards does not necessarily signify a breach of the 1964 Act. However, failure to comply with the standards has an impact upon the Comprehensive Performance Assessment (CPA) of the local authority.

Previously authorities were required to submit an Annual Library Plan to DCMS for assessment. This is no longer a requirement. However the submission of the Annual Library Plan to Council, and the public and stakeholder consultation included in this process ensures that approval of library services in Hartlepool is embedded in the local democratic process and is measured against the Council's constitutional principles of decision-making. It provides Members and public with opportunity to examine, review and influence how the library sets priorities and delivers services.

Overview 2005/6

Staffing

April 2005 saw the arrival of Jane Aiken as Reference Services Officer. The post had been vacant since the sudden death of Mary Hoban, the fondly remembered former Reference Officer in August 2004. Jane is a valuable addition to our staff with a background in both academic and public libraries and also in education. Susan Atkinson, who had contributed significantly as Borough Librarian since taking office in 2001, moved on from that post at the end of August to return to university. The following month Ann Russell, Senior Library Manager and Training Officer retired.

Graham Jarritt was appointed Borough Librarian in October and in January 2006 Chris Rogers, formerly of Hartlepool College of Further Education was appointed ICT Officer. This is the first time Hartlepool Libraries have appointed a professionally qualified ICT officer and this is a reflection of the expanding role ICT is playing in library service provision. A staffing re-structure to commence in April 2006 was produced to reflect the changing pattern of demand for services. The Reference Officer's role is expanded to include responsibility for developing lifelong learning provision. The appointment of a dedicated ICT officer means that Denise Sparrowhawk, who had previously been responsible for stock selection and for ICT, is now Stock and Reader Development Officer. Reader development is now identified by DCMS as one of the three core services required of a modern library service. Phyl Rafferty and Jayne Halliday take on senior posts supervising service development, staffing and staff development in all branches.

Following significant achievements, notably in development of Bookstart provision and also integrating library services with those of the Early Years Partnership, the responsibilities of Gill Slimings, Children and Young Persons' Officer are expanded. In 2006 Gill will also be coordinating the staging of the Northern Childrens' Book Festival Gala Day in Hartlepool. It is the largest European literary festival for young people and this will be the first time it has been held in Hartlepool.

Performance and achievements

The principal measure for libraries is BVPI 220, performance against the 10 Public Library Standards. The most recently published performance indicators show that none of the 149 authorities in England meet all 10 standards, but Hartlepool is one of only eleven top authorities who met 9 of them, maintaining Hartlepool's strong national reputation. Also the Home Library service met its substantially expanded targets within LPSA1 and has received a valuable reward grant.

Other achievements of note have been the introduction of the updated library online services, Talis Prism, which provides a more user friendly online access to

the catalogue, to book reservation, renewals and to posting information enquiries online to the Reference and Information section. Additionally online resources such as the Xrefer online reference database, the Encyclopaedia Britannica or the EBSCO journal article database, all services to which the library subscribes, are now available free of charge to all members of Hartlepool's libraries online from home, (or indeed from any internet connection). Previously these services could only be accessed from computers inside the library. Current technology now allows the bar-code number of a Hartlepool library ticket to be recognised and to act as a password. These ICT developments represent an important step. Remote, or virtual visits to library services will become a performance indicator in the future.

However, progress has not been restricted to computer based services. Family Learning Week in October saw an exciting programme organised at the Central Library. Called 'Einstein in the Library', it commemorated the hundredth anniversary of the publication of the General Theory of Relativity and was organised in partnership with Hartlepool College of Further Education and the Institute of Physics. Events were held for schools during the week, and culminated at the week-end with two very popular family learning days. It represented a significant development in approach to lifelong learning for the library to find itself promoting natural science rather than arts and humanities focussed events. This programme, as well as making science and physics fun and accessible is also an attempt to contribute to addressing concerns about the decline in interest in physics as a school and Higher Education subject. A similar event is proposed for 2006.

More traditionally, The Foggy Furze Writers Group produced an excellent compilation of short stories and poems by local writers, entitled 'First Impressions'. In partnership with museums 'Their Past Your Future' combined WW2 history with work by young people looking at the past, the present and the future and reflecting on the many issues of war and conflict. Throughout the year a number of projects were held with young people and included groups in a number of libraries writing a radio play which addressed the theme of bullying and also another play conceived, written and illustrated by a group of looked after children.

The Bibliographic Services Section of the Library, and the Vehicle Delivered Services moved in November from Cromwell Street to their new offices and working area at the Carnegie Building, Northgate. Also worthy of note, the lighting system at the Central Library which had gone well past its sell by date and was causing many problems, including financial ones, was replaced through Neighbourhood Services with a new system which uses considerably less energy and provides much better lighting.

Finally, in January we were informed by John Mennear, the Assistant Director of Community Services, that the Culture Minister, David Lammy, wished to see an example of work with 'hard to reach' groups whilst visiting the region, and had

been directed to a project which had involved Hartlepool Libraries, Hartlepool Museum Service and Stonham Housing Trust. The result was a visit by the Minister to the Central Library and the opportunity for a number of members of staff to discuss their particular areas of work with him.



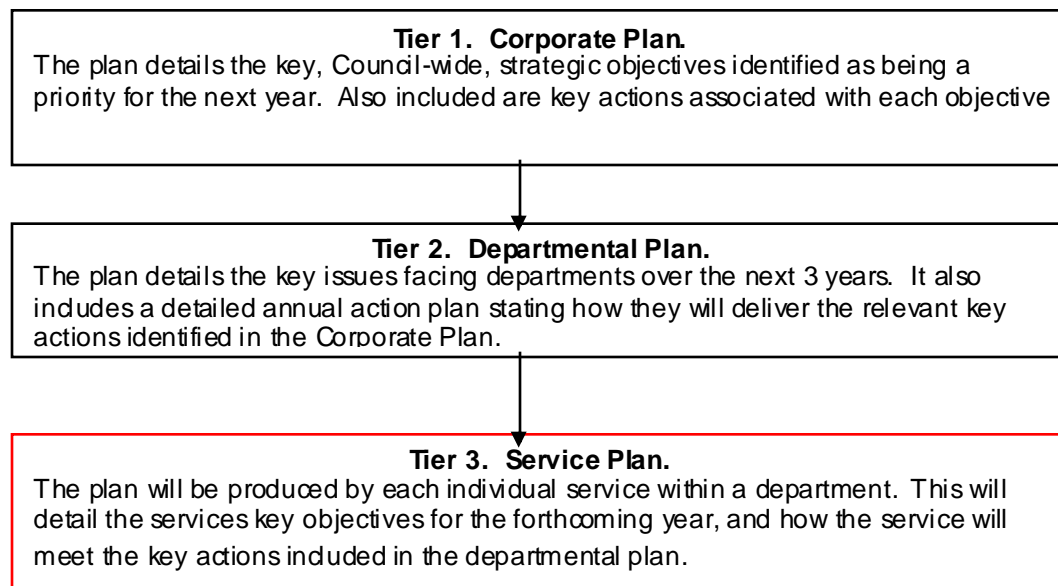
Culture Minister David Lammy (second from right) with (l to r) Penny Wilkinson (Chief Executive, Museums Libraries and Archives Council North East), David Lammy's Private Secretary, John Mennear, (Assistant Director, Community Services), Nicola Bailey (Director, Adult and Community Services), Graham Jarritt, (Borough Librarian). Hartlepool Central Library Jan 27th 2006

Library Service Plan 2006/7

This section of the Annual Library Plan is the Library Service Plan for 2006/07 and forms part of the Council's overall Service Planning arrangements. The plan details the key priorities and issues facing the Library service over the next year, and includes a detailed action plan showing how these priorities will be delivered.

The plan details how the Library Service will meet the Council's key priorities as stated in the Corporate Plan and the Adult and Community Department's key priorities as stated in the Adult and Community Departmental Plan 2006/07-2008/98.

This plan should be looked at in conjunction with both the Council's Corporate Plan, and the Adult and Community Departmental Plan, that together form part of the Council's overall Service Planning Arrangements. Figure 1, below, demonstrates how the plans are linked: -



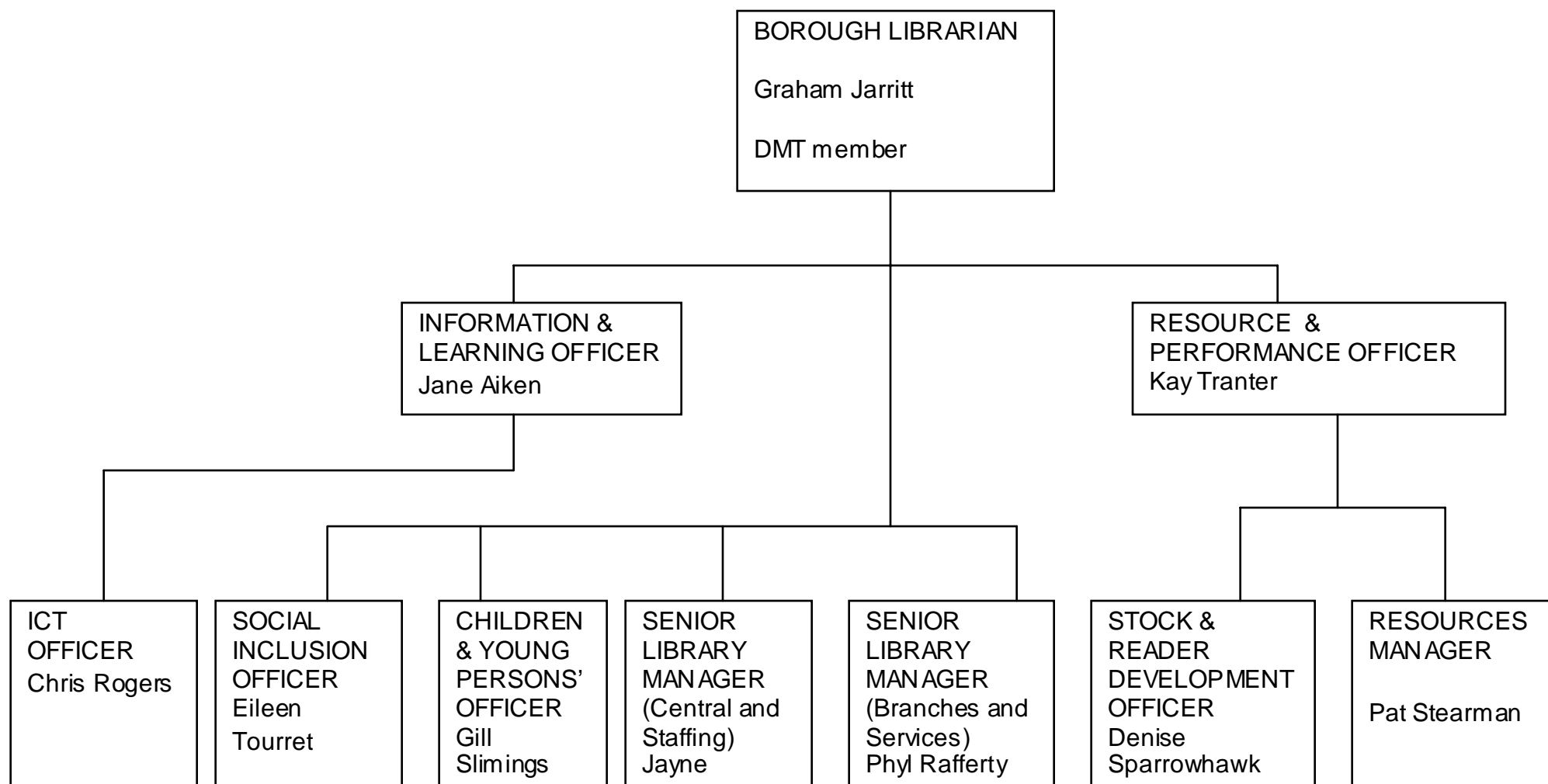
This approach ensures that any objective that appears in the Corporate Plan can be traced through the Departmental plan to specific actions in the service plan, and vice versa. It allows the employees delivering services to explicitly see how their actions contribute to the Council's overall objectives.

Service Structure

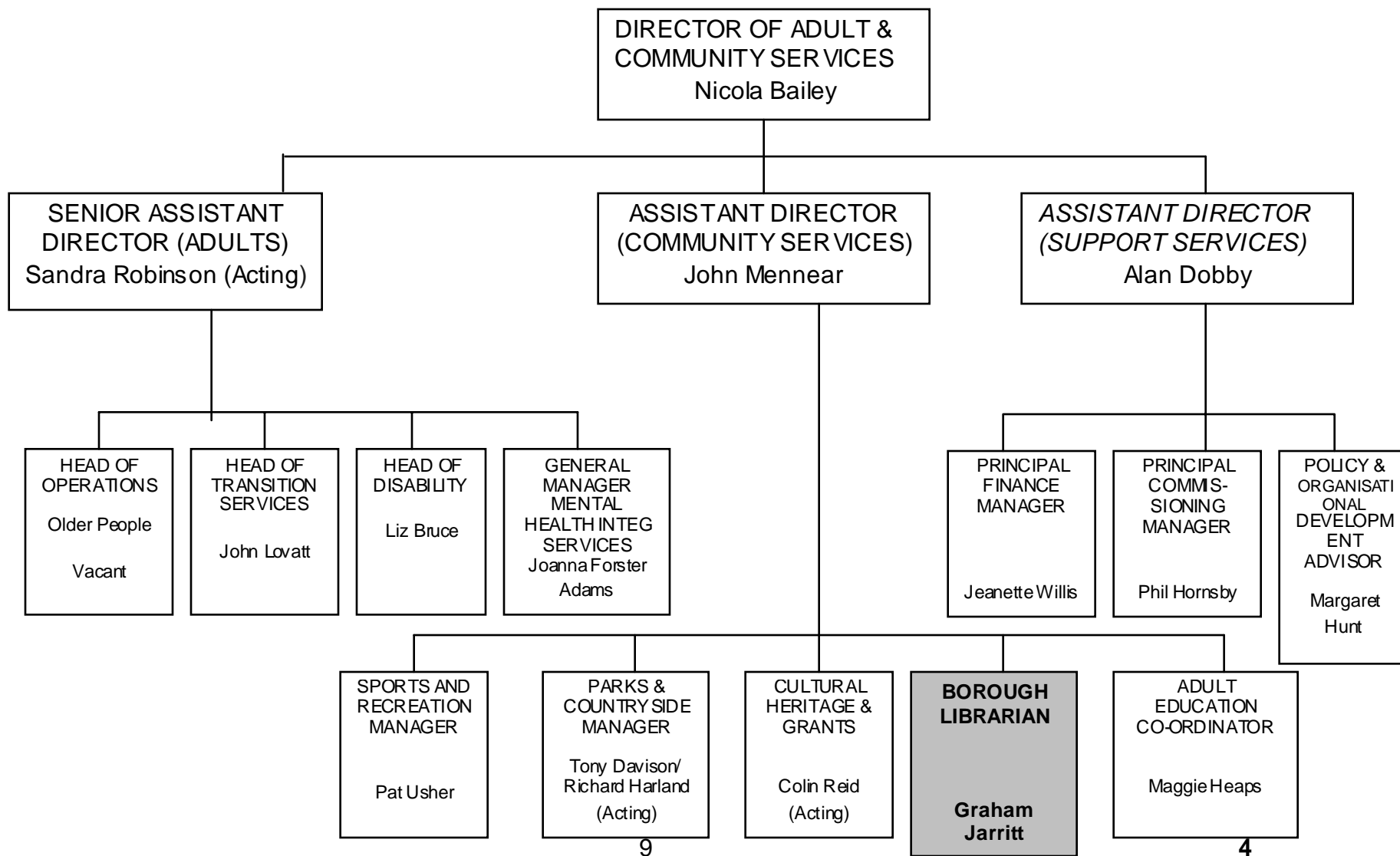
Contents

- The senior officer structure – DMT membership and management structure within the Library service
- Overview of departmental structure, and where the Library service sits in this structure.
- Individual service areas within the service.
- Links with other services/departments/organisations in providing joint/cross-cutting services

Library Service Senior Management Structure



Where Libraries fit within Adult and Community Services Departmental Management

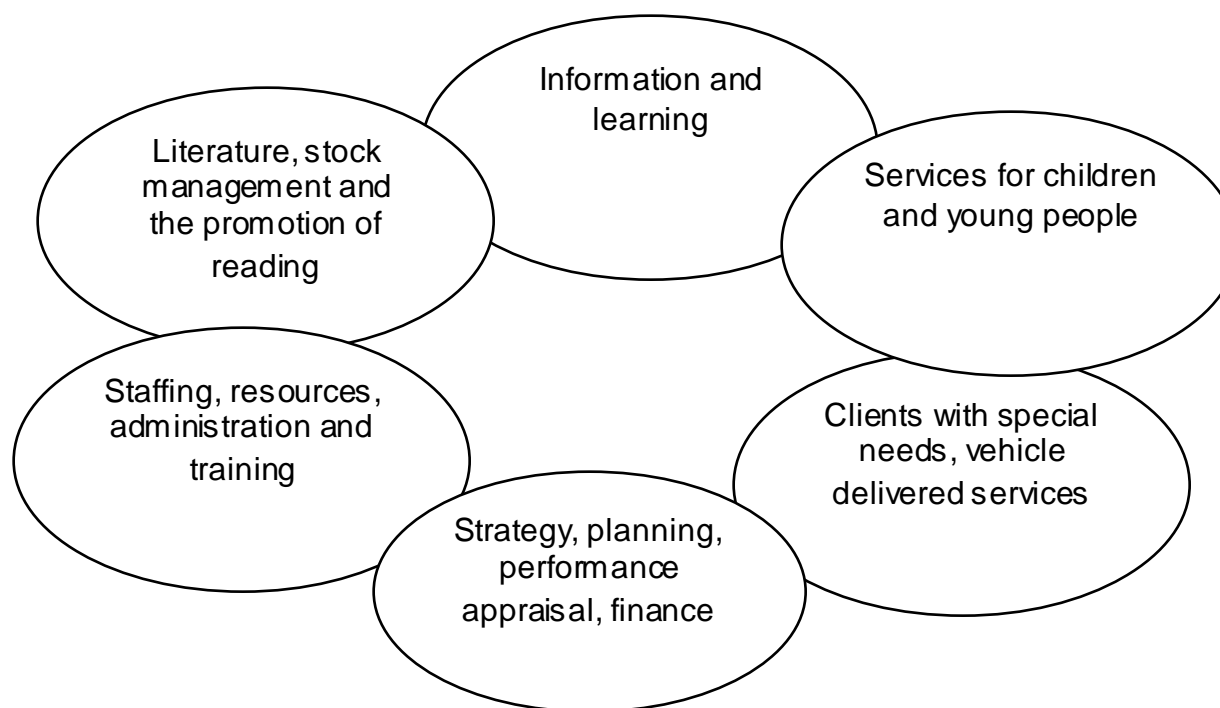


Service areas within the Library Service

Framework for the Future, the ten year forward plan for UK public libraries was published in 2003. It sets the following 3 areas of activity at the heart of Libraries' modern mission:

- The promotion of reading and informal learning.
- Access to digital skills and services including E-Government
- Measures to tackle social exclusion, build community identity and develop citizenship.

To plan and organise service development and delivery the six areas in the diagram below represent the principal divisions of service and responsibility (teams). At the same time, it needs to be recognised that there is a considerable degree of overlap with service delivery involving the coordinated action of more than one team.



Service area	Officers
Literature, stock management and promotion of reading	Resource and Performance Officer, Stock and Reader development officer. Senior Library Manager (Branches and Services) Resources manager
Information and Learning	Information and learning officer ICT Manager
Services for children and young people	Children and Young Persons' Officer
Clients with special needs, vehicle delivered services	Social Inclusion Officer
Staffing, resources administration and training	Senior Library manager (Central and Staffing), Resource and Performance Officer, Borough Librarian
Strategy, planning, performance appraisal, finance	Borough Librarian, Resource and Performance officer

Links with other services and organisations

The Library Service in Hartlepool works in partnership with a number of organisations and Services. Sometimes these arrangements are short-lived and focus on a single project. Others become established in a more sustained manner. A description of the more sustained working links is outlined below.

Partnerships primarily for work with children and young people:

- The Early Years Partnership, Sure Start, Health Visitors.

Libraries work with these partners as coordinator of the Bookstart scheme, which supports reading development for pre-school children.

- The Childrens' Information Service

Following the success of partnership work with the Bookstart scheme the Childrens' Information Service has now re-located to the Central Library.

- The Youth Service

Due to the fact that a large number of young people use the libraries as drop in centres or meeting points, since 2004 the Youth Service has employed a youth worker to be based in the Central Library. This has led to young people engaging in a large number of positive activities including The Duke of Edinburgh's award scheme.

- New Deal For Communities

Again, to build positive action from the use of the libraries by many young people, New Deal for Communities provides funding for the Library Service to provide a varied programme of activities and sessions, every day throughout school holidays at Central Library. This has proved a very successful and cost effective arrangement. It is necessary to address how this work can be sustained when NDC funding ceases

- Schools and Nurseries

Libraries work with their local area schools, providing both a library lending service and also additional services such as library and information skills training and story times. Services are also provided to nurseries, who are now included in the third phase of the Bookstart Programme.

Partnerships and working links for services primarily for adults

- Adult Education Dept.

Libraries work with the Adult Education Service in a number of ways, as a provider of learning materials, as a venue for classes and as a partner for the development of joint

educational projects. The recent Council re-structure has added impetus to joint working relations.

- Hartlepool College of Further Education

A partnership agreement exists between the Library and the College, which allows for staff work experience exchanges and promotes mutual usage of both resources.

- Inspire

This is a national library networking programme to enable learners to access any appropriate library collection, irrespective of the status of the learner or location of the materials. The local public library is the access point to this service, which enables the user to access hitherto inaccessible resources in, eg, an academic library.

- Tees, Esk and Wear Valley NHS Trust, MIND

The Library Service is working with these organisations to provide a specialist collection of books for helping people with mental health difficulties as part of a 'books on prescription' initiative.

- Museums, Archaeology.

These are services where there is often a link, which calls for joint working. Recent examples are the "Their Past, Your Future" WW2 events, The "Dig, Dive and Discover" project and the Port Cities digitisation project.

Professional Links

National guidance and management of public libraries operates through the Department of Culture, Media and Sport, (DCMS), which is the responsible Government Department, and the Museums, Libraries and Archives Council (MLA), which is the national development agency.

Consultation and information relating to national policy is managed substantially at a regional level. MLA North East is the regional section of the MLA. There are also a number of regional library specialist bodies which come under the overall management of Northern Chief Librarians, examples being the Northern Training Group, YEL (young people and education), and Reading North (literature and reading development). Hartlepool Libraries work closely with the other libraries in the Northern region and it is often that projects involve more than one authority, as is the case with the current Tees Valley Voices writing project, which involves libraries and adult education departments across the five Tees Valley Authorities, and the Northern Children's Book Festival which operates across virtually the whole region.

Performance Management

- **Monitoring and Reporting**

The action plan detailing how the Library service will meet its main objectives for the forthcoming year will be monitored constantly, reported regularly and reported to Departmental Management Team on a quarterly basis.

Throughout the year, in certain circumstances, it may become necessary to either remove or amend an objective or specific action from the action plan. This could be for a number of reasons, such as changing priorities or a delay in implementing a particular scheme through unforeseen circumstances. Any amendments to the plan will only be made with full agreement of DMT.

- **Reviewing the Plan**

As previously explained the action plan will be constantly monitored and reviewed, with any proposed changes being presented to DMT for agreement.

- **Communication**

External communication

Annual public consultation for libraries in Hartlepool will take place during August 2006. This will take place at Neighbourhood Forum Meetings, through the distribution of the Annual Library Plan with invitation to comment to stakeholders and the publication of information in library service points. Performance will be communicated through this process.

Internal communication

Internal communication includes communication within the library service, and communication within the Adult and Community Services directorate.

There are three levels of staff meeting within the library service

- Library section heads' meeting.

This is held fortnightly and is attended by library senior managers.

- Service team meeting.

This meeting is held monthly and is the business meeting for all Library service point managers. It is also attended by some of the senior managers, especially when their service area is an agenda item.

- Service unit meetings:

These are monthly update meetings chaired by the service unit manager with service unit staff. The service units in the library are the six single branch libraries, the central library, vehicle delivered services and bibliographic/resource services. In the case of the individual branches it has historically been difficult to involve all staff in a single meeting, and communication between manager and staff has tended to be a series of individual contacts. The appointment of the new post of Senior Library Manager, (Branches and Services) means it will be possible to examine if there are improved ways of organising regular meetings with branch front-line staff.

Quarterly updates on performance management will be communicated through the meetings described above. A bi-monthly staff newsletter will also communicate library performance to staff.

Communication within the directorate.

- Community Services section heads meeting

This meeting is held fortnightly. This meeting allows all service heads within the section to review performance and discuss issues relating to performance management regularly.

- Departmental Management Team (DMT) meeting

Chaired by the Director of Adult and Community Services, this meeting is held fortnightly. Quarterly review of performance is a formal aspect of these meetings' agenda and purpose.

- Line Manager review.

Monthly meetings are held between the Borough Librarian and the Assistant Director of Community Services. Review and updates with regard to performance are part of these meetings purpose

Priorities

The following section details the priorities for the library service 2006/7 indicating initially how these relate to a) Corporate priorities, b) Departmental priorities.

The main priorities for the library service 2006/7 are described below, with some explanation and background. Following this the detail of how these priorities will be achieved is set out in the Action Plan. This sets out library service objectives and actions, provides relevant milestones and identifies responsible officers.

Section one – direct links to Corporate Plan

The Departmental Actions relating to the Library Service and linking directly to the Corporate Plan are

- Provide Knowledge, information and contact points for the community

This action links to Corporate Plan objective LAA29; “ Enrich people’s lives, strengthen communities and improve places where people live through enjoyment of leisure, culture and sport”.

- To increase opportunities for participation in a wide range of cultural and leisure activity

This action links to Corporate Plan objective LAA 30; “Cultural and Leisure Services, including libraries, better meet the needs of the community, especially disadvantaged areas”

- Increase participation from priority groups

This action links to Corporate Plan objective; “Increase provision of high quality learning and skills opportunities that drive economic competitiveness, include participation of adults in learning and build social justice”.

Section two – direct links to Adult & Community Services Departmental Plan

Libraries are given responsibility for 4 actions within Adult and Community Services’ Departmental Plan;

- “ To provide cultural and literary services in libraries and other venues for adults, young people and for families.” (LAA29)
- “Review current vehicle delivered library services and develop plan for delivering sustainable services” (LAA30)
- “To provide library services targeted towards hard to reach groups and individuals” (LAA30)

- “To explore opportunities for benefiting library service users and services through partnership work with adult services”

In the Departmental Plan this fourth action is linked to the Corporate Plan objective; “Increase provision of high quality learning and skills opportunities that drive economic competitiveness, include participation of adults in learning and build social justice”. This emphasises the scope for a close working relationship between Libraries and the Adult Education Service, and it is the case that the two services are developing a number of areas of partnership working. However it is also meaningful to link this action to Corporate Plan objectives LAA 12 Mental Well-being; “To promote a positive approach to the mental well-being of Hartlepool residents”, and LAA 13 Access to Services – “to support easier access to services which are integrated and tailored to individual need” as Libraries also plan to explore opportunities for working in partnership with sections of Adult Services in these areas.

The Adult and Community Services Department guiding vision is:

“To encourage comprehensive and collaborative links across a wide number of services and agencies – thus providing greater opportunities for people to learn; to be able to better access relevant vocational, cultural and leisure activities; and for care to be delivered in responsive, person centred ways”

The Departmental Plan also includes as a priority:

“Implementing the Framework for the Future of the Libraries.”

Framework for the Future is the 10 year forward plan for public libraries published by DCMS in 2003. It identifies the following three key roles for library services:

- Promotion of reading and informal learning
- Providing access to digital skills and services including E-Government
- Measures to tackle social inclusion, build community identity and develop citizenship

Section 3 – Library Service Plan priorities

Library priorities are governed by the expressed needs and requirements of the people of Hartlepool, the Corporate and Departmental plans of the Council, national guidelines and plans produced by DCMS and MLA, and the capacity of the Library management and staff.

Change is a significant influence on Library service thinking in producing the 2006/7 service plan. Over the previous nine months there has been a change of Borough Librarian and a staffing re-structure. Only two members of the senior management team have been in their current job for longer than one year. Libraries have also moved to the

new Adult and Community Services Directorate. Alongside these structural changes, implementation of the 10 year Framework for the Future forward plan involves ongoing change and development to what services are delivered.

The creation of the six teams (p 6) represents the way the library management sees its priorities for service development and delivery. Within each team area it is possible to examine current performance, to identify opportunities, to explore difficulties and improve practices.

Library Service Priorities for 2006/7 are:

- To consolidate, and where achievable, improve performance in the core public library services that contribute to Performance Management indicators.
- To support and develop services in the development areas identified in Framework for the Future:
 - Promotion of reading and literature
 - Lifelong learning
 - Development of ICT based services
 - Provision of services that promote social inclusion and support citizenship
- To improve communication, strategic awareness, teamwork, capability and capacity among staff.
- To develop partnership working where it is advantageous to developing better services and/or improving efficiency.
- To consult with the public and stakeholders to assess quality of services and scope for improvement.

Library Service Action Plan 2006/07

Corporate Plan LAA29 Enrich individual lives, strengthen communities and improve places where people live through enjoyment of leisure, culture and sport.					
Ref:	Objective	Action	Milestone	Responsible Officer	Associated Pls
	To provide cultural and literary services in libraries and other venues for adults, young people and for families.	Take part in Northern Children's Book Festival, delivering author visits to local schools and hosting Gala Day.	Nov 2006	CYPO	BVPI 220 PLSS 8
		To deliver a customer focussed library stock in which cost, supply times and management are monitored and adapted to optimise efficiency and customer satisfaction.	Mar 2007	RDO	BVPI 220, 119 PLSS 5, 7, 9
		To ensure that the data underpinning the library management systems is accurate, enabling the management of stock and catalogues to operate and support service delivery.	Mar 2007	RDO	BVPI 220 PLSS 5
		To host events which add value to and enhance enjoyment of literature.	Mar 2007	SRDO/CYPO	BVPI 220 PLSS 6, 7, 8
		Coordinate and deliver the Bookstart scheme.	Mar 2007	CYPO	BVPI 220

		To support the personal, cultural, social and educational development of children by providing an inclusive, friendly and secure library environment, appropriate resources and targeted services.	Mar 2007	CYPO	BVPI 220 PLSS 6, 7, 8
		To provide appropriate training and development for all staff.	Mar 2007	BL	
		<i>To ensure staff receive ICT training sufficient for them to effectively support the public in use of Library ICT services</i>	<i>Mar 2007</i>	<i>ICTO</i>	<i>BVPI 220</i>
		Develop and extend the network of reading and writers' groups across Hartlepool.	Mar 2007	SRDO/CYPO	BVPI 220 PLSS 7
		To establish targets for visitor numbers and issues in all service points	July 2006	SLM (B/S) & (C/S)	BVPI 220 PLSS 6
		To monitor reservation satisfaction timescales and take appropriate action to ensure targets are met	July 2006	SLM (B/S) & (C/S)	BVPI 220 PLSS 5
		Ensure that Reference and Information services are relevant and available to all.	Mar 2007	ILO	BVPI 220 PLSS 3, 4, 9
		Ensure all sections of the library work in partnership with other organisations as	Mar 2007	BL	

		appropriate. Participate in Summer Reading Challenge and it's promotion and evaluation.	Sept 2006	CYPO	BVPI 220 PLSS 6, 8
		To maximise the use of stock through a variety of promotional activities and presentation methods, linking with local, regional and national initiatives.	Mar 2007	SRDO/CYPO	BVPI 220 PLSS 7, 8
		Establish working relations with voluntary sector organisations in at least one area to explore partnership service delivery and produce feasibility study.	Mar 2007	BL	
		<i>To explore the costs and benefits and funding sources for improving the front entrance to the Central Library and to make it less dark</i>	<i>Mar 2007</i>	<i>RDO/SLM(C/S)</i>	
		To deliver service plan whilst ensuring suitable measures are in place to regularly monitor and review the budget.	Mar 2007	BL/RDO	
		To ensure effectiveness and quality of services is monitored appropriately.	Mar 2007	BL/RDO	BVPI 220
		<i>To investigate costs, benefits and practicality of abolishing lunch-time closure of branches</i>	<i>SLM (B/S)</i>		

Corporate Plan LAA30 Cultural and Leisure Services better meet the needs of the community, especially disadvantaged areas.					
Ref:	Objective	Action	Milestone	Responsible Officer	Associated Pls
	Review current vehicle delivered library services and develop plan for delivering sustainable services.	To review current vehicle service delivery in consultation with vehicle service staff	July 2006	SIC/BL	LIPCS 12a
		To draw up a costed draft proposal for re-organisation of vehicle services including providing expanded Home Library service in mainstream budget	Sept 2006		BVPI 220 PLSS 1
		To plan for public consultation on any potential changes to vehicle service delivery	Sept 2006		BVPI 220 PLSS 7
	To provide Library services targeted towards hard to reach groups and individuals.	Continue to deliver services inclusively and seek funding for value added projects.	March 2007	CYPO	BVPI 220 PLSS 6, 8
		<i>To explore potential benefits, and also capacity, costs and funding sources for extending Sunday opening to one or more additional service point(s)</i>	<i>Mar 2007</i>	<i>BL</i>	<i>BVPI 220</i>
		<i>To extend partnership working with Wharton Trust to explore scope for benefit through greater integration of Brougham Annex Library with the</i>	<i>Mar 2007</i>	<i>BL/SLM(B/S)</i>	

	Promote archaeology by education at all levels and to increase public awareness of and interest in the archaeology of the area	<p><i>Borough Library facilities and resources.</i></p> <p>To work with Adult Ed and other Skills for life providers to create opportunities for learning and development of literacy skills.</p> <p>To work with members of DMT to explore scope for partnership working in delivery of services to people with special needs.</p> <p>Work in partnership with Tees Archaeology to promote awareness and increase participation.</p>	<p>March 2007</p> <p>Mar 2007</p> <p>Mar 2007</p>	<p>SRDO</p> <p>BL</p> <p>ILO</p>	<p>BVPI 220 PLSS 6, 7</p>
Corporate Plan - Increase the participation of adults in learning.					
Ref:	Objective	Action	Milestone	Responsible Officer	Associated Pls
	Increase the participation of adults in learning particularly amongst priority groups.	To position the Library Service to maximise the opportunities for promoting learning to adults including priority groups.	Mar 2007	ILO	BVPI 220 PLSS 6, 7

	To explore opportunities for benefiting library service users and services through partnership work with adult services.	To build and strengthen partnership working practices with relevant Adult Education staff and to develop a joint programme of learning provision to maximise the impact of informal and formal learning.	Mar 2007	ILO/SRDO	BVPI 220 PLSS 6, 7
Corporate Plan LAA11 To support vulnerable adults to exercise choice and control and to retain dignity in all aspects of their life.					
Ref:	Objective	Action	Milestone	Responsible Officer	Associated PIs
	Increasing the number of people with a disability accessing further education, leisure, sports and recreation opportunities.	To investigate the use of new formats for library and information materials and how this may impact on access issues.	Mar 2007	SIO	BVPI 220 PLSS 6, 7

Corporate Plan LAA12 Mental Well-being – To promote a positive approach to the mental well-being of Hartlepool residents.					
Ref:	Objective	Action	Milestone	Responsible Officer	Associated Pls
	Community Services to contribute to the preventative mental well-being agenda by ensuring services are easily accessible to vulnerable groups.	To develop partnership working with relevant partners, notably Adult and Community Services, Tees Esk and Wear Valley Health Trust and MIND to develop services to contribute to the preventative mental well-being agenda	Mar 2007	BL	BVPI 220 PLSS 6, 7

Corporate Plan LAA13 Access to Services – to support easier access to services, which are integrated and tailored to individual need.					
Ref:	Objective	Action	Milestone	Responsible Officer	Associated Pls
	<p>To ensure compliance with the Council's Diversity and Equality policies and provide equal opportunities in service provision.</p> <p>To ensure community, cultural and recreation facilities and services are compliant with the DDA.</p>	To deliver service plan objectives whilst ensuring suitable measures plans, actions and officer responsibilities are in place to meet health and safety, accessibility, diversity and well-being requirements and standards.	Mar 2007	BL	
Corporate Plan LAA35 Strengthening communities – encourage freedom from discrimination and harassment. (CS SC8)					
Ref:	Objective	Action	Milestone	Responsible Officer	Associated Pls
	Improve public information across Adult and Community Services by increasing the % in accessible formats	Develop online services available from the library and carry out a programme to promote and educate the public in what is available and how to make best use of the ICT resources.	Mar 2007	ICTO	BVPI 220 PLSS 3, 4

Corporate Plan – improved access to and understanding of the public					
Ref:	Objective	Action	Milestone	Responsible Officer	Associated Pls
	Implement IT/IS improvement plan for Adult and Community Services dept	Ensure that the library ICT infrastructure is robust, and works efficiently and that it is developed in line with technological progress, and the requirements of the council ICT strategy and departmental ICT improvement plan to support the needs of the Library Service and its customers.	Mar 2007	ICTO	BVPI 220 PLSS 3, 4

Performance Indicators

The action plan detailed a number of Performance Indicators that will be used to measure the successful implementation of the actions. Those indicators are included in more detail in the table below. For those indicators that are only collected on an annual basis please indicate so in the 'Quarter 1 Target' Column.

Ref	Definition	Outturn 2005/06	Target 2006/07	Quarter 1 Target	Quarter 2 Target	Quarter 3 Target	Quarter 4 Target
BVPI 220	Performance against the ten Public Library Standards	3	4	annual			
LPICS 12a	No Hsbound ppl rec home library service once evry 3 weeks	508	505	annual			

CABINET REPORT

9th October 2006



Report of: The Director of Regeneration and Planning Services

Subject: STATEMENT OF COMMUNITY INVOLVEMENT

SUMMARY

1. PURPOSE OF REPORT

- 1.1 To advise of the receipt of the binding Inspector's Report on the submitted Statement of Community Involvement (SCI) and to approve for adoption by the Council the SCI as amended by the Inspector's recommendations.

2. SUMMARY OF CONTENTS

- 2.1 The SCI sets out how the council intends to involve the community and other interested parties in the new planning system and provides standards for involving the community at all the different stages of the planning policy process and in the determination of planning applications. The draft document was prepared in consultation with interested parties and groups having experience of consulting with the community and was widely publicised over a three month period (August to October 2005). Some amendments were made to the draft document as a result of this consultation and the Council, at its meeting on 15th December 2005, approved the Statement of Community Involvement for submission to the Secretary of State.
- 2.2 The submitted SCI was subject to a formal six week participation period to enable formal representations (of support or objection) to be made. Representations were made by 15 bodies and these were forwarded to the Planning Inspectorate for consideration. These were all written representations mainly in support of the document and thus there was no need for a public examination to be held. The Inspector has now submitted his binding report to the Council. This makes ten recommendations for changes to the SCI. The changes to be made are relatively minor and do not affect the substance of the document.
- 2.3 A copy of the Inspector's Report is set out in **Appendix 1**.

3. RELEVANCE TO CABINET

- 3.1 The Statement of Community Involvement, whilst not part of the Development Plan, is a Development Plan Document under the new planning system and thus forms part of the Budget and Policy Framework.

4. TYPE OF DECISION

- 4.1 Non-key

5. DECISION MAKING ROUTE

- 5.1 The Statement of Community Involvement as amended in accordance with the Inspector's recommendations will be referred to the Council for adoption.

6. DECISION(S) REQUIRED

- 6.1 That Cabinet note the Inspector's report on the submitted Statement of Community Involvement and agree that the document, as amended in accordance with the Inspector's recommendations, be referred to Council for formal adoption.

Report of: The Director of Regeneration and Planning Services

Subject **STATEMENT OF COMMUNITY INVOLVEMENT**

1. PURPOSE OF REPORT

- 1.1. To advise of the receipt of the binding Inspector's Report on the submitted Statement of Community Involvement (SCI) and to approve for adoption by the Council the SCI as amended by the Inspector's recommendations.

2. BACKGROUND

- 2.1. The Planning and Compulsory Purchase Act 2004 which introduced a new planning system to replace the system of Structure Plans and Local Plans, requires local planning authorities to prepare a number of documents including a Statement of Community Involvement. The SCI sets out standards to be achieved in involving the community and other stakeholders in the preparation, alteration and review of local development documents and in significant development control decisions.
- 2.2. The draft Statement of Community Involvement was prepared in consultation with interested parties and groups having experience of consulting with the community and was widely publicised over a three month period (August to October 2005). Some amendments were made to the draft document as a result of this consultation and the Council, at its meeting on 15th December 2005, approved the Statement of Community Involvement for submission to the Secretary of State.

3. FORM AL PARTICIPATION OF SUBMITTED SCI

- 3.1. The Statement of Community Involvement was subject to a formal six week participation period from the date of submission (30th January 2006) to enable formal representations (of support or objection) to be made.
- 3.2. A total of 15 bodies made representations during this formal stage of consultation. These bodies were as follows:
- Government Office for the North East.
 - Development Planning Partnership (DPP) on behalf of Tesco Stores Ltd.
 - Sport England
 - Royal Mail Group plc
 - English Nature
 - Middlesbrough Council

- One North East
 - Hartlepool People
 - Cleveland Police
 - Tees Archaeology
 - Cleveland Emergency Planning Unit
 - Highways Agency
 - English Heritage
 - Durham County Council
 - Department for Transport, Network Rail
- 3.3. Seven of the respondents made no comments. Three respondents supported the document. One representation from Hartlepool People felt that the document is hard to read and understand. One representation (made on behalf of the Royal Mail Group) whilst supporting section 6 of the SCI objected to Appendix 4 on the basis that the SCI does not identify in general terms which local community and other bodies will be consulted (soundness test iii – see paragraph 4.2 below).
- 3.4. The only changes sought in the representations were:
- Royal Mail Group plc to be included in Appendix 4;
 - an additional bullet point be added to paragraph 6.b.ii) of the document to include “*Developers should also consult organisations such as English Nature, English Heritage, the Highways Agency and the Environment Agency at an early stage to discuss their proposals*”;
 - Cleveland Emergency Planning Unit to be placed on the list of “Other Consultees” shown in Appendix 5 of the document;
 - the Twentieth Century Society to be included Appendix 5 of the document as a statutory consultee.
- 3.5. The representations were forwarded to the Planning Inspectorate at the conclusion of the participation period, for consideration at an independent examination.

4. THE EXAMINATION

- 4.1. As these were all written representations, there was no need for the examination to be held in public.
- 4.2. The purpose of the examination, under the new planning process introduced by the Planning & Compulsory Purchase Act 2004, is to consider the soundness of the SCI on the basis of 9 ‘tests’:
- i) minimum requirements for consultation set out in statutory regulations have been complied with;
 - ii) links with other community involvement initiatives are shown;
 - iii) local community groups and other bodies to be consulted are identified;
 - iv) that community etc will be involved in timely and accessible manner;
 - v) that the methods of consultation to be used are appropriate;
 - vi) that there are resources to manage community involvement effectively;

- vii) how results of community involvement will be fed into preparation of planning documents is shown;
- viii) there are mechanisms to review the SCI; and that
- ix) the policy for consultation on planning applications is clearly described.

4.3. The Inspector's Report (a copy of which is attached as **Appendix 1**) is therefore set out on the basis of recommendations relating to these nine tests.

5. THE INSPECTOR'S RECOMMENDATIONS

5.1. The Inspector considered that tests 1, 2, 6, 7 and 8 have been met in the submitted SCI, but made recommendations for changes in order to meet the other tests. These changes are relatively minor and do not affect the overall substance of the document. Nevertheless, they are binding on the Council and there is no flexibility to amend in any way the Inspector's suggested additional text or its location within a specific paragraph (or bullet point) within the document.

5.2. In summary the recommendations for change (which are binding on the Council) relate to the following matters:

- inclusion in Diagram 1 and Table 1 of reference for need for an additional 6 week consultation exercise in the event of consultees suggesting alternative sites for development (recommendations R3 and R4);
- additional text to be included in the section on consultation on planning applications (section 6) relating to the need for developers to undertake early consultations with various statutory bodies (R7), to the period allowed for consultation (R5) and to the account taken of consultation comments (R6);
- additions to the list of consultees in Appendices 4 and 5 of the SCI (recommendations R1 and R8);
- correction of printing errors (recommendations R1 and R8); and
- removal of all references to previous stages of the preparation of the SCI (R10).

6. THE NEXT STAGE

6.1. The Statement of Community Involvement will be amended in accordance with the Inspector's recommendations and presented to the Council for formal adoption.

7. OFFICER ADVICE

- 7.1. That the Inspector's Report be noted;
- 7.2. That the Statement of Community Involvement as amended in accordance with the Inspector's recommendations be referred to Council for adoption.

**Hartlepool Borough Council Statement of Community Involvement
(January 2006)**

INSPECTOR'S REPORT

Introduction

- 1.1 An independent examination of the Hartlepool Borough Council's Statement of Community Involvement (SCI) has been carried out in accordance with Section 20 of the Planning and Compulsory Purchase Act 2004. Following paragraph 3.10 of Planning Policy Statement 12: Local Development Frameworks, the examination has been based on the 9 tests set out (see Appendix A). The starting point for the assessment is that the SCI is sound. Accordingly changes are made in this binding report only where there is clear need in the light of tests in PPS12.
- 1.2 A total of 15 representations were received all of which have been considered. The Council proposed a number of amendments to the SCI in response to representations received, and these have been taken into account in the preparation of this report. Further information was requested from the Council in relation to Tests iv and v and this information is contained in Appendix B to this Report.

Test 1

- 2.1 The Council has undertaken the consultation required under Regulations 25, 26 and 28 of the Town and Country Planning (Local Development) (England) Regulations 2004.
- 2.2 This test is met.

Test 2

- 3.1 Section 3 of the SCI read in conjunction with the Guiding Principles based on the protocol between the Hartlepool Partnership and the Hartlepool Community Network (Section 4b of the SCI) acknowledges that the LDF is a way of delivering the aims of the Community Strategy, and states that the Council will work with the Hartlepool Partnership, the Local Strategic Partnership, to make sure that the content of the two documents complement each other and to avoid duplicating consultation exercises. The SCI also makes reference to other community strategies, such as the Corporate Communications Strategy, and states that consideration will be given to how these will be linked in terms of objectives and consultation.
- 3.2 This test is met.

Test 3

- 4.1 The Council has set out in Appendix 4 of the SCI those groups which will be consulted. This list includes the statutory bodies from PPS12 Annex E. It is stated at Section 4c of the SCI that the Council holds a database of consultee details, and that this will be updated and expanded as necessary. Furthermore, the Council state in this section that they will consult with additional local stakeholders where appropriate.
- 4.2 As the umbrella group for the Post Office Property Holdings it is sensible for the Royal Mail Group Plc to be added to Appendix 4
- 4.3 Though the re-organisation of certain consultation bodies is acknowledged in Appendix 4 of the SCI I recommend an additional sentence be added to this effect.
- (R1) Add prior to the list of Specific Consultation Bodies in Appendix 4 the following:
- "Please note, this list also relates to successor bodies where re-organisations occur" and
add Royal Mail Group Plc to Appendix 4
- 4.4 Appendix 4 states that bodies identified in an italic typeface within brackets are those currently relevant in the Hartlepool context. However, the submission version of the SCI does not italicise these bodies.
- (R2) Italicise the bodies currently relevant in the Hartlepool context.
- 4.5 Subject to the recommendations above this test is met.

Test 4

- 5.1 Section 5a of the SCI (Diagram 1) shows that the Council will involve and inform people from the early stages of DPD preparation and Table 1 sets out the range of methods the Council will employ to do this. It shows that consultation will take place with the key stakeholders during the issues and options stage of DPD production in accordance with Regulation 25.
- 5.2 However, the submission SCI has failed to identify a key stage in the Development Plan process, in that Diagram 1 makes no mention of the need for a separate round of consultation if a DPD is concerned with allocations of land. The Council were asked to amend Diagram 1 to take account this stage in the process dealing with site allocation representations. The amended diagram provided by the Council is in appendix B. However the amended diagram does not place the Regulation 32/33 consultation in the correct place. The additional consultation required by Regulations

32/33 takes place where there are site allocation representations at submission stage and hence the additional consultation occurs after submission but before the examination. The consultation proposed as stage 2a by the Council is not required by the Regulations but is a stage that the Council is free to introduce if it wishes.

(R3) Replace the submission version of Diagram 1 with an amended version of that supplied in Appendix B to this report. The amended version should include a text box labelled Site Allocation Representations after stage 4 to read. "In the case of site allocation representations an additional 6 week consultation exercise will be carried out"

5.3 As a result I am satisfied that providing these stages are followed the consultation proposed will be undertaken in a timely and accessible manner.

5.4 Subject to the recommendation above this test is met.

Test 5

6.1 Section 5 Table 1 sets out the methods that the Council propose to use to involve the community and stakeholders. These cover a range of recognised consultation techniques that will present information via a range of different media. The Council indicates (in Table 1) at what stages of Local Development Document (LDD) preparation the various methods might be employed.

6.2 However, as a result of the missing site allocation representations stage this table requires an amendment to take this into account. The Council were asked to provide detail of the methods of consultation proposed for this stage for insertion into Table 1 (see Appendix B). This needs amending to take into account the changes required by recommendation R3

(R4) Replace the submission version of Table 1 with the version supplied in Appendix B to this report amended to take into account R3 above.

6.3 The SCI acknowledges at Section 4c that the Council may have to provide extra support to facilitate consultation with certain groups or individuals, and proposes within Table 1 and Section 4b how they might do this. Section 4b read in conjunction with Appendix 3 explains how the Council will make their information accessible to all members of society, and sets out how they will meet requirements of the Race Relations Act 2000 and the Disability Discrimination Act 1995.

- 6.4 I am satisfied that the methods of consultation proposed in the SCI are suitable for the intended audiences and for the different stages in LDD preparation.
- 6.5 Subject to the recommendation above this test is met.

Test 6

- 7.1 Section 7a of the SCI explains how the Council will seek to ensure that sufficient resources are put in place to achieve the scale of consultation envisaged. I am satisfied that the Council is alert to the resource implications of the SCI.
- 7.2 This test is met.

Test 7

- 8.1 Section 7b in conjunction with the box of Table 1 entitled 'Publicise the Council's decisions on representations received' explains how the results of community involvement will be taken into account by the Council and used to inform decisions. The Council also propose to prepare reports at the end of the consultation period explaining how views have been considered and documents changed in light of the community involvement. The SCI states within the box in Table 1 mentioned above where these will be made publicly available.
- 8.2 This test is met.

Test 8

- 9.1 Section 8 of the SCI provides information on monitoring and review and confirms the Council's intent to review the SCI. Mention is made in this section to the role of the Annual Monitoring Report which will be used to consider the success and effectiveness of the SCI.
- 9.2 I am satisfied that the Council has mechanisms for reviewing the SCI and have identified potential triggers for the review of the SCI.
- 9.3 This test is met.

Test 9

- 10.1 The SCI at Section 6 describes the Council's policy for consultation on planning applications. Paragraph 6c meets the minimum requirements and provides detail of additional methods of

consultation. This section also distinguishes between procedures appropriate to different types and scale of application.

- 10.2 The SCI should make clear the length of time allowed for public comment on planning applications.

- (R5)** Add after the first bullet point in the first paragraph of Section 6c the following:

“A minimum of 21 days are normally allowed for representations on planning applications although bodies such as English Nature will be allowed a longer period of time to comment on applications where this is prescribed by legislation.”

- 10.3 The SCI does not adequately deal with the question of how the results of consultation will be reported and how the results will be used to inform the decision making process.

- (R6)** Add after recommendation **(R5)** above the following:

“The results of any such consultation will be reported and taken into account in decisions made by, and on behalf of, the Council.”

- 10.4 Subject to the recommendations above this test is met.

Changes proposed by the Council

- 11.1 The Council have set out in their Regulation 31 Statement (May 2006) a number of proposed changes to the SCI in response to representations received on the submission document. These suggested amendments do not affect the substance of the SCI but they do improve the clarity and transparency of the submission SCI. I therefore agree that they be included.

- (R7)** Add to paragraph 6.b.ii) of the document the following:

“Developers should also consult organisations such as English Nature, English Heritage, the Highways Agency and the Environment Agency at an early stage to discuss their proposals.”

- (R8)** Add to the list in Appendix 5:

“Cleveland Emergency Planning Unit.
Twentieth Century Society.”

- 11.2 On page 6 of the SCI there is a footnote reference (number 3) which has no supporting text. The Council were asked to rectify this omission and the missing text which is given below should be inserted into the SCI

- (R9)** Insert the following as footnote reference 3:

"The other part of the Development Plan is the Regional Spatial Strategy prepared by the North East Regional Assembly."

Conclusions

11.3 The Council should remove all references to previous stages of this document to reflect the final adopted status.

(R10) Remove all reference to previous stages of the SCI.

11.4 Subject to the implementation of the recommendations set out in this report, the Hartlepool Borough Council SCI (January 2006) is sound.

Keith Holland

Keith Holland

Inspector

APPENDIX A

Examination of the soundness of the statement of community involvement

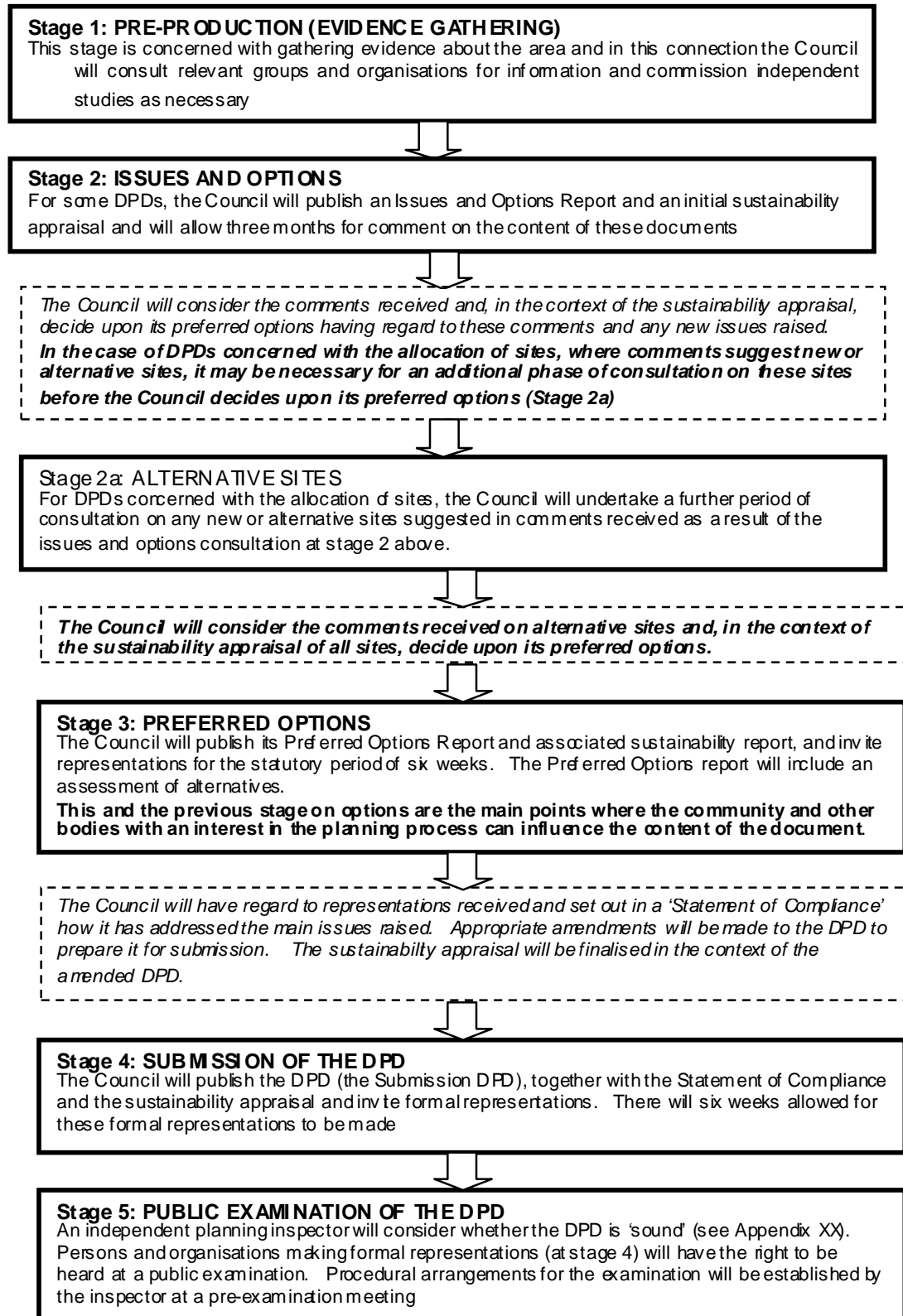
3.10 The purpose of the examination is to consider the soundness of the statement of community involvement. The presumption will be that the statement of community involvement is sound unless it is shown to be otherwise as a result of evidence considered at the examination. A hearing will only be necessary where one or more of those making representations wish to be heard (see Annex D). In assessing whether the statement of community involvement is sound, the inspector will determine whether the:

- i. local planning authority has complied with the minimum requirements for consultation as set out in Regulations;¹
- ii. local planning authority's strategy for community involvement links with other community involvement initiatives e.g. the community strategy;
- iii. statement identifies in general terms which local community groups and other bodies will be consulted;
- iv. statement identifies how the community and other bodies can be involved in a timely and accessible manner;
- v. methods of consultation to be employed are suitable for the intended audience and for the different stages in the preparation of local development documents;
- vi. resources are available to manage community involvement effectively;
- vii. statement shows how the results of community involvement will be fed into the preparation of development plan documents and supplementary planning documents;
- viii. authority has mechanisms for reviewing the statement of community involvement; and
- ix. statement clearly describes the planning authority's policy for consultation on planning applications.

From: Planning Policy Statement 12: Local Development Frameworks

APPENDIX B

Diagram 1: Process for the Preparation of Development Plan Documents



Offer advice and assistance to, and develop the knowledge and skills of, people and groups with little previous experience of the planning system.	
At all stages of preparation as necessary	<ul style="list-style-type: none"> • provide officer advice and help; • arrange 'orientation' events for representatives of hard to reach groups, as required; • work with Hartlepool Partnership's and the Community Network to develop their roles as 'champions', encouraging participation in planning matters in their local communities and providing a community view on planning matters; and • promote the services offered by Planning Aid North amongst disadvantaged communities, the black and minority ethnic population, people with disabilities, young people and the elderly.
Seek views on the subject matter of the local development document	
During the early stages of the preparation of Local Development Documents (stage 1 of Diagrams 1 and 2)	<ul style="list-style-type: none"> • by holding open participation events/exhibitions where planners will be available to discuss issues on an individual basis; • by holding events, such as focus groups, for invited community representatives, organisations and individuals; • where invited and where possible, by attending other organisation's meetings; • by arranging specific events for groups who need particular encouragement to get involved, as required; • by giving presentations at the Neighbourhood Consultative Forums and Hartlepool Partnership inviting discussion and comment; and • by contacting organisations with a specific interest in the subject matter of the document.
Make available background documents used as part of the preparation process for Local Development Documents	
At Issues and Options, Alternative Sites , Preferred Options and Submission stages for DPDs (stages 2, 2a, 3 and 4 of Diagram 1) and at the Draft SPD stage (stage 2 of Diagram 2)	<ul style="list-style-type: none"> • by publishing all main documents on the Council's website in a downloadable form; • by distributing all relevant documents to statutory consultees as required by the regulations (see Appendix 4) • by making paper copies of the documents available either free or at a reasonable charge – where there is a charge additional copies of a document will be placed in the Central Library for lending purposes; • by placing paper copies of associated / background documents available to view in the Council's principal offices and the local libraries.
Publicise the availability of documents	
When documents are published (stages 2, 2a, 3 and 4 of Diagram 1 and stage 2 of Diagram 2)	<ul style="list-style-type: none"> • by notices / press releases in the local paper, on the Council's website and where possible in the Council newsletter (Hartbeat); • by notices in libraries and the main Council offices • by direct letter or email to statutory consultees and to other relevant bodies, organisations and individuals included in the LDF consultees database; and • where a document identifies a proposal relating to a specific area of land, by posting notices in prominent locations within the area and / or by distributing leaflets / letters to those most likely to be affected.
Provide opportunities for informal representations during preparation of documents	
At main stages during the preparation of Local Development Documents (stages 1 to 3 of Diagram 1 and stages 1 and 2 of Diagram 2)	<ul style="list-style-type: none"> • by holding open participation events/exhibitions where planners will be available to discuss issues on an individual basis; • by holding events, such as focus groups, for invited community representatives, organisations and individuals; • where invited and where possible, by attending other organisation's meetings; • by arranging specific events for groups who need particular encouragement to get involved, as required; and • by giving presentations at the Neighbourhood Consultative Forums, Hartlepool Partnership meetings and inviting comment.

Publicise opportunities for views to be expressed in the presence of elected members of the Council	
When issues are being considered at Council Forums etc. (eg between stages 2 & 2a, 2a & 3 and 3 & 4 of Diagram 1 and between stages 1 & 2 of Diagram 2)	<ul style="list-style-type: none"> by press releases highlighting when different aspects related to the preparation of proposals in Local Development Documents are to be considered at meetings of the Council, Cabinet and Planning Committee, relevant Council Scrutiny Forums and Neighbourhood Consultative Forums; and by issuing invitations to attend such meetings to members of the public or organisations whose views Council members particularly wish to hear, together with guidelines about the nature and scope of the speaking opportunity.
Provide opportunities for formal representations	
When DPDs are submitted (stage 3 of Diagram 1) and when Draft SPDs are published (stage 2 of Diagram 2)	<ul style="list-style-type: none"> by publishing at least one public notice in the local press (usually the Hartlepool Mail and the Northern Echo); by sending to any statutory consultees a copy of the document and any associated documents, together with a notice saying where the document can be inspected; by writing to relevant persons or organisations included on the LDF consultees database and to all those making comment at earlier stages of the document's preparation and attaching a notice indicating that a new document has been published, and where and when it can be inspected – some of these consultees will also be supplied with a copy of the document; by distributing forms for formal responses with all documents dispatched and to all local libraries, main Council offices and other appropriate locations where the submitted DPD / draft SPD has been placed for inspection by placing a statement on the website indicating where the document(s), can be viewed, together with when, how and to whom any formal representations should be sent; where a document identifies a proposal relating to a specific area of land, by posting notices in prominent locations within the area and / or by distributing leaflets / letters to those most likely to be affected; and by making forms for formal comments available on the website, with the facility to complete and reply on-line.
Try to Build Consensus and Mediate between Parties with Opposing Views.	
As necessary	<ul style="list-style-type: none"> hold meetings, as required, with selected individuals and groups to explore particular issues in more depth, and secure agreement on detailed policy wording; and facilitate the exchange of agreed and disputed information.
Publicise the Council's decisions on representations received	
After each stage where comment and other representations have been invited (eg. after stages 2, 2a & 3 of Diagram 1 and after stages 1 & 2 of Diagram 2)	<ul style="list-style-type: none"> by publishing a report setting out relevant comments and representations received at each stage of the preparation process and the Council's response to these; by notifying directly by email or post individuals and organisations submitting comments or formal representations to the Council – in some instances the Council will also send a copy of the report or relevant extracts; by sending copies of the report to relevant statutory consultees; by publishing the report on the Council's website; by making copies of the report available at the main Council offices, libraries and at any other locations where a related version of the local development document and associated documents (eg Sustainability Appraisal) were made available for viewing by making printed copies of the report available for a nominal charge; and by advertising publication of the report in the local press and also in Hartbeat (the Council's magazine) if possible.

<i>Publicise the arrangements and timing of events in relation to the independent examination of a Development Plan Document</i>	
When dates for the pre-examination meeting and public examination have been determined (stage 5 of Diagram 1)	<ul style="list-style-type: none"> • <i>by notifying directly those who have outstanding objections to the development plan document;</i> • <i>by placing an item on the Council's website;</i> • <i>by publishing at least one public notice in the local press (usually the Hartlepool Mail and the Northern Echo);</i> • <i>by issuing press release(s) to the local media;</i> • <i>where possible, by placing an item in the Council's newsletter (Hartbeat); and</i> • <i>by posting notices in the main Council offices and local libraries.</i>

CABINET REPORT

9th October 2006



Report of: The Director of Regeneration and Planning Services

Subject: AN INVESTMENT PLAN FOR THE TEES VALLEY CITY REGION

SUMMARY

1. PURPOSE OF REPORT

1. This report seeks Cabinet endorsement of the draft Tees Valley City Region Investment Plan and requests delegated authority be given to the Director of Regeneration and Planning Services to approve any minor amendments to the document resulting from ongoing consultations.

2. SUMMARY OF CONTENTS

1. The report provides background information on the purpose and preparation of the Tees Valley City Region Investment Plan and the implications for Hartlepool. The Investment Plan is intended to accompany the City Region Development Programme Business Case. Details of that report, including its relevance to the Northern Way Growth Strategy and the Governments Comprehensive Spending Review were reported to Cabinet on the 11th September. The Investment Plan covers the ten year period to 2016, and, whilst not a bidding document in its own right, the purpose of the Investment Plan is to set out a coherent investment programme for the Tees Valley. It therefore provides details of the key programmes / projects to be delivered by the proposed city regional partnership over that period.

3. RELEVANCE TO CABINET

1. The Investment Plan covers a range of issues which may have future implications for resource allocations and regeneration activities in Hartlepool. Determining such matters - relating to broad programme allocations and / or bids for funding which are financially or strategically significant - is an Executive function within the Scheme of Delegation.

4. TYPE OF DECISION

1. This is a Key Decision – Test (i) applies. The Investment Plan will be an important determinant of future sub-regional funding allocations under the Single Programme and other funding streams.

5. DECISION MAKING ROUTE

Cabinet 9th October 2006.

6. DECISION(S) REQUIRED

Cabinet is requested to endorse the draft Investment Plan for the Tees Valley City Region and authorise the Director of Regeneration and Planning Services to approve any subsequent amendments following consultation with the Portfolio Holder.

Report of: The Director of Regeneration and Planning Services

Subject: AN INVESTMENT PLAN FOR THE TEES VALLEY CITY

1. PURPOSE OF REPORT

- 1.1 This report seeks Cabinet endorsement of the draft Tees Valley City Region Investment Plan and requests delegated authority be given to the Director of Regeneration and Planning Services to approve minor amendments to the document resulting from ongoing consultations.

2. BACKGROUND

- 2.1 The Investment Plan for the Tees Valley City Region is intended to accompany the City Region Development Programme Business Case, the preparation of which has been requested by the Secretary of State for Communities and Local Government. Details of that report, including its relevance to the Northern Way Growth Strategy, the Governments Comprehensive Spending Review, and issues such as future Tees Valley Governance arrangements were reported to Cabinet on the 11th September.
- 2.2 Essentially, the Business Case provides a brief overview of the City Region highlighting its economic assets and identifying challenges and barriers to growth. It then sets out the forward strategy which seeks to build on the economic assets, particularly the chemical and energy industries, the port and airport and the universities. It also highlights the three sub-regional spatial priorities of the Coastal Arc, Stockton-Middlesbrough Initiative and Darlington Gateway, as well as the Tees Valley Regeneration sites (including Victoria Harbour), as major economic drivers. It also sets out the critical requirements for tackling worklessness, developing skills, providing business support, improving connectivity to and within the City region (roads rail and buses), upgrading the environment and public realm and providing a broad range of sustainable housing solutions. Preparation of the document has been co-ordinated by the Tees Valley JSU with input at Officer level from each of the TV Local Authorities.
- 2.3 The Northern Way Growth Strategy places the eight northern City Regions, including that for the Tees Valley, at the heart of the strategy for reducing the £30 billion output gap between the North and the rest of the UK. Each of the City Regions must define the contribution they will make to achieve this objective – in terms of enterprise development, commercialisation of the knowledge base, quality of life and sustainable communities. The Business Case document, supported by the more detailed Investment Plan for the Tees Valley, forms part of this process.

2.4 The preparation of both documents has been coordinated by the Tees Valley Joint Strategy Unit (JSU) and production of the Investment Plan in particular has received additional support from consultants (primarily Shared Intelligence). In the case of the Investment Plan itself, each of the Tees Valley Local Authorities agreed to complete standardised pro-formas for those key regeneration programmes and/or projects anticipated over the next ten years for their area. The contents of these have subsequently been reflected in the Investment Plan text, financial schedule and output tables. For Hartlepool, the following pro-formas have been submitted:

- Victoria Harbour – outlining the overall Masterplan proposals and including the H2O Centre and a variety of other projects to help improve the linkages between Victoria Harbour, the town centre and adjoining initiatives
- Hartlepool Town Centre & Marina – proposes to reinforce its vitality and vibrancy through a range of investment in infrastructure, public realm, key buildings conversion and re-use and redevelopment and involving completion of the Marina development at Trincomalee Wharf and South Marina sites.
- Hartlepool Headland – continuing work already underway through the SRB Initiative to key historic buildings, with further improvements and conversions, public realm enhancements including the Headland Town Square and approaches to Victoria Harbour, missed use development at Kafiga Landings, investment in the local housing stock and pedestrian footbridge/cycle links to Victoria Harbour, business support and environmental enhancements.
- Hartlepool Education & Skills Quarter – including the transformational development of the Hartlepool College of Further Education (HCFE) site and surrounding areas as envisaged in the Town Centre Strategy.
- Hartlepool Southern Business Zone – including further development of Queens Meadow, improvements to Sovereign and Tees Bay Business Parks, and other initiatives as part of a broad package of enhancements to stimulate business investment.
- Seaton Carew – involving further targeted environmental and public realm improvements, refurbishment of buildings, and a major mixed-use development on the site of the former fairground/coach park/bus station and adjoining areas.
- Wynyard – joint submission for entire site with Stockton BC Coastal Arc – summarising overall the above initiatives and placing them within a wider regeneration strategic context, including Hartlepool Quays.
- Coastal Arc – summarising overall the above initiatives and placing them within a wider regeneration strategic context, including Hartlepool Quays as a major regeneration initiative to provide a regionally significant critical mass of facilities.

Text has also been provided to reflect the significance of the Tall Ships Race in 2010 in terms of profile-raising and economic benefit not only for Hartlepool but for Tees Valley and the wider region.

- 2.5 The Investment Plan covers the ten year period to 2016, and, whilst not a bidding document in its own right, its purpose is to set out a coherent investment programme for the Tees Valley. It therefore provides details of the key programmes / projects to be delivered by the proposed city regional partnership over that period.
- 2.6 A further aim of the Investment Plan is to show that the Tees Valley's Strategic Development Programme is affordable under the current levels of resources and is realistic in terms of implementation.
- 2.7 The attached document (**Appendix 1**) represents the latest draft of the Investment Plan for the Tees Valley City Region, the final details of which, at the time of writing this Cabinet Report, are still being refined.

3 THE CITY REGION INVESTMENT PLAN REPORT

- 3.1 In summary (Section 1), and in terms of the overall economic objectives, the Tees Valley Investment Plan sets out proposals to create:
- 33,000 gross new jobs by supporting the growth of key sectors including chemicals/petro-chemicals, engineering, the new energy economy and digital media and by developing the Tees Valley's visitor economy
 - 420,000 sq. m. of new office/business space and 1.2 million sq. m. of new or refurbished industrial space
 - 5000 new homes in those neighbourhoods most in need of housing market renewal and improve a further 2700; and
 - a radical shift in the quality of the Tees Valley public transport network through investment in bus services and the development of a new Tees Valley Metro to connect areas of disadvantage with employment, leisure and other opportunities.
- 3.2 There is also a summary Table of the overall funding proposals, including approx £237m funding requirement from the Single Programme (likely to increase to £240m in the final Investment Plan document) which is currently the principle relevant funding stream for the Coastal Arc and other Tees Valley spatial initiatives. This represents an aspiration of £20m Single Programme funding per annum for Tees Valley over the ten year period of the Plan – current sub-regional allocation is £16m per annum plus additional resources from One North East's regional budget - together with a 20% (£40m) over-programming element to allow for slippage and/or amendments to actual project delivery. The consultants (Shared Intelligence) are currently finalising the details of the precise funding allocations expressed within the Investment Plan summary and throughout the remainder of report, and it is anticipated that Hartlepool schemes will be reflected as follows:-
- Victoria Harbour£14m (£+4m H2O)
 - Town Centre/ marina.....£7m

- Headland.....£ 5m
- Education / Skills Quarter.....£3m
- Seaton Carew£2m
- Southern Business Zone.....£7m
- Wynyard(No gap funding requirement)
- Total.....£42m

(In addition to the above a Single Programme allocation of £1m towards the staging of the Tall Ships event itself has also been highlighted on the current assumption that this will come from the ONE Regional Programme (rather than the Tees Valley sub-regional Single Programme allocation).

- 3.3 The report sets out (in Section 2) the key economic growth sectors / clusters considered to have the potential to make the most significant contribution to the growth in employment and Gross Value Added (GVA) across the Tees Valley City Region. These are the Chemicals process industries, the new energy economy, growing the engineering sector, logistics investment including Teesport, developing the role of the universities, the Visitor Economy and Financial / business / professional services
- 3.4 Section 3 then considers how to provide the most competitive business infrastructure to support employment growth in these sectors – including the availability of high quality employment sites and premises. This includes dealing with the over-supply of general employment sites in Tees Valley, creating a sustainable property market through a pipeline of new office / business accommodation, and investing in the refurbishment and redevelopment of the existing industrial stock.
- 3.5 Section 4 considers the issue of Sustainable Communities and the critical relationship between economic growth and restructuring the Tees Valley housing market to widen housing choice and tackle areas of housing market failure. A separate sister document to the Investment Plan entitled “Building Sustainable Communities in the Tees Valley” is being prepared by Tees Valley Living to reinforce these arguments and establish the link between this area of activity and the Government’s Sustainable Communities Plan, the aim of which is to address low demand and abandonment, supported through the development of the Housing Market Renewal Pathfinder programme.
- 3.6 Sections 5 & 6 then examine Connectivity issues (ie provision of a modern and efficient transport infrastructure network considered essential to realising the economic and social regeneration aspirations of the Tees Valley) and Green Infrastructure respectively. The latter consideration with a view to stressing the importance of promoting “liveability” and raising the “quality of place” as a means of improving overall economic performance and highlighting the critical need to tackle dereliction across the Tees valley to increase investor confidence. To support these arguments a Green Infrastructure Strategy for the Tees Valley is in the course of production to identify strategic issues and key priorities, which it is hoped will act as a catalyst for new funding opportunities to emerge, and to put green infrastructure firmly on the agenda of major funding providers.

3.7 Building on the Business Case, the Investment Plan :

- provides a more detailed description of the key programmes/projects to be delivered over the period to 2016
- sets out programme and project level funding profiles
- identifies the outcomes of each project/programme in terms of:
 - likely levels of public/private sector investment;
 - private sector leverage;
 - jobs created, businesses created, land reclaimed; and
 - information which can be used to generate a contribution to GVA.
- identifies proposed activities where there may be a shortfall of resource or a need for expenditure on infrastructure to enable development to happen;

3.8 In addition to supporting the City Regional Business Case, the Investment Plan also:-

- underpins future sub-regional bids for Single Programme and other funding sources as a 'rolling' document to be reviewed on a regular basis by the TVP and/or its successor body
- feeds into the ongoing development of One North East's RES Action Plan.

3.9 The Investment Plan is not a bidding document but is to be based on assumed current levels of public sector funding. The resources and activities to be included in the Investment Plan primarily relate to activities within the remit of DTI, DCLG and DfT. Given their importance to the future direction and prioritisation of resources within the Tees Valley, every effort is being made to ensure that the interests of Hartlepool are fully recognised in the Investment Plan and supporting documents.

4 DEVELOPMENT AND CONSULTATION PROCESS

4.1 As indicated above, the Tees Valley Joint Strategy Unit supported by consultants has taken the lead in pulling the Investment Plan together with input from each of the TV local authorities. It is being prepared to support the Business Case which is to be submitted to the Department of Communities and Local Government in October. As part of this process, Cabinet is asked to endorse the document.

5 FINANCIAL CONSIDERATIONS AND RISKS

5.1 There are no direct financial implications relating to this report as it is not in itself intended to be an actual bidding document. The report will, however,

provide a policy basis for the continuing debate with Government about the future development of the City Region, Government policy implications and future allocation of resources under the Single Programme and other funding streams.

- 5.2 Officers have sought to ensure that the interests of Hartlepool are fully recognised within the Investment Plan. These efforts will continue throughout the plan-preparation process both in terms of the current document, further dialogue on the contents of the Investment Plan with DCLG, and any further iterations for this and future years.
- 5.3 More critically, the ability to bring forward detailed projects within each of the above-mentioned Hartlepool programmes, satisfying established project appraisal mechanisms, and meeting appropriate economic output criteria, will ultimately determine the precise levels of funding allocations and regeneration activity that will take place within the Town over the coming years.

6 DECISIONS REQUIRED

- 6.1 Cabinet is requested to endorse the draft Investment Plan for the Tees Valley City Region and authorise the Director of Regeneration and Planning Services to approve any subsequent amendments following consultations with the Portfolio Holder.

Background Papers

Due to the large volume of paperwork in respect of the various reference documentation associated with the Investment Plan, the following Background Papers are being made available within the Members Library, as additional reference material :-

1. City Region Business Case and Development Programme (latest revised version)
2. An Economic Analysis of the Tees Valley City Region
3. The case for Housing Market Restructuring
4. Investment Strategy (Hartlepool Programme Pro-Formas)
5. Draft Tees Valley Green Infrastructure Study.
6. Hartlepool Investment Plan pro-formas.

An Investment Plan for the Tees Valley City Region



SHARED INTELLIGENCE
Tower House
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21 September 2006

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1. INTRODUCTION

- 1.1. The Northern Way Growth Strategy places eight northern City Regions at the very heart of its strategy for reducing the £30 billion output gap between the North and the rest of the UK. The Northern Way provides the context and framework within which each of the City Regions is defining its contribution – in terms of enterprise, commercialisation of the knowledge base, quality of life, and sustainable communities – to this objective.
- 1.2. In advance of the forthcoming White Paper on Local Government, Cities and City Regions, the Northern Way Secretariat invited the Tees Valley Partnership to develop a revised version of the City Regional Development Programme (CRDP), first launched in May 2005. The Secretary of State for Communities and Local Government subsequently invited the Tees Valley Partnership to develop a business case for city-regional governance, in order to complement the CRDP. These will underpin the Tees Valley's submission to HM Treasury for the 2007 Comprehensive Spending Review and will also be material in determining the shape of sub-regional/City-Regional delivery arrangements beyond 2008.
- 1.3. The CRDP and Business Case have been combined into a single report which demonstrates how the Tees Valley City Region will contribute to the Government's objectives on economic growth, productivity and sustainable communities over the next 10 years. The Business Case also presents proposals for the devolution of some responsibilities and resources to the City Region – including economic regeneration and planning, transport, skills and housing – and proposes new city regional governance arrangements.

The Tees Valley Investment Plan

- 1.4. The Investment Plan has been prepared to accompany the City-Region Business Case. Covering the ten year period to 2016, the Investment Plan:
 - sets out a coherent investment programme for the Tees Valley for the period 2006-2016, and provides details of the key programmes/projects to be delivered by the proposed city regional partnership;
 - demonstrates how the Tees Valley's proposed regeneration programme can, in the main, be delivered through the continuation of current levels of public sector investment but will achieve greater impact; and
 - identifies the outcomes of each project/programme in terms of:
 - likely levels of public/private sector investment;
 - private sector leverage;
 - jobs created, businesses created, land reclaimed;
 - information which can be used to generate a contribution to GVA.

- 1.5. The Investment Plan is not a bidding document and is predicated on the continuation of current levels of public sector funding, making the case for additional resources only on an exceptional basis. The Investment Plan is focused on those activities and resources within the remit of DTI, DCLG and DfT, including Single Programme, Sustainable Communities and various Department for Transport investment programmes.
- 1.6. We recognise that skills and employment are key issues that need to be tackled within the Tees Valley. The Investment Plan does not currently identify revenue programmes to tackle these issues but it will do in due course. We expect to do this in time to input to the RES Action Plan.
- 1.7. In addition to supporting the City Regional business case, the Investment Plan will also:
- underpin future sub-regional bids for Single Programme and other funding sources as a 'rolling' document to be reviewed on a regular basis by the TVP and/or its successor body; and
 - feed into the ongoing development of One NorthEast's RES Action Plan.

Summary

- 1.8. The Investment Plan sets out our proposals to create:
- 30-33,000 gross new FTE jobs by supporting the growth of key sectors including chemicals/petro-chemicals, engineering, the new energy economy and digital media and by developing the Tees Valley's visitor economy;
 - 420,000 square metres of new office/business space and 1.2m square metres of new or refurbished industrial space;
 - 5,000 new homes in those neighbourhoods most in need of housing market renewal and improve a further 2,700; and
 - a radical shift in the quality of the Tees Valley public transport network through investment in bus services and the development of a new Tees Valley Metro to connect areas of disadvantage with employment, leisure and other opportunities.
- 1.9. To realise these long-term benefits for the Tees Valley will require additional public sector investment of just over £600 million over the period to 2016. This assumes:
- the continuation of current levels of Single Programme investment to accelerate the economic regeneration of our key town centres and the River Tees Corridor. The proposals include over-programming of just under £38 million for the period beyond 2008/9 to reflect the significant amount of feasibility work to be undertaken on medium and long-term projects and the expectation that the programme will stimulate higher levels of private investment than currently anticipated, thereby reducing the public sector funding requirement;

- a modest increase in DfT investment in our highways and public transport network and redirecting existing Network Rail funding commitments to support the development of the Tees Valley Metro;
- an more substantial increase in the level of DCLG Sustainable Communities investment to create new, mixed income communities in the urban core of Stockton, Middlesbrough, Redcar and Hartlepool to support our proposals for economic growth and neighbourhood renewal;
- unless otherwise stated, public/ private sector funding is anticipated rather than committed.

1.10. The table overleaf summarises our funding proposals.

Funding Requirements by Programme (£m)	to 2008/9	2009/10-2011/12	2012/13-2015/16	Total
Single Programme (Revenue)				
Chemicals	2.1	2.1	2.8	7
New Energy Economy	2.25	2.25	3	7.5
Engineering	0.4	0.9	1.1	2.4
Digital City	4	6.6	10	20.9
<i>Total</i>	<i>8.75</i>	<i>11.85</i>	<i>16.9</i>	<i>37.8</i>
Single Programme (Capital)				
Visitor Economy	2.9	8	10	20.9
Darlington Gateway	5.3	6.5	25.5	37.3
Stockton-Middlesbrough Initiative	25.8	32.65	37.9	96.35
Coastal Arc	15.5	27	30.8	73.3
Green infrastructure	3	3	4	10
<i>Total</i>	<i>52.5</i>	<i>77.15</i>	<i>108.2</i>	<i>237.85</i>
DCLG Sustainable Communities				
HMR/SHIP	55	83	109	247
DfT				
Tees Valley Metro	7.6	60.7	58.2	126
Tees Valley Bus Network		19	14	33
Tyne Tees Express		1	13	14
A66/A19/Demand Management	2.4	10	87	99.4
<i>Total</i>	<i>10</i>	<i>90.7</i>	<i>172.2</i>	<i>272.4</i>

* A large component of this funding is already committed, leaving a "gap" of £20-£50m at the present time.

Investment Plan Structure

- 1.11. Section 2 outlines our proposals to support the growth of key sectors/dusters. Section 3 considers employment sites and premises, and commercial and industrial sites and premises. Proposals for physical investment in sustainable communities are set out in section 4. Section 5 considers transport and connectivity, and section considers quality of place.

2. ECONOMIC GROWTH SECTORS

Introduction

- 2.1. In section 2 of the Investment Plan we set out our proposals for investment in those economic sectors/clusters with the potential to make the most significant contribution to growth in employment and Gross Value Added across the Tees Valley City Region.
- 2.2. Recent research for Business Link¹ notes that between 1991-2004, sub-regional GVA grew by £1.27bn to £8.48bn (15%) with much of this growth occurring between 1991-1995 and 2002-2004. Over the same period, the TV economy grew by 10% - or 25,000 jobs. In absolute terms those sectors generating the highest increase in employment over this period were:
- education (+12,200 jobs)
 - health and social care (+10,900 jobs)
 - business services (+8,000 jobs)
 - retail (+6,100 jobs)
 - hotels and restaurants (+3,000 jobs)
- 2.3. In contrast 13,000 manufacturing and engineering jobs were lost over the same period. Although the chemicals sector shed some 3,200 jobs between 1994 and 2004, it continues to make a major contribution to Tees Valley's GVA and has acknowledged potential for further expansion.
- 2.4. Moving forward, the policies of the Regional Economic Strategy and draft Regional Spatial Strategy are based on a scenario of 2.8% growth in GVA per annum. In broad terms this assumes that the North East's GVA will increase to just under £42.3 billion by 2016 – some way in excess of the trend-based projection of £36.3 billion.
- 2.5. The 2.8% target equates to a regional increase in employment from 1,076,000 jobs in 2001 to 1,148,000 by 2016 – an increase of 72,500 jobs. This assumes:
- a further decline of some 27,000 jobs in manufacturing, although manufacturing GVA is projected to increase;
 - significant increases in:
 - retail, distribution and hospitality (+23,000 jobs 2001-2016)
 - public administration (+20,000 jobs)
 - education, health & social work (+18,000 jobs)
 - finance and business services (+12,000 jobs)
 - construction (+10,000 jobs).

¹ Mapping Business Growth in Tees Valley, PACEC for Business Link Tees Valley June 2006

2.6. If Tees Valley were to match regional growth, this would imply a net increase of between 18-20,000 jobs over the period to 2016 (less than the jobs growth between 1991-2004) but a more substantial increase in GVA £8.5 billion to £11.2 billion (31%, compared to 15% 1991-2004).

2.7. Section 2 sets out how key sectors of the Tees Valley economy will deliver growth in GVA and employment. Our priority sectors/dusters are:

- chemicals and petrochemicals;
- the newenergy economy;
- digital media – via the University of Teesside-led Digital City programme;
- logistics;
- tourism ; and
- financial and business services

which represent a mix of:

- established clusters making a significant contribution to GVA – most notably chemicals/petro-chemicals and logistics, which effectively forms part of the Tees Valley process industries cluster; and
- emerging areas of economic activity which currently make a more modest contribution to the Tees Valley economy but have growth potential.

2.8. The Investment Plan considers the key investment opportunities in each of these sectors, and identifies the outputs and impacts of these investments on GVA growth and employment creation.

Chemicals

2.9. The process industries- including companies operating in the chemical, speciality chemical, pharmaceutical and biotechnology markets employ some 34,000 people and contributed £8 billion towards regional GDP in 2005. The products developed by this cluster are extremely wide-ranging, relating to food, health, construction, energy, clothing, cosmetics, electronics and communications.

2.10. The process industries are particularly important to the Tees Valley economy, with direct employment of more than 12,000 people in key sectors including:

- petrochemicals- half of the UK's petrochemical manufacturing output originates from Tees Valley;
- fine and speciality chemical engineering- with over 40 firms based within the Tees Valley; and
- key biotechnology companies including Aveda Biologics.

2.11. Evidence suggests that the process industry duster supports further indirect employment of around 100,000 in supporting industries in the Tees Valley such as those in analytical services, engineering, logistics and

legal and financial sectors. There are strong links in particular to the engineering and plant maintenance sector, which itself employs 5,000 on Teesside, and is supported by the Tees Valley Engineering Partnership. Most businesses in the cluster are located at one of three sites- Wilton, Billingham and North Tees/ Seal Sands.

- 2.12. Teesside has significant oil and gas facilities which provide a strong feedstock for the cluster. Teesport, the second largest port in the UK, further underpins the petrochemicals cluster. Some 70% of goods coming through the port are for, or from, the process industries.
- 2.13. The Tees Valley cluster is also centred on a strong research and development base. One NE has established the Process Industries Centre of Excellence (NEPIC)- based at Wilton. NEPIC aims to develop the competitiveness of the regional petrochemicals cluster and to develop new technologies. NEPIC has strong links with academic research institutes operating in the sub-region, including the Teesside Manufacturing Centre at the University of Teesside, the University of Durham and the Centre for Process Innovation (CPI).
- 2.14. Based at Wilton, CPI develops leading edge products based on advanced materials and sophisticated technologies. Current work for example includes development of fuel cells from hydrogen. Wilton is also the location of PICME, the Process Industries Centre for Manufacturing Excellence, which aims to assist manufacturers of chemicals, pharmaceuticals, plastics and rubbers improve their competitiveness and efficiency. Wilton has the largest concentration of private sector R&D activity in the North East.
- 2.15. Over the past 3 years, major private sector investments in the Tees Valley include Avecia Biologics (new £70m manufacturing lab), BOC (£100m on hydrogen plant supply), AdvanSA (£30m investment to improve efficiency of existing site), Invista (£40m on boric acid upgrade), SembCorp (£85m on a gas turbine unit and new wood burning plant), Huntsman (£200m on new plant) and the new bio-diesel plant. In total, these investments total over £700m and have created 400 jobs.
- 2.16. Tees Valley Regeneration and ONE are working with NEPIC on Inward Investment projects totalling £4.5 billion and the NEPIC GDP team have identified another £2.5 billion of other investment projects. At a regional level, the sector's GDP contribution is expected to increase from £8.8 billion in 2005 to £13.3 billion in 2015/16 – with around £3 billion of GDP growth secured from development of base chemicals in Tees Valley.

Priorities

- 2.17. To sustain growth of the Tees Valley cluster, it will be vital to:
 - identify sufficient development land for speciality chemicals/petrochemicals use, particularly at Billingham, North Tees, Seal Sands and South Tees as new developments at Wilton could take-up remaining sites in the medium-term;

- invest in projects with the potential to extend the availability of crude oil as the major feedstock for the Tees Valley chemicals cluster;
- continue to invest in the provision of competitive energy supplies – particularly electricity – at North Tees and Seal Sands, building on the success of the Wilton and Billingham complexes in developing a comprehensive utilities programme;
- accelerate investment in workforce skills through development of a comprehensive skills strategy for the cluster; NEPIC estimate that, there is a requirement for up to 4,000 new jobs at graduate/technician level in Tees Valley over the next five years, compounded by the high average age of chemicals sector employees; NEPIC is working with the Sector Skills Council Cogent, One NorthEast and the LSC to improve the skills base of the process industry in the region and to attract young people to the sector; and
- extend core funding of NEPIC – currently funded through regional Single Programme resources at a cost of £700,000 per annum – beyond 2008/9 to facilitate long-term development of the cluster, including support to access SFI and other DTI and European funding streams.

The new energy economy

2.18. Increasing energy demand from both industry and domestic consumers, coupled with stronger environmental regulations to restrict CO2 emissions, and the need to secure energy supplies, are driving the growth of the renewable energy and low carbon technologies sectors. Tees Valley is already at or near the forefront of various developments in the new energy economy, partly as a result of the presence of a number of key players in chemicals/petro-chemicals, energy management and engineering skills and its physical infrastructure. Some of Tees Valley's competitive advantages in this sector include:

- availability of a strong local skills base arising from the existing steel, chemical and engineering sectors;
- physical infrastructure which includes extensive hydrogen generation capacity (75,000 tonnes per year), vast underground hydrogen storage (1,000 tonnes) and a 30km hydrogen pipeline network;
- a range of available industrial sites, ranging from large-scale industrial and R&D expansion capacity at Wilton Centre and Wilton International, through to brownfield riverside sites with high capacity grid connections;
- substantial local energy demand created by existing industrial users; and
- the presence of the port is a major advantage for the import of liquid and solid biomass and the export of wind turbine components.

2.19. This is already leading to major new energy developments in the sub-region, including:

- construction is complete on the world's largest biodiesel production facility (employing 70), and a number of private sector firms have expressed interest in establishing bioethanol facilities in Tees Valley;
 - Tees Valley is the location of the UK's largest biomass fed power station which is currently under construction; and
 - there is significant private sector interest in on-shore and off-shore wind and various projects are progressing through the planning system.
- 2.20. New energy projects in Tees Valley have the potential to lever in around £500 million of private investment and create around 500 new jobs over the next 10 years.

Green Fossil Fuels

- 2.21. The development of green fossil fuels is a major opportunity for the Tees Valley, and there are two potential major projects in the pipeline:
- Progressive Energy (PE) has plans to construct a coal gasification plant with carbon capture and storage; and
 - a potential oil refinery, discussed in the preceding section on the chemicals industry.
- 2.22. The Tees Valley is the UK's ideal location for the Coal Gasification plant because of the presence of major sources of high electricity demand and proximity to old oilfields that can use the captured CO₂. Private sector consortia are proposing investment of \$1.5billion investment to build the plant which will create around 170 operational jobs and has the potential to reduce the UK's CO₂ emissions by 1%.
- 2.23. The PE project is commercially viable in its own right at today's electricity and CO₂ prices, although HM Treasury support will be needed to guarantee the CO₂ price under the EU emissions trading scheme. The oil refinery project, discussed above, will also need substantial DTI support.

Wind power

- 2.24. The Tees Valley has considerable potential to attract a major off-shore wind facility and to further develop its manufacturing and support capabilities for both on/off-shore wind. It has a number of competitive advantages including:
- the availability of significant expertise/skills, particularly in marinsing equipment to ensure that it will run successfully and reliably offshore,
 - the second largest port in the UK – relevant when it comes to exporting wind turbine blades to continental Europe and beyond,

² The carbon dioxide created during the process would be captured and transported by pipeline to a mature oil field, where it would be injected into the field's reservoir located thousands of feet below the sea bed. Injecting carbon dioxide is a proven enhanced oil recovery (EOR) technique that increases production of oil, extending the productive life of the field. In addition, injection would permanently store the carbon dioxide in a geological formation.

- Tees Valley is home to the MPI (Marine Projects International) Resolution ship which offers a unique service for installing offshore wind turbines inside short weather windows.
- 2.25. There is a significant opportunity for the Tees Valley in the manufacturing and service side associated with offshore wind. The key to instigating major development in the Tees Valley is to secure a major turbine OEM into the sub-region.
- 2.26. Ultimately, up to 25,000 jobs could be created in the North East in offshore wind, according to a recent Greenpeace report. In Tees Valley there are a large number of companies, currently engaged in engineering and other offshore activities, with the capability to diversify into wind turbine component manufacture.

Liquid biofuels (biodiesel and bioethanol)

- 2.27. Biofuels- fuels derived from biomass (recently living crops, organisms of their metabolic products) - provide a renewable energy source that does not produce a large net increase in CO₂ emissions. Biodiesel is developed from animal fats and vegetable oils and can be used directly as vehicle fuel; bioethanol can also be used as automotive fuel.
- 2.28. The economics of biodiesel and bioethanol production are borderline at the moment but set to become very attractive in the future. The UK government has mandated a 5% bio content in all road transport fuels by 2010 and is likely to raise this further.
- 2.29. The world's largest biodiesel production facility has successfully started up in the Tees Valley, employing 70 people. The company has announced its intention to build a second plant and there is live interest in further development of biodiesel and bio-ethanol facilities from a range of other parties.
- 2.30. Renew Tees Valley suggest that Tees Valley has the potential to attract one biodiesel plant and two large bioethanol plants. Each will employ around 60-70 people.
- 2.31. The North East Biofuels cluster group covers the entire supply chain for biodiesel and for bioethanol, from the agricultural end and agricultural supplies end through farmer-owned companies and on to the industrial processing plants, downstream blending, utilities and import/export facilities. The missing link in the local supply chain is an oil seed crusher plant, which would draw in feedstock from as far afield as the Humber and the Scottish borders.
- 2.32. As a £40m investment linked to 50 jobs, the investors are seeking to raise £4m from the public sector to manage perceived investor risk. Feasibility study work, part-funded by One North East, is exploring this possibility further. The requirement to supply such a plant with feedstock would clearly also create an opportunity for the agricultural sector in the North East.

Solid Biomass

- 2.33. The Tees Valley is the site of the UK's largest biomass fed power station, Wilton 10, which is currently under construction at a cost of £60 million and is due to start up in mid 2007. The construction of Wilton 10 is creating a new biomass supply chain across the region (and also benefiting from imports via Teesport). The UK's largest dedicated wood recycling facility is now being built on the Wilton site at a cost of £5m. In addition, contracts have been established with the Forestry Commission and with farmer groups to supply large volumes of small round wood and short rotation coppice willow respectively into Wilton 10.
- 2.34. There are opportunities for biomass Combined Heat and Power (CHP) in modern large scale developments but public sector funding is likely to be required in the early feasibility stage of such proposals. The UK is also starting to consider the installation of biomass fed boilers in individual domestic dwellings as happens elsewhere in Europe and this also has potential to create new investment and employment opportunities in the Tees Valley.

Hydrogen economy

- 2.35. There is international interest in the Tees Valley as a location for developing and deploying technology related to hydrogen as a long-term source of fuel, due to the presence of a large hydrogen generation, storage and distribution facility linked to the process industries cluster.
- 2.36. The Fuel Cell Applications Facility at CPI is developing a range of portable, stationary and transport applications for hydrogen fuel cells. Further research is also underway to facilitate large scale, green generation of hydrogen – from coal (via the PE project described overleaf), from electrolysis using surplus wind-generated electricity, and from the gasification of biomass.
- 2.37. The main vehicle for moving Tees Valley activity up to the next level is the Tees Energy 2010 project. This is linked to the Middlehaven energy services company (which will require developers to sign up to a Combined Heat and Power system, fuelled by a mix of hydrogen and natural gas. Work is proceeding on a bid for around 100 million euros of funding from Framework 7, but the cost of launching a credible bid is likely to be of the order of £250,000. Some public sector support will be required to leverage private sector investment in the Framework 7 bid.

Renew Tees Valley

- 2.38. Renew Tees Valley is facilitating the development of the new energy economy in Tees Valley. It receives Single Programme funding of £750,000 per annum and continuation funding will be required post-2008 to ensure that RTV is able to assist with funding bids, support private investors in the planning process and further market Tees Valley as an inward investment location.

Engineering

- 2.39. Analysis indicates that there are over 200 companies in the Tees Valley engineering sector, directly employing more than 14,000 people (representing 5% of total Tees Valley employment). A further 6,000 indirect jobs are supported in chemicals, other manufacturing and logistics. The sector generates Gross Value Added of some £1.75bn per annum, 22% of Tees Valley GVA.
- 2.40. These companies are engaged in a wide variety of disciplines including design, maintenance, fabrication, installation, machining, electronics and specialist production. Much of this activity supports the chemicals and steel industries.
- 2.41. The sector is supported by a substantial learning infrastructure. The University of Teesside has more than 300 students on degree and post-graduate engineering courses. Hartlepool College has 500 NVQ level III engineering students and the other Tees Valley FE Colleges support a further 500 students. There are 300 Modern Apprentices hosted by the private training companies, three of which are Centre of Vocational Excellence (COVEs)- Engineering and Construction/ Specialised Engineering for the Chemicals and Metals Industries/ Technical and Design Engineering. At secondary level, 3 specialist engineering schools provide an initial platform for the development of specialist skills.
- 2.42. Demand for engineering capability over the period 2006-16 will be enormous with over £4 billion in proposed capital projects in addition to current maintenance and overhaul schedules. A number of the key projects have been discussed in preceding sections, and include: the current significant expansion of the workforce and facilities at Filtronic and ARRK, a new refinery, bioethanol plants, power station(s), LNG terminals, investment at Corus, and a proposed paper mill.
- 2.43. Visioning work by the Tees Valley Engineering Partnership (TVEP) suggested that sustaining and growing the engineering sector over the next ten years will require:
- substantially increasing the proportion of the workforce qualified to at least NVQ Level 3
 - at least doubling the number of new entrants to the sector, particularly through sponsored Modern Apprenticeships;
 - better and accelerated application of new technologies;
 - providing long term strategic direction, a communications strategy and cross-sector collaboration: and
 - improving perceptions of the sector as a provider of fulfilling and substantial careers.
 - Priorities
- 2.44. TVEP is currently implementing a 3-year action plan to 2008 to address these issues, funded by £416,000 of Single Programme investment. A further £2 million of Single Programme funding over the period 2009-2016

to develop TVEP's programme around skills development and the retention of skilled workers is required to ensure the continued successful and sustainable development of the engineering sector in the Tees Valley. TVEP will invest in activities which:

- develop higher level workforce skills
- increase the use of innovation and new technology in the engineering sector
- exploit opportunities in energy generation
- support export activity
- strengthen infrastructure and support networks.

Logistics

- 2.45. The Tees Valley is now a regionally significant location for logistics investment, evidenced not only by the growth of Teesport (where Asda has established a distribution facility) but also by demand for distribution facilities in Darlington (where Argos have recently established a distribution centre), Wynyard and elsewhere in the A1/A19 corridors. Teesport is also a key element of the supply chain for the chemicals and steel industries. Some 13,000 people are employed in the logistics sector within the Tees Valley.
- 2.46. Teesport is an essential asset for Teesside. It is the UK's second largest port in terms of volume, and the tenth largest in western Europe. It is the only port on the east coast capable of handling 150,000 tonne vessels, providing direct access to the sea in 30 minutes. Teesport handles around 6,000 vessels and 53 million tonnes of cargo per annum. 10% of all UK port-traffic is handled at the Tees and Hartlepool. As well as being vitally important to the Tees Valley as a whole, the port is particularly important to the process industries sector, with 70% of goods passing through the port being destined to or from the sector.
- 2.47. Current proposals for Teesport are focussed on creating the new Northern Gateway Container Terminal (NGCT) - a deep-sea container port with new road and rail infrastructure. Although significant additional deep-sea capacity is proposed for the south east, there is a significant market opportunity to capitalise on overall market growth and to claw back containerised freight with an origin or destination in the North of England.
- 2.48. The need for increased deep-sea capacity is widely recognised by Government and by port investors. UK deep sea container traffic is expected to almost double between 2004-2020. The size of container vessels is increasing to accommodate more exports and larger containers, and the size of containers is also increasing to accommodate growth more efficiently. This is creating a demand for increased deep sea port capacity to accommodate larger ships. Current and committed UK deep-sea capacity is 15.2m TEU (twenty-foot equivalent units), which would rise to 16.7m with the approval of NGCT- this compares to forecast deep-sea transshipment throughput of 17.5 TEU by 2020.

- 2.49. Currently, while the north accounts for 30% of the share of the total UK container market, it receives only 6% of UK direct deep sea calls. Conversely, the south accounts for 50% of the UK container market and receives 92% of the direct deep sea calls. The UK's current medium term deep-sea capacity developments are all located in the South East-Felixstowe, Bathside Bay, and London Gateway, increasing road and rail congestion.
- 2.50. Evidence suggests that the development of the Northern Gateway Container Terminal would reduce the need for overland transport from the south, potentially cutting 72 million lorry miles by 2020. PD Teesport estimate that by 2014, the new port facilities would directly employ 230 people and support a further 859 indirect/induced FTE jobs. The expansion of Teesport is also vital to ensure the future continued viability of Tees Valley's key sectors, particular chemicals, new energy and the steel industry.
- 2.51. Commercial confidence in Teesport is witnessed by a number of recent major investments. These include Asda/ Walmart's decision to locate a £30 million national import centre at Teesport. B&Q has also recently relocated much of their inbound container movements from the south to the north, reflecting the increasing dissatisfaction felt by customers regarding the unreliability of crowded ports in the south east.
- 2.52. The landward works to create the deep-sea port will include new road and rail infrastructure within the port, and a new intermodal rail terminal. The £300 million proposals will be financed by PD Ports, although some public sector investment is anticipated to support off-site road and rail infrastructure:
- local rail improvements – costing between £5-10 million – are required to enhance local rail capacity and improve connection to the East Coast Main Line; this will benefit other Tees Valley businesses based around the port and at Wilton; it is anticipated that these will be funded through a combination of Network Rail and PD Teesport investment;
 - gauge enhancements on the East Coast Mainline - it is anticipated that these will be funded by Network Rail. A TIF bid, to fund gauge enhancements between Teesport and the East Coast Mainline, as been made (to the value of £30m), with a decision expected in October.
 - under the auspices of the Northern Way, discussions are underway with the DfT and Network Rail to examine the possibility of undertaken gauge enhancements across the whole of the North - known as the "Ports to Markets" project, this is very much at discussion stage, but could eventually supersede the current TIF bid.
 - highway improvements including improved capacity for the A19 and A66.

Developing the role of our Universities

- 2.53. The Tees Valley, and the University of Teesside in particular, has a recognised expertise in digital technology, digital media and their

applications. Recognising this strength, and the potential role that digital media can play in driving the economic regeneration of the sub-region, the Digital City initiative was established in 2003 with the aim of creating “a vibrant, successful and self-sustaining supercluster in the Tees Valley, based on digital media and digital technologies.”

- 2.54. The digital and creative industries sector- covering animation, computer gaming, film, design and illustration, digital technology, scientific visualisation, virtual reality, internet design, and multi-media- is the fastest growing sector of the UK economy. Globally, the animation sector has grown by 6% since 2004.
- 2.55. A mapping exercise for the Tees Valley sector in 2005 indicated that there are some 302 digital and creative businesses in Tees Valley, employing 3,620 people and generating turnover of £266 million. By 2008, it is estimated that the sector will support 5,000 jobs and generate turnover of some £370 million- and this estimate ignores further growth potential arising from inward investment and the boom in e-learning.
- 2.56. The University of Teesside is one of the UK's top 3 universities in digital media. Around 1,500 students a year graduate in digital and creative-related subjects and 20 digital businesses are currently incubated on campus. The activities of Digital City are wide-ranging and encompass a mix of capital and revenue programmes:
 - education, fellowships (funding, resources and mentoring across the digital fields);
 - the Institute of Digital Innovation (a centre for research, development and commercialisation), led by the University of Teesside; IDI is sited on the University campus and underpins R&S activities, development of creative content, new business creation, and the supply of talented and entrepreneurial postgraduates;
 - a year round programme of events, festivals and conferences;
 - activities to foster, support and stimulate business attraction, start-up and acceleration (under the umbrella of Digital City Business);
 - Boho - a creative hub where new and established digital businesses will work together, led by Middlesbrough Council; Boho will house new and established digital businesses within a new building adjoining Queens Square in central Middlesbrough,
 - the “public space” will showcase the work of Digital City, partly through a mobile exhibition vehicle.
- 2.57. The Digital City initiative is already achieving substantial success. Since 2005, 70 fellowships have been awarded, resulting in 9 business start-ups. Also in 2005, a major u-learning (ubiquitous learning, i.e. learning using technology) organisation- the Nisai Group- onshored 40 jobs from India and this is expected to treble over the next 3 years. The anticipated outputs associated with Digital City are shown in the table overleaf.

Table 2. 1: Digital City outputs

Output	2006-8	2009-10	2011-16	Total
Jobs created	170	274	150	594
Jobs Safeguarded	27	100	115	242
Businesses created	49	80	10	139
Businesses attracted	7	14	8	29
Business supported	192	170	68	430
Brownfield land remediated	2 acres	1.5 acres		3.5 acres
Floorspace created ³ (m2)	2810	0		2810
Learning opportunities created	354	280		634

Note: All figures are gross

- 2.58. Total funding of some £23.2 million is required to sustain Digital City activities over the period to 2016. Around £14 million is required to develop the Boho zone (none of this is committed as yet). The other funding streams are for ongoing revenue activity in terms of business support, education programmes, events and festivals, and fellowship and mentoring programmes. All funding for the IDI has been committed until 2008.
- 2.59. By 2010, it is anticipated that capital investment will be largely complete. Ongoing revenue streams are likely to continue at current levels, around £2m per annum, to manage the Institute of Digital Innovation, and deliver business support, events, fellowships, mentoring and other activity. Beyond 2010, it is also hoped that Digital City will be able to create income streams by taking limited equity in new companies.

Table 2. 2: Digital City funding requirements (all sources, £000s)

	2006/7	2007/8	2008/9	2009/10	Post 2010	Total
Boho Zone	1,353	7,900	4,860	153	-	14,266
DC Business	902	658	758	723	5,000	8,041
The Public Space (feasibility work)	100	200	-	-	-	300
IDI	1,266	1,348	1,454	1508	5,000	10,576

- 2.60. Other opportunities associated with the development and commercialisation of the Tees Valley's academic knowledge base are in

³ Excludes Boho Zone

their infancy. There may be emerging opportunities around nanotechnology and environmental technologies for the University of Teesside, some of which may adopt elements of the Digital City business model. There are also opportunities to develop the Wolfson Research Institute. Centred on research around clinical and health services, life sciences, medical humanities and public policy, health and well-being, more work is required to establish the medium/long-term economic impact of these activities.

Visitor Economy

2.61. The visitor economy in Tees Valley generates contributes just under £100 million pa to the sub-regional economy⁴, less than the regional average on a per capita basis (total tourism expenditure across the North East region is some £700m). Existing tourism assets include:

- the Victorian heritage coast around Saltburn
- the market town of Guisborough and surrounding rural area, including part of the North York Moors and Cleveland Way;
- Hartlepool marina, the Headland and the town's seafaring heritage;
- watersports activities at the Tees Barrage;
- the soon to be open Middlesbrough Institute of Modern Art (MIMA).

2.62. Whilst the Tees Valley is under-represented in tourism activity, the sector is growing - more than 9,000 jobs were created in retail, leisure and hospitality between 1994-2004 – and has potential for further growth, particularly through the development of niche markets. The new Area Tourism Partnership – the Tees Valley Tourism Bureau – will play a key role in developing and marketing the Tees Valley's visitor offer; alongside this work, a number of investment priorities are proposed:

- development of a new cultural quarter in Middlesbrough;
- development of activity tourism in Redcar and Cleveland, including proposals for a new racecourse;
- Coatham Enclosure- a new, iconic visitor destination on the coast at Redcar, providing opportunity for a range of active leisure pursuits, including climbing, swimming, and various extreme sports;
- proposals for the H2O leisure centre in Hartlepool and development of a tourism/ leisure development at Seaton Carew;
- a resort development programme for the historic coastal town of Saltburn; and
- Northern Cross, a multi-purpose visitor facility to introduce and signpost the key visitor attractions of the North East.

⁴ This compares to tourism expenditure in the North East region of £700 million. Source: Star UK, Volume and Value of tourism trips, 2004.

Cultural Quarter

- 2.63. A new cultural quarter of regional significance is emerging in the heart of Middlesbrough town centre. This is focused around the new £19m Middlesbrough Institute of Modern Art (mima) and the largest new public square in western Europe. Designed by architects Erick van Egeraat and West 8, mima is due to be opened formally in November 2006.
- 2.64. The Cultural Quarter will be further enhanced through the proposed conversion of the Grade 2 Listed Town Hall into a new cultural hub. This building already accommodates two significant performing venues, with a fine concert hall. It is proposed to enhance the performance spaces and provide for new restaurants and other facilities, including the relocation of the town's registrar's office and extension of the library.
- 2.65. Developers have been shortlisted for the mixed use development of Central Gardens East to complete the redevelopment of the cultural quarter. This project will be wholly funded by the private sector. Further investment in public art is proposed to enhance the 'Bottle of Notes' and other installations.
- 2.66. Some feasibility work to support these investments is underway, supported by Middlesbrough Council, who will invest £1.6m by the end of 2007/8 in the town hall and concert venues. However, it is anticipated that further funding, most likely from the Heritage Lottery Fund, will be required, in addition to around £1.5m from Single Programme. Discussions are underway with HLF about large-scale funding for the restoration of the Town Hall (possibly including a new glass extension). These schemes are anticipated to come forward over the period 2009-11.

Northern Cross

- 2.67. Darlington Council and its partners are developing proposals for a multi-purpose visitor facility to provide a visitor 'gateway' to Darlington, the Tees Valley and the North East as a whole. The project will involve the development of a site on the outskirts of Darlington at the junction of the A1(M) and the A68. Similar to the concept of 'Rheged' at Penrith, the facility will preview Hadrian's Wall and introduce various other North East attractions. This orientation function will be housed within an innovative central building supported by a range of leisure attractions to ensure the sustainability of the project, including a café and restaurant; 250-seat digital projection suite; internal and external children's play area; landscaped garden and garden shop; and an art shop.
- 2.68. The potential also exists to construct a 40 bed themed motel and filling station on the site. A full feasibility study has been carried out which identified Darlington as an ideal location due to its large catchment area and strong transport connections. The Northern Cross project will be of strategic importance to wider plans to realise the potential of Hadrian's Wall and provide a southern visitor gateway to the North East. Public sector funding in the order of £5 million is expected to be required, and this would likely attract private sector investment of around £15 million.

H2O Centre

- 2.69. Hartlepool Council is developing proposals for the H2O Centre, a major new water-based leisure/visitor facility to form part of the regenerated Victoria Harbour (see section 3). The current proposals – at feasibility stage – include a state of the art indoor 25m competition swimming pool; learner pool/fun pool, four-court sports hall, health & fitness Centre, indoor/outdoor extreme sports area and climbing wall, cafes and spectator accommodation.
- 2.70. H2O is proposed to be housed within an iconic maritime-theme building and set within the landscape “wave” parkland feature of the Victoria Harbour Master Plan. The extreme sports areas will make an important contribution to the development of niche tourism. At £26 million, the current cost of the proposals exceeds that which can be delivered through current private or public sector funding sources and as the funding package for the H2O Centre is under development, the proposals have not been included within the detailed funding analysis presented in this report.

Activity Tourism

- 2.71. The activity tourism initiative aims to develop niche tourism markets in the areas of walking, mountain biking, horseriding, motorsports, surfing/kite surfing, and wildlife. Key components of this include the development of new walking trails, development of a mountain bike trailhead centre at Guisborough forest, a kite surfing centre at Coatham, improvements to the South Tees Motorsports Park and development of a new racecourse at Redcar.
- 2.72. The outputs associated with the activity tourism projects have been included elsewhere in this report.

Saltburn Resort Development Programme

- 2.73. The town with its hinterland has a distinctive heritage and cultural assets and market appeal. In recent years there has been a successful investment in the development to some of the key visitor infrastructure assets (Pier restoration, Lighting historic features, Art gallery etc). Complementing this is the very successful community activity that has supported various cultural and environmental initiatives enhancing the Saltburn visitor offer.
- 2.74. The **Saltburn Regeneration Programme** (SRP) intends to maintain and develop the economic potential and distinctive visitor offer of the town.
- 2.75. Some of the key public sector projects could include:
- **Property Investment Scheme** – The ‘Restore’ property improvement grants project will secure investment in existing premises and bring vacant or underused premises back into use. The grant scheme will meet a clear need for financial assistance towards

commercial property improvement and the creation of employment opportunities until such as market conditions are more robust, and such schemes no longer require grant aid;

- **Public realm improvements** – A phased programme of high quality and innovative public realm projects at 'Marine Parade', 'Lower Parade', 'Dundas Street', 'Station Square', and 'Windsor Road' to improve perceptions, engender civic pride and attract additional investment to the town;
- **The 'Glasshouse' business and creativity centre** – The development of a centre to provide business incubator spaces, move-on accommodation, a creativity 'hub' centred around the active local community arts scene, exhibition space/community room/performance space, learning/IT suite and commercial floorspace on the groundfloor. The direct provision of commercial space will remove obstacles to start-up businesses and increase opportunities for businesses to locate within Redcar and contribute to the local economy;
- **Hazel Grove Sculpture Park** – The creation of a high quality landscape framework and the commissioning and installation of a range of sculptures; and
- **Saltburn Activity Tourism** – developing the surfers and 'dabblers' market.

- 2.76. £7.1m Single Programme funding is anticipated for the Saltburn Regeneration Programme, the majority of which will fall in the later programming period. The programme will deliver 30 new businesses and 160 new jobs.

Seaton Carew

- 2.77. Seaton Carew remains an important visitor destination, complementing the Tees Valley's other coastal resorts, and there is evidence that both visitor and investor activity is now increasing. To facilitate further tourism development, Hartlepool Council is proposing to attract a private sector partner to assist in creating a mixed-use tourism/ leisure development on a key brownfield site – the former fairground and coach park at the southern end of Seaton Carew.
- 2.78. The 2ha site has been part vacant, part used as a free car-park since the 1980s. The vision is to bring forward a mixed use, leisure-led development, making full use of the site's seafront position. The development will create a southern gateway for visitors to the town. Some initial feasibility work has been undertaken, a concept plan for the site has been drawn up, and access to the site has been improved. Public sector investment of around £2 million will be required to improve various complementary sites, including the bus station and the Longscar Centre (a large vacant building), as well as making a number of wider environmental improvements.

Summary

- 2.79. Tables 2.3 and 2.4 below shows the outputs and funding requirements associated with the visitor economy proposals. Visitor economy projects will deliver some 830 new jobs, create 45 new businesses and improve 30ha of public realm.

Table 2.3: Visitor economy outputs

Tourism Projects	By 2008	2009-2011	2012-2016	Total
Brownfield Land Remediated (ha)	0	19	0	19
Gross Jobs Created (FTE)	20	475	334	829
Gross Jobs Safeguarded (FTE)	0	29	25	54
Private Sector Leverage (£000s)	1,000	136,000	55,000	192,000
Business Created (number)	10	32	3	45
Gross Floorspace Created (m ²)				
- Office Space (m ²)	1,500	1,000	1,0000	2,000
- Industrial (m ²)	0	15,700	0	15,700
- Retail (m ²)	2,000	7,500	3,000	12,500
Housing (units)	0	427	0	427
Public realm/ open space (ha)	0	27	3	30

Table 2.4 Visitor economy funding Requirements:

	By 2008		2009-2011		2012-2016	
	SP	Other	SP	Other	SP	Other
Northern Cross	-	-	1	-	4	-
Activity Tourism	1.3	7	1.2	0.3	0.4	0.2
Saltburn	0.1	-	1.5	2.7	5.6	1
Seaton Carew			2	0.5	-	-
Cultural Quarter	1	21	1.3	15		
Coatham Links	0.5	1.5	1	10.5	-	-
TOTAL	2.9	29.5	8	27	10	1.2

Financial, business and professional services

- 2.80. Although this sector has grown substantially over the last ten years, our analysis shows that financial, business and professional services remain under-represented in the Tees Valley. However the evidence is that major regeneration projects help to create a modern environment for these services.
- 2.81. The Teesdale area developed by the Teesside Development Corporation has seen a major increase of financial and business services supporting the Tees Valley economy creating over 5000 jobs. Similarly Hartlepool Marina has seen the creation of over 2000 jobs in this sector and Morton Palms in Darlington is having a similar effect. The engineering services design offices which support the chemical/steel industry have also been attracted to these locations. Future projects – particularly at North Shore, Middlehaven and Victoria Harbour – will play an important role in developing this sector.
- 2.82. Tees Valley Regeneration has the lead role in marketing Tees Valley to prospective inward investors elsewhere in the UK and overseas. TVR has submitted a Single Programme application to One North East to undertake marketing activity to three key sectors: business services, logistics, and the process industries. The application is for £575,000 Single Programme (£150,000 in 2006/7, £200,000 in 2007/8 and £225,000 in 2008/9). This will be matched by TVR core funding of £327,000. A decision is expected in October 2006. Outputs for the marketing activity have not been identified in the Investment Plan to avoid potential double-counting.

3. EMPLOYMENT SITES AND PREMISES

Introduction

- 3.1. In Section 2 we described how we intend to support employment and GVA growth in key sectors of the Tees Valley economy. Providing a competitive business infrastructure- including the availability of high quality employment sites and premises is a critical part of this approach.
- 3.2. Overcoming market failure to improve the supply of commercial and industrial sites and premises has been a significant component of the TVP's Single Programme investment plans and through English Partnerships throughout the 1990s:
- Teesdale has become a major regional focus for the office market with the development of almost 2 million sq.ft of office/business accommodation and creation of more than 5,000 jobs
 - Middlesbrough town centre is witnessing a revitalisation of its office market and continues to be the major retail and cultural centre for the Tees Valley
 - new office developments in Darlington (e.g. Morton Palms) are optimising its strategic location and opening up new market opportunities along the A66
 - Hartlepool town centre/marina continues to strengthen its role as an office location and Queens Meadow is witnessing increased private investment in industrial development
 - improvements to existing industrial estates at Riverside, Primrose Hill and South Tees are creating opportunities for new private investment.
- 3.3. Take-up of office/business space in the Tees Valley has averaged just under 30,000 sq.m per annum in recent years. Just over 40% of take up has been in Middlesbrough with 33% in Stockton, while there is some evidence that take-up in Darlington is beginning to pick-up. Redcar and Hartlepool have tended to account for less take-up than other parts of the City Region.

Table 3.1: Tees Valley Office take-up, 2001- 2006 (Q1)

Office floor space take-up (sq.m)	2001	2002	2003	2004	2005	Q1 2006
Darlington	4703	2,770	8,209	2,818	5,563	5,412
Hartlepool	3983	2,646	625	1,508	176	3,580
Middlesbrough	13811	8,208	22,684	12,870	2,664	599
Stockton	5164	6,142	9,163	18,645	5,331	1,238
Redcar	779	841	1,599	377	412	0
Total - Tees Valley	28440	20607	42280	36218	14146	10829

Source: ERS

- 3.4. Take-up of industrial floorspace has averaged around 121,000 sq m per annum, with evidence of some increase in take-up rates since 2003. Here take up is more evenly distributed across the local authority districts - with Stockton (37%), Darlington (25%) Middlesbrough (17%) and Hartlepool (16%) accounting for the majority of take-up.

Table 3.2: Tees Valley Industrial take-up, 2001- 2006 (Q1)

Industrial floor space take-up (sq.m)	2001	2002	2003	2004	2005	Q1 2006
Darlington	8,476	8,851	24,870	39,751	75,685	0
Hartlepool	25,477	6,549	9,222	32,249	26,023	12,308
Middlesbrough	29,675	22,744	22,301	14,648	14,096	6,583
Stockton	68,715	27,775	46,550	49,639	32,785	2,978
Redcar ⁵	5,860	1,040	9,871	1,062	2,662	0
Total - Tees Valley	138,203	66,959	112,814	137,349	151,251	21,869

Source: ERS

- 3.5. Whilst there are clear signs that in some locations, market failure is being addressed and private investment is increasing, it remains a significant factor in some locations and across some markets.

Creating a sustainable property market

- 3.6. At present there is an over-supply of general employment sites in Tees Valley to meet the growth requirements set out in the draft Regional Spatial Strategy. Tees Valley has just under 1,400 hectares of 'unrestricted' employment land and, even assuming a significant increase in take-up as anticipated under the RSS, only 770 hectares will be required over the period to 2021.
- 3.7. Many of these sites are of poor quality and have the effect of depressing rental values and yields, reinforcing market failure. Even allowing for a "margin of choice" of 40% (i.e. allocating 40% over and above forecast demand), there is clearly a need for some de-allocation of industrial land, and we will address this through individual Local Development Frameworks.
- 3.8. Over the period to 2016, we will create a viable, sustainable property market in Tees Valley to support our efforts to promote growth in employment and GVA and the diversification of the economy. We will spend public sector resources prudently to create a pipeline of new office/business accommodation which will:
- maintain an appropriate balance between supply and demand,
 - optimise opportunities for private sector leverage
 - promote the adjustment of the property market and overcome market failure

⁵ These figures exclude take-up by specialist uses, hence the reason for low figures at Redcar.

5.1

Table 3.3 Office Pipeline

	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	Total	Total over project lifetime
Assumption of Market Take-up	35,000	40,000	45,000	50,000	52,500	55,000	57,750	60,000	62,500	65,000	522,750	
Wynyard	5,500	10,000	15,000	15,000	15,000	20,000	20,000	15,000	17,500	17,500	150,500	465,000
Darlington Town Centre						3000		2500			5,500	5,500
Central Park			5,000	4,000	4,000	4,000	2,000	2,000	2,000	2,000	25,000	28,000
Linking Central Park and Town Centre									4,000	5,000	9,000	26,000
Morton Palms	4,000	4,000	6,000	7,000	6,000						27,000	29,000
Lingfield Point		2,000	4,000	4,000	4,000	4,000	4,000	4,000	4,000	4,000	34,000	42,000
Faverdale East	2,000	2,000	3,000	2,200	2,200	2,200	2,000	2,000			17,600	15,000
Darlington Great Park											0	28,000
Airport	1,000		2,000	3,000	3,000	3,000		3,000	3,000		18,000	23,000
Stockton Town Centre						3,000	3,750	4,750	5,750	5,000	22,250	31,000
North Shore			4,500	7,000	8,000	9,000	9,000	9,000	9,000	11,000	66,500	66,000
Middlehaven	3,000	4,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	47,000	51,000
Greater Middlehaven/ Boho						2,000	3,000	3,000	3,000	3,000	14,000	17,000
EMBAZ											0	-
GBH											0	-
Victoria Harbour					2,500	2,850	2,500	5,000	5,000	5,000	22,850	59,000
Headland Revival											0	800
Hartlepool Town Centre			1,000	2,000							3,000	5,000
Hartlepool Education Quarter											0	-
Redcar										2,500	2,500	40,000
Greater Eston					2,000		2,000				4,000	5,700
South Tees Strategy								2,500	2,500	2,500	7,500	52,000
East Cleveland Rural Strategy							1,250	1,250	1,250	1,250	5,000	5,000
Hartlepool Southern Business Zone		2,500			3,000		2,500				8,000	40,000
Total Pipeline	15500	24500	45500	49200	54700	58050	57000	59000	62000	63750	489,200	

- 3.9. Our pipeline approach assumes an increase in the supply of B1 floorspace coming on to the market from around 30,000 sq.m per annum over the period to 2008 to 65,000 sq.m by 2016. This approach aims to ensure that public sector investment is optimised to support the market, although ultimately the market will of course decide where it wishes to invest. The public sector has three main levers - the planning system, land ownership and Single Programme/other public sector funding sources – with which it can influence this process – and we will use all three to achieve
- 3.10. Initially, our proposals for new office/business space will focus on the emerging opportunities in our major town centres and along the River Tees Corridor. Tees Valley Regeneration is leading the development of five key sites which will underpin our efforts to create a sustainable property market in Tees Valley:
- North Shore, Stockton
 - Middlehaven, Middlesbrough
 - Central Park, Darlington
 - Victoria Harbour, Hartlepool
 - Durham Tees Valley Airport
- 3.11. We will also invest in the refurbishment and redevelopment of our industrial stock, building on the opportunities created by the sale of the former One NorthEast property portfolio to UK Land. Our proposals – described in the following paragraphs – include redevelopment programmes at East Middlesbrough/Skippers Lane, South Tees and the Southern Hartlepool area.
- 3.12. Over time, our investments will improve market conditions and create the opportunity for the market to invest on a speculative basis without the need for public sector pump priming. Indeed this is already happening, as witnessed by the number of sites which the market is expected to deliver with little or no public sector support (such as Wynyard and Faverdale East).
- 3.13. Wynyard in particular is a site of regional significance, which will be developed without the need for any public sector intervention. Because of this, it is not seen as fitting within any of our spatial initiatives, but we describe it below.

Wynyard

- 3.14. Wynyard Business Park is strategically located on the A19/A689 junction to the north of Stockton and straddles the Hartlepool and Stockton Council boundary. It is site with huge regional and national potential, bringing together the former Samsung site (approx. 220 acres) and the adjacent 530 acres formerly owned by Cameron Hall Developments to form a single strategic employment site – one of the largest in the North of England.

- 3.15. It is well paced to serve and draw investment and labour supply from a very broad travel to work or catchment area. The scale of the site is such that B1, B2 and B8 uses are anticipated, and are expected to be brought forward by the private sector on a demand-led basis. *No public sector resource is required.* Outline planning permission has been granted for the whole site.
- 3.16. Developers have commissioned the design of infrastructure to open up the site, while some construction is already underway, most recently witnessing the sale of a speculative B8 unit of 28,000 sq m (this, together with the re-let of the 33,000 sq m Samsung House office development are the only completed developments on site to-date). In addition to this most recent development, work will shortly commence on two B8 units totalling 43,000 sq m. The site is particularly attractive as a location for logistics and distribution activity.
- 3.17. On completion – beyond the 2016 plan period – the site has the capacity to deliver some 465,000 sq m of office space and 385,000 sq m of B2/B8 space. Although no public sector investment will be required, the Investment Plan assumes up to 140,000 sq.m of B1 and 385,000 sq.m of B2/B8 accommodation will be developed at Wynyard over the period to 2016.
- 3.18. We describe our investment proposals under the three spatial priority areas developed through the Tees Valley Vision process and incorporated within the Regional Spatial Strategy
- Darlington Gateway
 - Stockton Middlesbrough Initiative
 - Coastal Arc.
- 3.19. The anticipated outputs of the projects put forward are shown in the table below.

Table 3.4: Employment sites and premises outputs 2006-16

All Spatial Initiatives	By 2008	2009-2011	2012-2016	Total
Brownfield Land Remediated (ha)	106	200	208	513
Gross Jobs Created (FTE)	3,434	12,884	17,410	33,727
Gross Jobs Safeguarded (FTE)	2,395	6,880	9,824	19,099
Private Sector Leverage (£000s)	299,210	911,212	1,154,025	2,364,447
Business Created (number)	113	367	270	750
Gross Floorspace Created (m ²)				
- Office Space (m ²)	86,500	162,950	241,750	491,200
- Industrial (m ²)	175,844	538,352	488,031	1,202,227
- Retail (m ²)	10,694	123,602	91,900	226,196
Housing (units)	1,732	4,278	6,889	12,899
Public realm/ open space (ha)	26	570	92	688

Darlington Gateway

- 3.20. The Darlington Gateway Programme is a long-term vision and strategy for economic growth in the western part of the Tees Valley. The Tees Valley Vision recognised that the western part of the City Region has two unique qualities:
- its accessibility by rail - 2½ hours to central London and frequent fast connections to Edinburgh and other English city regions, by road via the A1(M) and by air via Durham Tees Valley Airport; and
 - its unique quality of life as a large 'market town' which, if capitalised upon, could bring investment, economic growth and jobs which might not otherwise be realised in the Tees Valley.
- 3.21. In 2002/3, the Tees Valley Partnership commissioned the Darlington Gateway Study which confirmed that there were a number of market opportunities that should be addressed by the Council and its partners, including high quality offices (for financial and business services and professional services), logistics, retail, engineering and others. The Darlington Gateway Strategy is focussed on:
- creating sites and floorspace which will meet the latent demand in potential economic growth sectors;
 - making the most of accessibility advantages;
 - enhancing the town centre as a major contributor to the quality of life/quality of place advantages of the area
 - promoting strategic environmental schemes which improve the setting for attracting investment;
 - addressing skills, educational and worklessness issues, for example facilitating employment of people from deprived areas in major developments; and
 - carrying out marketing and profile raising activities.
- 3.22. The private sector is already investing in a number of key sites in Darlington, including Morton Palms, Lingfield Point and the key town centre site of Central Park, where TVR is working with Darlington College to deliver the first phase of a major mixed use development. Over the period to 2016, we will support the following projects:
- Darlington Town centre
 - Central Park
 - The 'linkage' sites between Central Park and the Town Centre
 - Morton Palms
 - Lingfield Point
 - Faverdale East Business Park
 - Faverdale Strategic Site
 - Darlington Great Park
 - Durham Tees Valley Airport.

Darlington Town centre

- 3.23. Darlington Town Centre is currently undergoing major re-development through the Pedestrian Heart scheme, which will provide a high quality public realm that reflects Darlington's position as a key sub-regional centre. This investment will act as the catalyst for a number of projects that will further enhance the attractiveness to visitors and reinforce the area's market town character and heritage, including:
- development of a £90 million shopping centre on Commercial Street that will provide accommodation for larger multiple retailers;
 - development of housing, high quality office accommodation and retail space at Abbots Yard and Feethams;
 - specialist support for the independent retail sector;
 - re-development of the historic Market Hall to further enhance the specialist retail offer improvements to connecting areas to strengthen pedestrian flow between major retailers;
 - development of a cultural sector centred around the Civic Theatre, Forum Music Centre and a newbuild Arts Centre.
- 3.24. Public sector intervention in the order of £16m will be necessary to develop appropriate environmental, cultural and heritage offers in order to lever in the significant levels of private sector investment forecast. The majority of this investment will be required post 2011.

Central Park

- 3.25. Adjoining the East Coast Main Line and Darlington Town Centre, Central Park is being developed as a high-quality, mixed-use scheme, led by Tees Valley Regeneration. Central Park will deliver a new urban quarter on the edge of the town centre, creating 20,000 sq m of high quality B1 office space, 600 new homes and over 1000 jobs.
- 3.26. The first phase of development (currently on site) will result in the relocation of Darlington College which will underpin the scheme and serve as an important generator of footfall and activity. The new College represents a £35 million investment.
- 3.27. Significant public sector funds (£18 million) are needed to address complex land assembly issues, site remediation, relocation of a depot and allotments and key highway, drainage and other infrastructure. £16 million has been secured and allocated, leaving a current gap of some £2 million in terms of site preparation. Once this is complete, private sector leverage is anticipated to be in the order of £170 million by 2016.
- 3.28. The successful enhancement of Darlington Town Centre and development of Central Park will create a further opportunity to regenerate the area on the eastern edge of the town centre. This will allow the momentum of growth which has been established through the Darlington Gateway to continue after current projects.

- 3.29. A master plan is currently being drawn up to provide for a continuation of office development close to the station, once current projects are complete, and links the station much better into the town centre. Significant public sector investment – including up to £15 million of Single Programme funding - will be required for site assembly and infrastructure works in the period post 2012. This project will however not come on stream until the Central Park site is complete and occupied, likely to be towards the end of the Investment Plan period.

Morton Palms

- 3.30. A high quality location for business on an 11ha site to the south west of Darlington on the A66, Morton Palms was brought forward through pump priming investment by One NorthEast and Darlington Borough Council. Two units of high quality office space have been developed while a further nine are planned or under construction. The site has the capacity to deliver a further 16,000 sq m of B1, and this will likely be developed between 2008 and 2011. Morton Palms is now commercially viable without the need for any public sector intervention.

Lingfield Point

- 3.31. This 45 hectare, former industrial site 2 miles to the east of Darlington town centre had seen significant decline before private sector investment of £14m was invested into conversion of some of the out-dated industrial space into units for SMEs. This scheme has proven successful, and masterplanning is currently underway to determine the most appropriate mix of uses.
- 3.32. Initial indications are that the Lingfield Point development will include: a 150 bedroom hotel, 450 ecohomes, conversion of outdated industrial space into apartments (10,000 sq m), a commercial showroom and 5,000 sq m of new-build office space. It is intended that the site will be supported by a combined heat and power unit using wind turbine technology.
- 3.33. The recent RSS Examination supports development of Lingfield Point, recognising the site's "considerable potential" as a regional brownfield mixed-use development. While the majority of the site will be delivered by the private sector, some public sector funding (around £3m) will be required to ensure that sustainable development aspirations of the project are met.

Faverdale East Business Park

- 3.34. Faverdale is a 35 hectare greenfield site adjoining the A1 to the north west of Darlington. The site presents a major opportunity for the development of logistics, distribution and warehousing activities. The infrastructure is now in place; Argos has developed a 68,000 sq m facility while Easter is constructing speculative units totalling 17,000 sq m on

site. Further phased construction will add an additional 3,000 sq m of space which will be brought forward without public sector intervention being required.

Faverdale Strategic Site

- 3.35. The Faverdale Strategic site is proposed as a location for development as a logistics park. Although arguments were made at the RSS Examination in Public against the use of the strategic site for this purpose – it was originally earmarked for large scale inward investors – the inward investment market has changed significantly since the site was designated and it is highly unlikely to be required for this use. The Council is likely to propose allocation of the site for logistics through its Local Development Framework.
- 3.36. Ultimately, the site could house 346,000 sq m of logistics space, subject to phasing. Significant levels of public sector investment will be required initially for infrastructure and site servicing, as relatively low values will make initial works unviable for the private sector. Detailed feasibility work will be required in 2007/8 which is likely to require around £400,000 public sector investment to move the project onto the design stage.

Darlington Great Park

- 3.37. Darlington Great Park is a 52ha site on the eastern side of Darlington and, in the long-term, has the potential to serve as a location for prestige office space once developments at Morton Palms and Central Park are complete. The site is adjacent to Lingfield Point and will have a prominent frontage alongside the Darlington Eastern Transport Corridor, as well as the A66.
- 3.38. Ultimately, the site has the potential to provide 28,000 sq m of office space in six phases within a “green” environment to reflect the site’s existing location and appeal. It is expected that Darlington Great Park will be brought forward by the private sector without the need for any public sector intervention.

Durham Tees Valley Airport

- 3.39. DTV Airport is considered to be key for the success of the Darlington Gateway, the Tees Valley and the region. The current issues/ priorities for the airport relate to investment in land and infrastructure to enable business parks and other suitable development around the airport
- 3.40. At Southside, it has been agreed that the public sector will invest through a joint venture with Peel to open up 250 acres of currently “land-locked” brownfield land through provision of a new access road. Business case and economic appraisal are currently underway, and expected to report at the end of 2006. 165 acres of the Southside land has recently renewed consent to create 180,000 sq m of B2/ B8 space.

- 3.41. One NorthEast funding of £2.8m and English Partnerships investment of £6m has been allocated for infrastructure/ utility work, although these allocations await detailed approval. This will be matched by developer contributions of £6m to the infrastructure after which it is anticipated that the private sector will deliver the rest of the site, leading to £80m private sector investment, the remediation of 500 hectares of brownfield land and the creation of 5,000 jobs. Some development is anticipated to begin in 2009-10- the phasing of development will depend to some extent on whether only "airport-related uses" are allowed.
- 3.42. At Northside, DTVA/Peel has submitted two outline planning applications: (i) aviation related - for a new terminal and operational improvements; (ii) a commercial development - for 250,000 sq ft of B1 office space and a 100 bed hotel. These have been held up whilst the Highways Agency's concerns have been satisfied. This is expected to be finalised by August 2006. This element will be wholly private-sector funded.
- 3.43. The table overleaf summarises the total forecast outputs associated with the Darlington Gateway initiative:

Table 3.4: Darlington Gateway outputs

Darlington Gateway	By 2008	2009-2011	2012-2016	Total
Brownfield Land Remediated (ha)	70	48	57	176
Gross Jobs Created (FTE)	1,567	4,548	4,468	10,583
Gross Jobs Safeguarded (FTE)	225	700	200	1,125
Private Sector Leverage (£000s)	94,500	205,007	263,500	563,007
Business Created (number)	5	10	10	25
Gross Floorspace Created (m ²)				
- Office Space (m ²)	35,000	55,600	45,500	136,100
- Industrial (m ²)	83,959	179,700	212,700	476,359
- Retail (m ²)	0	25,000	18,500	43,500
Housing (units)	300	160	1,185	1,645
Public realm/ open space (ha)	15	6	24	45

Table 3.5: Darlington Gateway: Funding Requirements (£m)

	By 2008			2009-2011			2012-2016		
	SP	Other Public	Private	SP	Other Public	Private	SP	Other Public	Private
Lingfield Point	-	-	30	3	-	35	-	-	-
Morton Palms	-	-	8	-	-	8	-	-	-
Central Park	2	-	20	-	-	60	-	-	60
Darlington Great park		-	-	-	-	-	-	-	8
Linking Central Park and the town centre	-	-	-	-	-	-	15	15	150
Faverdale East Business Park	-	-	10	-	-	10	-	-	15
Faverdale	0.5	-		-	-	40	-	-	80
Town Centre	-	-	20	3.5	0.5	20	10.5	1.5	60
Airport	2.8	6	20	-	-	20	-	-	46
TOTAL	5.3	6	108	6.5	0.5	193	25.5	16.5	419

- 3.44. More than £700 million of private investment is anticipated over the period to 2016. The Borough Council estimate that an additional £60 million of additional public sector resources is required to deliver these projects. The bulk of these costs relate to the Faverdale strategic site (to de-designate the site as a strategic inward investment location and promote for logistics instead), and proposals for further regeneration of the town centre and its linkage to the Central Park development.

Stockton-Middlesbrough Initiative

- 3.45. The Stockton-Middlesbrough Initiative is a 20-year vision for the urban centre of the Tees Valley primarily focussed on Stockton and Middlesbrough and the land on both banks of the Tees between the two towns. The overall aim is to bring life back to the heart of the City Region which will be more competitive than Stockton and Middlesbrough acting separately, performs at a national average rate of economic performance within a 10 year period and delivers a City Region as competitive as the best of the Northern Way. SMI aims to create:
- vibrant town centres;
 - an active and attractive river corridor
 - 21st century connections and infrastructure.

3.46. Ensuring high quality urban and landscape design will be critical in achieving these aims. Over the period to 2016 the following SMI projects form part of the Investment Plan in Middlesbrough:

- Middlesbrough Town Centre Western Gateway
- Linthorpe Road Central/ University
- Middlehaven
- Greater Middlehaven and Boho
- East Middlesbrough Business Action Zone.

and in Stockton:

- Stockton Town Centre
- North Shore
- Green-Blue Heart.

Middlesbrough Town Centre – Western Gateway

3.47. Middlesbrough town centre has undergone a significant uplift in developer, investor and retailer confidence in recent years and continues to strengthen its role as the sub-regional retail and cultural centre for Tees Valley. Investment in public realm and accessibility improvements in the 1990s and early part of this decade have generated a significant increase in private investment. A new shopping mall and bus station have been developed on its western side. The Middlesbrough Town Centre Company has played a key role in coordinating investment.

3.48. Despite this, around 50% of convenience and comparison spending continues to leak to other, often out of town centres. There is a major opportunity to expand the retail core to the west of the town centre, encompassing the Cannon Park area.

3.49. A master plan is being developed, the principles of which have been incorporated within the emerging Local Development Framework (LDF) and Regeneration Development Plan Document (DPD). In total, around 37,000 sq m of retail development is envisaged, creating around 600 jobs. It is envisaged that planning applications will be submitted mid-2007

3.50. A series of public realm enhancements are proposed and design guidance is being developed to ensure integration with the town centre. The existing Newport Road, which is characterised by low density poorly designed development, will become a new urban boulevard, incorporating segregated public transport provision.

3.51. Modest gap funding will be required to facilitate delivery of high quality public realm, although the Western Gateway proposals will be substantially delivered through private investment.

University/Linthorpe Road

- 3.52. Middlesbrough is already one of the North East's strongest performing shopping centres. Importantly it has developed a market niche as a regional centre for fashion retailing, based around Linthorpe Road.
- 3.53. The development of this high quality designer quarter has been at the centre of a remarkable transformation of this part of the town centre, which has also seen the emergence of many new restaurants. The regeneration has focused around the conversion of a former four storey department store to a high class fashion outlet, Psyche. The area is also pivotal to two key regeneration programmes, the development of the Teesside University campus, immediately to the east, and the Gresham Housing Market Renewal (HMR) area to the west.
- 3.54. A master plan for the Linthorpe Road area is being developed. This will be focused around a series of inter-related investments, including: improvement of the public realm; grant aid support for building enhancements; providing a better focus for the University campus; and, developing an integrated approach with the adjoining HMR Neighbourhood Action Plan.
- 3.55. The project is expected to increase the vibrancy associated with the town centre, leading to the creation of new businesses, jobs, and instigating further private sector investment. The project is anticipated to require around £3m of Single Programme funds, primarily for public realm works, together with around £30m of anticipated investment in new Higher Education buildings from the University of Teesside.

Middlehaven

- 3.56. Middlehaven is a strategic brownfield former dockland site to the north of Middlesbrough Town Centre, and one of TVR's flagship projects. Middlehaven is a £500M project covering approximately 80 hectares, which offers the potential to create a distinctive new riverside quarter for the town and to further strengthen Middlesbrough's role as the sub-regional centre for the Tees Valley City Region.
- 3.57. Developer Terrace Hill has now completed the first phase of development on-site, a 30,000 sq m office development (Manhattan Gate) on land owned by English Partnerships. Work has started on the relocation of Middlesbrough College which has the potential to act as a major anchor for the project, creating significant footfall between Middlehaven and the town centre.
- 3.58. Work on the next phase of mixed-use development is anticipated to start in early 2007. Phase 2 is at land assembly stage, and it is anticipated to bring in a private developer after 2010. The proposals – developed through a masterplan by Alsop Architects – assume development of 51,000 sq m of office space, 12,000 sq m of retail and almost 4,000 new homes.

- 3.59. Significant public sector funding is therefore necessary to “pump prime” the project, addressing site assembly, infrastructure provision and investment in the quality of the public realm. Public sector funding of £34m Single Programme, £31m EP, £11m Middlesbrough Council and £10m ERDF has been allocated although around £30m of this package – primarily investment in quality of the public realm and built form - requires CPRG (Central Projects Review Group) approval.

Greater Middlehaven and Boho

- 3.60. The Middlehaven scheme is part of a much wider regeneration area, known as Greater Middlehaven. As part of the Middlehaven masterplan developed in 2004, proposals were set out for the regeneration of a much wider area and these are now being taken forward by TVR, the Council and other partners. The proposals aim to integrate Middlehaven with the rest of the town and include:
- **Boho and the historic quarter** – the development of a creative industries hub is an integral part of the Digital City proposals (discussed in Section 2); feasibility work has already been completed and architects are currently drawing up proposals for the main Boho building; additional resources will be required to ensure that the adjoining historic quarter – centred on the Queens Square Conservation Area - is successfully integrated into the Boho concept;
 - **Gurney Triangle** – including the vacant former Cleveland County Council offices this town centre site provides a medium to long term opportunity for mixed use redevelopment. Gurney House would be demolished to make way for car-parking and development of commercial accommodation; development is anticipated between 2009-11 and Single Programme investment of £1.7m is required - on completion, some 2200 sq m of office space would be developed, together with a small amount of retail floorspace.
 - **St Hilda's** – the third phase of the Middlehaven project extends the site to the west; one of the most deprived neighbourhoods in England, in July 2004, the acquisition and clearance of the St Hildas area commenced and it is anticipated that the redevelopment of this area will commence post 2011 and be privately financed
 - **Riverside** – a substantial area of river frontage onto the River Tees will form the fourth phase of Middlehaven. The site is in private ownership and will require substantial remediation and a new bridge link to the main Middlehaven site; at present this is identified as a long-term proposal
 - **The Stitch** – an area of under-utilised land, land locked between the A66 and railway, this area is pivotal in linking Middlehaven with Middlesbrough town centre; this is also identified as a long-term development proposal for implementation post 2012 although it is envisaged that Single Programme investment of around £3.5m will be required.

East Middlesbrough Business Action Zone (EMBAZ)

- 3.61. The East Middlesbrough Industrial Estate is located either side of the A66, between Middlehaven and the South Tees area, approximately 1.5 kilometres east of Middlesbrough Town Centre. It is a major employment zone, housing over 100 businesses, employing large numbers of people from the local area.
- 3.62. EMBAZ has suffered a lack of investment due to a wide mix of land and property owners, although there has been recent success in attracting new commercial uses. Recent studies have demonstrated the need to address issues such as site branding, environmental quality, security and maintenance in order to attract future investment and maximise employment opportunities.
- 3.63. The EMBAZ programme aims to enhance the profile of the area by directed environmental improvements, development of a gateway feature for the area, crime reduction measures, and developing brownfield land/run-down buildings for commercial use. All of these works are intended to support and work alongside the South Tees/Route 66 proposals for adjoining sites in Redcar and Cleveland Borough.
- 3.64. Work to address some of these issues is already underway, part funded through Single Programme (£385,000) in addition to an ERDF application under appraisal (£55,000).

Stockton Town Centre

- 3.65. Stockton Town Centre offers the opportunity for growth through targeted and mixed-use developments. These are principally being led by private interest at key sites along the river that have been promoted by previous public sector programmes. These proposals will underpin the success of this investment by providing direct, working links between employment sites, local communities and the town centre. The project will deliver the following opportunities:
- the Southern Gateway, encompassing the riverside area to the south of the Castlegate Quay shopping centre; masterplanning is currently underway and will see the development of a civic quarter, improved parking and hotel facilities, greater access for the existing shopping centre and new office/leisure floorspace; the acquisition and demolition of a DIY unit to allow for re-alignment of Riverside Road is required to open up key development sites on either side of the road, including the Boathouse Lane/ Chanders Wharf area, which has outline planning permission for student accommodation and housing;
 - the Eastern Gateway- to redevelop the area between the High Street and the proposed Greater Northshore site. This redevelopment (following the relocation of the existing Municipal buildings and leisure centre) would provide the opportunity to develop high quality commercial office space post Northshore.

- Riverside improvements- the various road improvements to the High Street will unlock land adjacent to the Riverside for retail, leisure and commercial development in the period post 2012
 - ongoing investment in culture and heritage, to link the High Street to the river and to celebrate the town's unique Georgian and Victorian architecture
- 3.66. These activities are anticipated to deliver around 22,500 sq m of office floorspace (mostly in the second half of the plan period), 5,000 sq m of new retail space, 1000 housing units and leverage more than £200 million of private investment. It is estimated that funding requirements will be in the order of £20m from Single Programme, £2m from LTP for road realignment, and £10m from Stockton Council, in addition to various smaller heritage grants.

North Shore

- 3.67. The regeneration of North Shore presents a unique opportunity for Stockton and the Tees Valley. The site benefits from a south facing waterfront aspect and fantastic location adjacent to the town centre and opposite the commercially successful Teesdale Business Park. It has been identified for a sustainable mixed use development that will combine a research based business park (facilitated by the expansion of the University of Durham's Queens Campus onto North Shore), a new hotel, bars, restaurants, leisure and community facilities and a range of high quality waterfront homes.
- 3.68. Led by Tees Valley Regeneration, the plans for North Shore also include a new promenade that will connect North Shore with Stockton Town Centre and a landmark footbridge that will connect the site to the University of Durham on Teesdale. It has the potential to transform Stockton, acting as a driver for economic growth in the Tees Valley City Region. The site has been remediated, essential infrastructure works have been carried out, and a developer has been selected.
- 3.69. North Shore has the potential to deliver 66,000 sq m of B1 office space and remediate 13ha of brownfield land (already achieved). English Partnerships and ERDF funding of £18m has been drawn down to complete works to date. The remaining works for the public sector include the funding of the footbridge- this is estimated at £11m, and decisions are expected imminently on funding applications to One North East (£2.3m), ERDF (£2.7m) and EP (£6m). The funding for the footbridge will be drawn down over a 2 year period from early 2007. Further EP funding of £2m has been applied for to facilitate land acquisitions that were outside the scope of the initial funding package.
- 3.70. In the longer term, it is hoped to extend development of the North Shore site to encompass a wider area – Greater North Shore. This would be driven by the private sector although further Single Programme investment of up to £3 million may be required to facilitate site assembly.

Green-Blue Heart

- 3.71. The Green Blue Heart (GBH) is central to the delivery of the Stockton Middlesbrough Initiative. The aim of GBH is to undertake landscaping and greening works along the areas of brownfield and derelict land by River Tees Corridor in order to create long-term development parcels. The area has been identified in numerous studies over the last twenty years as vital to altering perceptions of Stockton, Middlesbrough and the wider Tees Valley.
- 3.72. A masterplanning exercise for the GBH area is currently underway with a focus placed on environmental led regeneration, high quality landscaping, improved accessibility and infrastructure as well as enhancements in and around the Tees Barrage to capitalise on the opportunity of the 2012 Olympics. In the short term (years 1-5) it is envisaged that focus will be on and around the Tees Barrage and the South Riverside to improve the access and infrastructure that will generate and sustain activity. Specific proposals include:
- improving the operating efficiency of the barrage
 - improving the canoeing facilities to maintain Olympic standards
 - provision of car parking
 - enhancing access to the South Riverside for watersport activities
 - improving access to the River Tees at Portrack
- 3.73. In the long-term – post 2016 – the Green Blue Heart has the potential to serve as a major urban expansion area linking Stockton and Middlesbrough and delivering substantial new housing, employment, leisure and community uses.
- 3.74. The GBH area covers some 80ha approx of land in multiple ownerships and in various states of dereliction and contamination. Public sector intervention is required to kick start the project via contributions to land acquisitions, infrastructure and access and remediation of land. Single Programme funding of around £16m is anticipated for this purpose, the majority of which will be required post 2012.
- 3.75. The outputs associated with these projects are shown in the table overleaf. SMI has the potential to create almost 14,000 jobs, lever-in almost £1.2 billion, generate over 7,000 housing units (around 4,000 of which are at Middlehaven and Greater Middlehaven) and develop up to 300,000 sq.m of office accommodation.

Table 3.6: Stockton Middlesbrough Initiative outputs

Stockton-Middlesbrough Initiative	By 2008	2009-2011	2012-2016	Total
Brownfield Land Remediated (ha)	23	55	74	153
Gross Jobs Created (FTE)	520	2,649	4,129	7,298
Gross Jobs Safeguarded (FTE)	167	883	900	1,950
Private Sector Leverage (£000s)	52,900	102,500	403,300	558,700
Business Created (number)	51	131	115	298
Gross Floorspace Created (m ²):				
- Office Space (m ²)	16,500	44,000	89,250	149,750
- Industrial (m ²)	5,000	5,000	20,000	30,000
- Retail (m ²)	3,000	55,802	16,600	75,402
Housing (units)	1,137	2,251	3,744	7,132
Public realm/ open space (ha)	7	16	39	62

Table 3.7: SMI funding requirement (£m)

	By 2008			2009-2011			2012-2016		
	SP	Other Public	Private	SP	Other Public	Private	SP	Other Public	Private
North Shore/Greater North Shore	1	5	10	1.3	5.7	30	3	-	200
Middlehaven (pending CPRG approval of £30m)	10	20	30	14	32	60	10	-	90
Greater Middlehaven and Bho	3.5	4.5	3	5.65	8.5	15	4.6	-	17
Green-BlueHeart	0.5	0.9	0.4	2	-	-	13.5	-	22
Stockton Town Centre	7.1	22	69	6	4.3	12	6.8	0.95	169
Western Gateway	2	-	5	2	-	15	-	-	-
University/Linthorpe	1.5	15	15	1.5	15	15	-	-	20
EMBAZ	0.2	0.05	2	0.2	-	2	-	-	-
TOTAL	25.8	67.45	134.4	32.65	65.5	149	37.9	0.95	518

Coastal Arc

- 3.76. Research carried out as part of the Tees Valley Vision recognises that the Coast is a major economic asset in the Tees Valley. On this basis the Coastal Arc Vision is to achieve the "Renaissance, Revival and Regeneration of the Tees Valley coast." The aim is to deliver a long-term approach to the sustainable regeneration of the coastal communities, building on the rich mix of investment opportunities, natural assets, historical and cultural resources and popular visitor attractions and destinations.
- 3.77. Coastal Arc is an economic regeneration initiative and will play a critical role in changing external perceptions of the Tees Valley and its image. It incorporates flagship projects such as Victoria Harbour and Coatham Links along with accelerating the retail/commercial renaissance of Hartlepool, Redcar and Guisborough town centres.
- 3.78. In some parts of Hartlepool and Redcar and Cleveland the market is already delivering private investment in new business infrastructure. These include Hartlepool town centre/marina – where the market is delivering new office and leisure facilities and there is scope to attract further private investment in new retail – and at Kirkleatham (Redcar) where new office/workspace is being developed by the private sector.
- 3.79. However, market failure remains in other locations and sectors and the Coastal Arc communities have the furthest 'distance to travel' to create a viable, sustainable property market. Major projects like Victoria Harbour – led by TVR and PD Teesport – have the potential to underpin the long-term creation of a viable commercial property market.

Tall Ships 2010

- 3.80. Tourism is also a key driver of the programme. The selection of Hartlepool as the final host port for the Tall Ships' Race in 2010 creates the potential to raise the profile of Hartlepool and the Coastal Arc not only a visitor attraction but also an investment location. Whilst planning for the event is still at an early stage, the intention of the Council and its key delivery partners, PD Teesport and Hartlepool Marina, is to develop a promotional and cultural events programme running from now up to and beyond the Race itself. This approach will maximise not only the potential of the headline event itself but also its role as a catalyst in creating new opportunities for training and participation in sport – as well as business opportunities.
- 3.81. A series of cultural events and activities will build momentum towards the 2010 event, e.g. the 2008 Hartlepool Maritime Festival which is already programmed. The period will also see a concerted emphasis on enhancing the physical setting and infrastructure serving the marina and Victoria Harbour areas.
- 3.82. Estimates of economic impact from such events are by the nature of the event difficult to substantiate but information from the 2005 Tall Ships

visit to the Tyne pointed to a regional impact valued at over £50m. Additionally, given the scale and stage of development of the visitor market in Hartlepool and the Tees Valley, the economic impact of not only the 2010 event but also the potential programme leading up to that date can be reasonably expected to be proportionately greater than that in larger or more developed markets, e.g. Newcastle-Gateshead, Liverpool, Antwerp.

3.83. The main components of the Coastal Arc programme are:

- Victoria Harbour
- Hartlepool Town Centre and Marina
- Headland Revival
- Hartlepool Education and Skills Quarter
- Hartlepool Southern Business Zone
- Redcar Town Centre
- Greater Eston Regeneration Strategy
- South Tees Strategy
- East Cleveland Rural Programme.

Victoria Harbour

3.84. The major regeneration area in Hartlepool is the Hartlepool Quays, which comprises the Marina, the Town Centre plus Education & Skills Quarter, the historic Headland, and in particular Victoria Harbour, a TVR flagship site. Victoria Harbour is located to the north of the town centre between the highly successful Marina and the historic Headland.

3.85. At present this 133 ha site at the mouth of the River Tees (owned by PD Teesport and now identified as surplus to long-term port requirements) acts as a significant barrier between adjacent communities. It has the potential to create a high quality, mixed use waterfront regeneration project of regional significance. It also has the potential to serve as a catalyst for long-term private investment in the town centre and adjoining areas.

3.86. Victoria Harbour is an ambitious and exciting scheme set to dramatically raise the profile of Hartlepool by creating up to 3,430 quality new homes, an attractive retail offer, employment accommodation, leisure opportunities, including a new hotel, and a range of community facilities. A striking new pedestrian and cycle bridge will cross the harbour and link with a spectacular wave of parkland extending through the development. The wave will incorporate water features and public art to form an inspiring focal point at the heart of the development. Additional infrastructure works to link Victoria Harbour into its wider boundary are also envisaged.

3.87. Complementary to the Victoria Harbour development is the Coastal Walkway providing a dedicated shoreline route running along the southern boundary of the site linking Victoria Harbour to the Marina and town

centre. A new pedestrian/cycle bridge will connect with the Coastal Walkway, linking Victoria Harbour the Headland community. The Coastal Walkway is a key element of Hartlepool's Tourism Strategy and will provide an essential piece of infrastructure for the Tall Ship Race in 2010 connecting many of the event's facilities.

- 3.88. Victoria Harbour is being delivered through a public-private sector partnership and will be developed over four 5-year phases. A start on site for reclamation and infrastructure works is expected Spring/Summer 2007. Developer interest in the site has been strong and it is anticipated that site will be marketed for a development partner in Spring 2007 with the first development commencing Spring 2008.
- 3.89. Public sector pump priming is needed within Phases 1 and 2 of the development in order for critical site preparation and infrastructure works to take place. Some £1.3m of public sector funding (of which £900,000 Single Programme) has been awarded, which has been matched by the private sector, for feasibility and site preparation work. It is anticipated that delivery of the scheme will require an additional £12.5m Single Programme funds (for which an application has been made) in addition to £5m from EP and £1m ERDF. The bulk of this public sector funding contribution will be required over the first 5-year phase, although the EP funds are expected to come on stream later.
- 3.90. PD Teesport is expected to invest more than £70 million over the lifetime of the project. Once the costly elements of the scheme requiring gap funding are completed, it is anticipated that the development will be financially sustainable and delivered by the private sector.
- 3.91. By 2016, Victoria Harbour is expected to have delivered some 33,000 sq m of B1 office space, in addition to some 17,000 sq m of retail, and remediated 24 ha of brownfield land.
- 3.92. Directly related to the Victoria Harbour project are proposals to link Victoria Harbour into the town centre and existing infrastructure, being led by the Council. The work is anticipated to run concurrently with the main Victoria Harbour project, and timed to be in place in time for the Tall Ships event in 2010. The Victoria Harbour funding package includes funding for these linkage aspects. The H20 project (described in section 2) is also integral to the Victoria Harbour proposals.

Hartlepool Town Centre

- 3.93. This project is aimed at developing and enhancing a vibrant central area for Hartlepool, improving the experience of all users of the town including residents, visitors and employees. Efforts will focus on improving existing sites and key buildings, improving linkages between the main shopping and retail areas and the marina, and improving the environment and public realm. Support for diversifying the town centre economy through an integrated approach to marketing, promotion and management, and the promotion of a vibrant evening economy. Links between the town centre and marina will be fostered through a new bridge link.

- 3.94. Committed funding streams from the Hartlepool New Deal for Communities and the Local Transport Plan will allow work to begin on some sites immediately, although a requirement for Single Programme funds of some £8 million has been identified to complete the required works- these will be used in part to fund the new bridge link, but also ensure a continuity of resources for environmental and public realm improvements. A key element of the town centre development is the education and skills quarter.

Headland Revival

- 3.95. A package of measures, designed to develop and enhance the historic Hartlepool Headland as a tourist destination, and maximise the economic potential of the area, is underway, directed by a long-term strategy for the area that was originally produced in 2000. Significant improvements to the area have already been made, although, following a long period of economic, social and environmental decline, the Headland is not yet at the stage where private investment can sustain the regeneration process on its own, and further public sector intervention is needed. Specific measures include:

- enhancing the physical integration between the Headland and Victoria Harbour, in particular improving the access to and environment of the Kafia Landing site which is identified for mixed-use development;
- physical improvements to the public realm to create a sense of place and enhance the historic setting of the headland;
- broaden the variety of tourism experiences, in particular through development of a visitor attraction around the Heugh Gun Battery; securing the restoration and re-use of key vacant and underused buildings;
- supporting investment in the local housing stock to meet the Decent Homes Standards; and
- supporting business expansion and investment plans at the nearby Oakesway Industrial Estate.

- 3.96. Advanced discussions are underway with various property owners, and work on the Heugh Battery will begin this year. Funding of around £1 million has already been secured but further public sector investment of £7 million – including £6 million Single Programme – is required.

Hartlepool Education and Skills Quarter

- 3.97. Two key Further Education establishments- the Hartlepool College of Further Education and the Cleveland College of Art- are located within the town centre. Following a period of growth, both are seeking to expand. This project will consolidate the symbiotic relationship these institutions have with the town.
- 3.98. Long-term development and masterplanning with key partners including the Council, LSC, University of Teesside and business partners will provide

a focal point for the establishment of a formal education and skills quarter. This will not only physically improve an important area of the town centre in need of capital investment, but also create an innovative teaching and learning hub, embracing the concept of a learning community.

- 3.99. HCFE has already set out plans to redevelop its existing centre by replacing it with an 11,000 sq m hub building and 5,000 sq m Technology Centre. Funding of some £35 million will be required to deliver the programme, the vast majority of which will come from the public sector and in particular the LSC and HCFE. Single Programme resources of around £3m are anticipated to contribute towards business units. Various feasibility studies are underway, with development expected between 2008-12.

Hartlepool Southern Business Zone

- 3.100. Hartlepool Southern Business Zone consists of a number of Hartlepool's key employment sites. Many of these sites are now outdated in terms of the infrastructure, buildings, and general environment and there is a need to improve the current offer if new businesses are to be attracted.
- 3.101. Building on the success of the Queens Meadow development – which lies within the Southern Business Zone – the programme aims to create a modern and vibrant business quarter by addressing structural issues in the existing offer, including infrastructure, premises (notably including move-on accommodation for incubating firms), marketing, development of a business support framework, and development of an innovative recruitment and training programme.
- 3.102. Some existing enhancement work is taking place, but a funding gap of some £7m of public sector funds has been identified to complete the works needed which it is anticipated will be funded through Single Programme. These improvement works will be undertaken on a continuous basis throughout the plan period.

Redcar Town Centre

- 3.103. Redcar is one of the main commercial and visitor centres in the Tees Valley. Redcar town centre- adjacent to the sea front- is a particular attraction, although the quality of the built environment is variable and in some places poor. A strategic investment and regeneration programme is proposed that will galvanise investment, expand the retail offer, improve the visitor experience, and develop business support mechanisms to assist with new business creation.
- 3.104. Significant opportunities exist around the seafront, the town centre itself, Kirkleatham Business Park and the potential to expand or relocate the town's racecourse. Public funding support will be needed to pump-prime private sector investment, realise viable opportunities through gap funding, and creating appropriate infrastructure to facilitate other

investment activity. Key to this will be development of a Redcar Regeneration Strategy, although many of the key projects are underway in terms of masterplans and planning applications.

- 3.105. Over the period to 2016, £23m of public sector resources will be invested in the town centre. The funding post 2012 (and including £7m Single Programme) is envisaged for a range of activities including infrastructure and public realm improvements, property improvement grants and a business and arts centre.

South Tees

- 3.106. South Tees is the industrial heart of the Tees Valley, providing 8,000 jobs at Teesport, the Wilton Chemical complex and the Redcar Steel complex. Within South Tees, there remain a number of underused or derelict sites which can be brought into productive use.
- 3.107. A strategic investment and regeneration programme is needed to redevelop these sites, to realise industrial opportunities and support the growth of the chemicals and new energy economy. The nature of the remediation work required is such that it will not be delivered by the private sector alone. Individual elements of the proposed South Tees Strategy include:
- development of a new environmental industries park
 - improving infrastructure to the West Warrenby Industrial Park to facilitate its expansion;
 - undertake infrastructure improvements to bring forward various Corus development sites;
 - development of a Route 66 Employment Corridor to establish links with Greater Eston;
- 3.108. Around £7.5m of Single Programme resources is required, focussed mainly in the 2009-11 period.

Greater Eston Regeneration Strategy

- 3.109. Greater Eston lies in the western, urbanised part of Redcar and Cleveland and has a population of some 40,000. The area is characterised by high levels of deprivation. The Greater Eston Strategy sets out a long-term investment strategy for the area for the period until 2016; the area has been identified as a pilot 'mixed community' by the Department of Communities and Local Government and as such has the potential to make a significant contribution to the Government's Sustainable Communities agenda. The Strategy proposes:
- action to address housing market failure in the older housing area of South Bank through a selective demolition programme;
 - provision of a mixed tenure development of 900 homes;
 - development of a new health and social care village;

- restoration and improvement of the recreation ground; provision of a new South Bank Community School and Gilbrook Technology College through PFI; and
 - creation of a community woodland.
- 3.110. Substantial funding levels have been secured and are in the pipeline, although a funding gap of some £37 million remains.

East Cleveland Rural Strategy

- 3.111. Rural East Cleveland accommodates half the population of the Borough of Redcar and Cleveland and offers significant economic potential based on its outstanding natural assets and lying on the hinterland of the City-Region. The decline of traditional industries, coupled with problems of peripherality and declining rural services, has caused a range of economic, social and environmental problems, and affects the quality of life of many who live in the rural area. There are limited local opportunities for employment and training. There is an urgent need to promote new economic opportunities, revitalise local communities, to improve the local environment, and to bring new hope to Rural East Cleveland.
- 3.112. **The Rural East Cleveland Regeneration Programme (RECRP)** would include key public sector projects to attract further private sector investment including:
- **Guisborough Market Town Initiative** – The continuation of the market town initiative with provision of grant schemes to increase market confidence and business creation, public realm improvements and projects to increase visitors;
 - **IronAWE heritage and business centre** – The creation of an interpretation centre about the Iron Ore industry and social history and heritage of East Cleveland. The project would include provision of business incubators, learning facilities, IT suite, performance/meeting/community room, wellness facilities and business support packages, one-stop-shop and co-location with community and voluntary organisations;
 - **Community business and resource centres** – The provision of a network of centres to increase access to employment opportunities, advice and training, commercial accommodation, incubator spaces, wellness, learning and IT facilities within the rural areas;
 - **Activity tourism infrastructure** – The provision of outdoor infrastructure to facilitate activity tourism with footpaths/trails, cycleways, toilets, signage and interpretation of the geological, mining and social history of East Cleveland;
 - **Coastal infrastructure** – Providing/upgrading access to sea front paths, signage, car parking and visitor resource centres at Skinningrove for example;
 - **Public realm improvements** – demonstration public realm projects to uplift the environment and to attract additional investment;

- **Property Investment Schemes** – Localised property improvement grants programme to secure investment in existing premises and to bring vacant or underused premises back into use; and
- **Training and enterprise initiatives.**

3.113. An action plan has already been developed for East Cleveland, outlining suggested projects that can be implemented to meet the needs of the area. A RECRP Regeneration Plan is being prepared, following the preparation of the Rural Strategy in 2004, as part of the preparation of the Borough-wide Regeneration Strategy that has recently commenced. The Programme is expected to create 100 new business and 400 new jobs.

3.114. The forecast outputs associated with these projects are shown in the table below. The proposals will create up to 51,200 sq m of office space, half of which will be at Victoria Harbour, and the refurbishment/redevelopment of around 300,000 sq.m of industrial floorspace. The proposals assume the creation of just over 8,000 gross FTE jobs to 2016. 3,700 housing units will be created (including 1,500 at Victoria Harbour and 1,800 at Greater Eston).

Table 3.7: Coastal Arc outputs

Coastal Arc	By 2008	2009-2011	2012-2016	Total
Brownfield Land Remediated (ha)	12	77	77	166
Gross Jobs Created (FTE)	457	3,184	4,675	8,316
Gross Jobs Safeguarded (FTE)	263	1,214	1,090	2,567
Private Sector Leverage (£'000s)	55,980	283,265	109,455	448,700
Business Created (number)	47	194	142	383
Gross Floorspace Created (m ²)				
- Office Space (m ²)	1,400	12,800	37,000	51,200
- Industrial (m ²)	950	216,900	75,750	293,600
- Retail (m ²)	5,694	35,300	53,800	94,794
Housing (units)	295	1,440	1,960	3,695
Public realm/ open space (ha)	4	521	27	551

3.115. The funding requirements of the Coastal Arc projects are shown in the table below.

Table 3.8: Coastal Arc Funding Requirement

	By 2008			2009-2011			2012-2016		
	SP	Other Public	Private	SP	Other Public	Private	SP	Other Public	Private
Victoria Harbour	6	2	10	8	4.5	20	-	-	70
Hartlepool Town Centre/Marina	2	1.8	6	2	2	6	4	-	6
Redcar Town Centre	1.1	43.8	18.1	2	10.4	16	8	0.2	13.5
Greater Eston	-	19.8	5	2	26.7	54.5	3.8	35.25	63.7
South Tees Strategy	1.5	6.75	2	3	0.5	35	3	0.3	12
Headland Revival	1	1	3	2	-	3	3	-	2
Rural Strategy	1.8	9.8	1.5	3	1.7	4.7	6	1.1	18.4
Hartlepool Education and Skills Quarter	0.1	-	-	3	32	2	-	-	-
Hartlepool Southern Business Zone	2	-	4	2	-	6	3	-	13
TOTAL	15.5	84.95	49.6	27	77.8	147.2	30.8	36.85	198.6

4. SUSTAINABLE COMMUNITIES

- 4.1. "Building Sustainable Communities in the Tees Valley" is being submitted to the Comprehensive Spending Review as a daughter document to the City Region Development Plan. The document is prepared by Tees Valley Living, a Housing Market Renewal (HMR) partnership established in 2003.
- 4.2. The Tees Valley City Regional Development Plan sets out the critical relationship between economic growth and restructuring the Tees Valley housing market to widen housing choice and tackle areas of housing market failure. One of the aims of the Government's Sustainable Communities Plan is to address low demand and abandonment, supported through the development of the Housing Market Renewal Pathfinder programme,
- 4.3. Within the Tees Valley there is currently a mismatch between household aspirations and the housing supply, which is impacting upon the sub – region's ability to attract and retain its population, particularly economically active higher skilled workers. The poor quality and choice of housing is resulting in out migration from inner urban areas to the suburbs and North Yorkshire, resulting in concentrations of deprivation and imbalanced housing markets. Rebalancing the Tees Valley housing market to meet aspirations will therefore play an important role in underpinning the City Region's economic performance.
- 4.4. £18 million of Housing Market Renewal Funding (HMRF) and a further £13.3 million of Strategic Housing Investment Pot (SHIP) funding, resulting in £31.3 million allocated towards housing market renewal activity in Tees Valley for the period 2006 – 2008. The HMRF allocation is £5 million less than anticipated and the original funding. Other public sector funding sources, including New Deal for Communities and the Housing Corporation, are also being utilised.
- 4.5. The current level of HMR resource will kick start a number of important renewal schemes although Hartlepool, Middlesbrough, Stockton and Redcar and Cleveland Councils have all identified a requirement for long-term investment in the clearance and redevelopment of obsolete housing. A number of the schemes identified by the Local Authorities are included as priorities for funding in Tees Valley Living's Housing Strategy (Parkfield, Greater Eston, North and West Central Hartlepool, Middlesbrough Older Housing, West Lane, Grove Hill, St Hilda's, North Ormesby).
- 4.6. Our strategy aims to create a network of sustainable communities. The table below highlights the minimum intervention we consider necessary to influence housing markets and begin to create conditions within which self-sustaining communities and neighbourhoods can evolve. The demolition of almost 5,500 houses in strategic locations and their replacement with more than 5,000 modern homes will change the character of the neighbourhoods affected. Increased confidence in a sustainable future will stimulate further improvement, which will be achieved by encouraging owner-occupiers and private landlords to invest in their property, encouragement coming in the form a limited amount of

grant for the more vulnerable households but principally by way of loans linked to the equity in the property.

Table 4.1: Tees Valley Housing Market Renewal Programme, 2006-16

	Sep 2006-08		2008-11		2011-16		Total	
	Units	Funding	Units	Funding	Units	Funding	Units	Funding
Acquisition	811	44,018,502	1254	69,634,500	1758	94,800,700	3823	208,453,702
Demolition	1950	6,921,725	1410	4,608,775	2080	9,590,570	5440	21,121,070
Improvement	433	4120000	1087	8,638,000	1188	4,832,000	2708	17,590,000
New Build	557		2066		2417		5040	
Private Leverage		85,259,202		185,211,597		184,100,995		454,571,794

4.7. The table provides what is at present an estimate of the cost of acquiring, demolishing and improving houses in the next 10 years. The objective is to minimise the amount of public funding required to support housing regeneration projects and to foster private sector investment over the longer term. Initially, there will be a need to continue to concentrate public funding on site assembly (acquisition, relocation assistance, demolition). Ultimately, as confidence in an area builds and land values improve, the role of the private sector in site assembly will increase, with public sector funds being employed in a more strategic way to:

- guarantee variety and quality in new housing;
- provide the means by which households can access owner-occupation;
- ensure an appropriate level of affordable housing; and
- deliver non-housing facilities.

4.8. The Table profiles the public funding that would be desirable to ensure the delivery of the programme. It covers the cost of acquisition, demolition and improvements to properties. The proposed programme can be successfully delivered with a continued annual commitment of £6.65 million from SHIP, supplemented by a reducing contribution from the Housing Market Renewal Fund. For the period 2008-11, a combined SHIP and HMR figure of £30 million would allow the momentum of change already generated to be maintained. Thereafter the requirement from HMR Fund will reduce.

4.9. As indicated above, private sector financial involvement will increase as public subsidy decreases. It is likely that the change in emphasis will begin to take place towards the end of the 2008-11 period. While the private sector takes a lead on site assembly and redevelopment, public involvement will increasingly be with home improvement and refurbishment to which there will need to be a continuing public commitment. As private finance increasingly substitutes for public in the matter of site assembly, public funding will need to be maintained at a level sufficient to enable large-scale improvement to be promoted. Ultimately, improving house condition and settled mixed income neighbourhoods will lead to a reduction in crime levels, the incidence of poor health, and low educational achievement, saving considerable sums from the public purse.

5. CONNECTIVITY

- 5.1. A modern and efficient transport infrastructure network is essential to realise the economic and social regeneration aspirations of the Tees Valley and to prevent a situation where the capacity and integrity of the transport system hinders the economic performance of the sub-region.
- 5.2. The first iteration of the CRDP identified three main barriers to growth in the Tees Valley arising from connectivity issues:
 - The need to improve external connectivity to the Tees Valley City Region;
 - The need to improve internal connectivity by public transport;
 - Concerns over potential capacity issues on the A19 and A66 in the near term.
- 5.3. The dispersed patterns of trip making and the lack of a single dominant commercial centre make it more difficult in the Tees Valley than it is elsewhere to create and sustain economically viable public transport networks. This has led to an over reliance on the use of the private car for many trips, over both short and long distances. In turn, this has led to an increasing congestion on the local and trunk road networks that will exacerbate and ultimately stifle economic growth.
- 5.4. The economic changes set out in this Plan mean that the Tees Valley in the next 10 years will undergo a period of significant change in the way in which transport demand and supply is distributed, in part as a result of changes to development and land use reflecting key corridors and areas of economic activity, and also due to changes in patterns of travel with a focus on key centres.
- 5.5. The challenge for the Tees Valley as it commences its regeneration cycle is to avoid or minimise the increase in private vehicle trips. We do not wish to see economic growth slowed or strangled by congestion. We wish to improve public transport at the start of the recovery to engender a virtuous cycle in which it is able to accommodate the anticipated increased demand to travel.
- 5.6. As a result, a number of core priorities have been developed to address the identified constraints, and in particular, to minimise the risks associated with increases in private vehicle trips:
 - Tees Valley Bus Network;
 - Tees Valley Rail Improvements;
 - Tees-Tyne Express;
 - A19(T)/A66(T)/A174(T) Development.

Each of these is now discussed in turn.

Tees Valley Bus Network

- 5.7. A recent review of the operation of the Tees Valley bus network has identified a variety of proposals encompassing the whole of the sub-region and is based on a stable hierarchical network approach and the development of high demand and quality links to key centres in particular. The review included options for:
- A network to maximise bus patronage whilst maintaining accessibility and social inclusion, with a cost neutral base option and costed, prioritised incremental improvements;
 - Infrastructure and bus priority improvements with an implementation strategy;
 - Priority routes for lowfloor buses;
 - Fare and ticketing improvements (and simplification);
 - Other marketing and information initiatives.
- 5.8. A specification for the top two tiers within the hierarchical structure ('Super Core' and 'Core' routes) has been agreed, and a series of specific infrastructure proposals has also been developed. The routes within these top two tiers of the hierarchy are concentrated on providing access to the main urban centres and other key destinations such as hospitals. The proposals will not only provide longer term stability within the Tees Valley bus network, but will offer a step change in public transport provision to the passenger in terms of frequency, reliability, quality and convenience, with a co-ordinated approach to public transport provision across the sub-region.
- 5.9. The scheme was identified as a regional priority for funding within the Regional Funding Allocation advice to Ministers submitted in January 2006, with a total of £33 million allocated for the proposals. This £33m has now been approved following the Government's response to the RFA in July, with 2009/10 shown as the first year of spend and the project anticipated for completion in 2012/13. Every effort is being made to bring forward expenditure on the bus network earlier than this date, either through the availability of RFA funding due to scheme slippage elsewhere in the Region or the use of other local contributions. An Outline Business Case to DfT will be submitted by the end of September, with a Full Business Case submitted by July 2007.

Tees Valley Rail Improvements

- 5.10. To complement the bus network improvements, which aim primarily to enhance access to local centres and key attractors, proposals have been developed by TVR for a sub-regional integrated public transport system that would create a high quality, fast and reliable solution to assist regeneration and help to avoid the transport problems that would otherwise arise as economic activity gathers pace.
- 5.11. Tees Valley Metro particularly focuses on enhanced sub-regional links, but the work undertaken to date has also identified wider benefits for the

heavy rail network and possible efficiencies on future committed infrastructure works.

5.12. The preferred option would deliver:

- A new sub-regional transit system for the Tees Valley, making more efficient use of the current rail and bus networks to better meet the travel needs over the next 20 years;
- Conversion of the Darlington to Saltburn heavy rail line to tram-train technology, resulting in increased frequency and higher quality of service;
- Investigation of a possible spur to Nunthorpe to serve East Cleveland;
- Five new stations along the route, serving key employment sites, major regeneration areas, Durham Tees Valley Airport, and possibly James Cook University Hospital;
- Supporting heavy rail service enhancements and high frequency bus services linking into the new system, together with an investigation of additional metro services providing an enhanced frequency of connection to Hartlepool;
- Capacity utilisation enhancements at Darlington and Eaglescliffe, allowing the consideration of additional national and regional passenger services for the Tees Valley, as well as providing for additional freight transport requirements

5.13. Discussions have been held with DfT, DfT Rail and Network Rail to move the project forward through an innovative funding mechanism that requires significantly lower subsidy in the long term. The aim is to use existing committed funding within the rail network to divert to Tees Valley Metro and allow capital to be raised to fund the infrastructure improvements.

5.14. The current capital cost estimate is £126.5m, with a funding gap of potentially just £20 - £50m if the innovative funding package utilising committed Network Rail funds is accepted. Irrespective of the proposed improvements, it appears that Network Rail are committed to spending £50 - 100m on the Tees Valley rail network over the next 12 years simply to maintain the existing operation, hence it is considered that the metro proposals represent far greater value for money for long term investment. An Outline Business Case to DfT and Network Rail will be submitted by the end of September, with a Full Business Case submitted by July 2007.

Tees-Tyne Express

5.15. The importance of enhanced connections between the Tees Valley and Tyne and Wear City Regions has long been recognised as an essential component of making the North East more competitive- and was identified in the Northern Way Growth Strategy, as well as the Regional Spatial Strategy. The proposals for a Tyne-Tees express are more long-term than those for the metro- indeed, the completion of the metro would act as a catalyst for the Tyne-Tees express because of the efficiency improvements that would be made to junctions at Bowesfield and Eaglescliffe. In fact,

these capacity improvements would allow scope for existing cross country services to be diverted along the Durham Coast.

- 5.16. Some feasibility work has been undertaken, but more work is needed to develop any detailed business case for the proposals. Overall, the initial feasibility work concludes that, for rail, enhancements to existing services appear to be most cost-effective and deliverable in the short term, albeit that they fail to deliver the sought-after "step change" in transport provision on their own. Enhancements to express bus services are also supported, albeit that they do tend to draw a proportion of their ridership from existing rail services as well as from the private car. Investment in measures to aid journey speed and reliability for these express buses is advocated.

A19(T)/A66(T)/A174(T) Development

- 5.17. Improvements to the strategic trunk road network within the Tees Valley were identified as priorities within the CRDP, and are critical to the successful delivery of this Plan. At the present time, the Government's development control policy will seek to examine each planning application on an individual basis and identify any necessary improvements that will be required to leave conditions on the trunk road in a "no worse off" condition at a point 15 years beyond the opening of the development. This can often lead to the requirement for improvements that cannot be financially supported by a development proposal with a relatively low initial land value. Although this policy is currently under review, there is therefore a need to adopt a more pragmatic approach to future development proposals on the strategic road network
- 5.18. A bid to Government was made in July 2006 under the Transport Innovation Fund (TIF) Congestion stream. The purpose of this bid is to take a co-ordinated view of the future transport needs in the Tees Valley in order to support the economic regeneration of the City Region. We aim to develop an action plan for multi-modal asset allocation of the primary transport networks that embraces demand management techniques as well as identifying essential supporting infrastructure improvements in public transport and the local road network. A decision on the TIF bid is anticipated in October 2006.
- 5.19. Even if the bid for TIF is unsuccessful, work will be undertaken in Autumn 2006 to determine the public transport improvements and likely secondary road network improvements, particularly in the Stockton/Middlesbrough area, that will be necessary to facilitate long-term development. The JSU, Stockton/Middlesbrough Initiative, NEA and the Highways Agency have already contributed £200k to undertake some initial work looking at these issues. At present, therefore, only a broad estimate can be made of the likely levels of funding required for the solutions to be developed through this work.
- 5.20. A multi-modal study of the A66(T) has already been undertaken for the single carriageway section of the route around Darlington, in partnership with the HA and regional bodies. The capacity of the A66 was shown by

the study to be a constraint on the economic growth of the western part of the Tees Valley. The Highways Agency have placed floorspace constraints on planning permissions for development. The submission from the Region for Regional Funding Allocations therefore recognised that, amongst schemes not yet designed and therefore not able to be programmed, the A66 Tees Valley Gateway Scheme was a priority.

- 5.21. The A66 Tees Valley Gateway Study emphasises the importance of removing the economic constraint that the single carriageway section creates, and the need to fund the recommended measures is of great importance. The cost of the recommended measures was estimated at £50m, and although this is clearly a longer term aspiration, detailed design works- perhaps costing £2.3m - will be required in the near future to move the scheme forward within the RFA process.

Table 5.1 Transport Projects: Funding Requirements

Source	Item	Funding by Financial Year									
		2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Local Transport Plan	Darlington	1.644	1.456	1.457	1.454	1.447					
	Hartlepool	1.204	1.162	1.144	1.122	1.094					
	Middlesbrough	2.120	1.879	1.881	1.878	1.870					
	Redcar & Cleveland	1.599	1.411	1.442	1.473	1.503					
	Stockton	2.134	1.892	2.033	2.184	2.345					
Regional Funding Allocation	Darlington ETC	6.000	5.500	0.600							
	North Middlesbrough	1.883	6.604	7.503							
	Bus Network Improvements				9.000	10.000	10.000	4.000			
Emerging Major Schemes	Tees Valley Metro		3.800	3.800	5.100	24.000	31.600	39.200	19.000		
	A66(T) Darlington			1.000	1.000		5.000	10.000	15.000	15.000	5.000
	A66(T)/A19(T)/A174(T) Study	0.300	0.100	1.000	1.000		3.000	7.000	12.500	12.500	5.000
	Tees Tyne Express						1.000	5.000	8.000		
Highways Agency	Long Newton GSJ		8.140								
	Surtees Bridge Renewal										
Network Rail	Tees Bridge										
	Albert Road Bridge										
	Darlington South Remodelling										
	Durham Coast Resignalling										
	South Tees Resignalling										
TOTAL		16.884	31.944	21.860	24.211	42.259	50.600	65.200	54.500	27.500	10.000

Notes:

- LTP funds are indicative allocations only for 2008/09 and beyond
- RFA funds are shown as outturn costs
- Tees Valley metro costs are shown as the capital cost of investment - it does not reflect the innovative funding mechanism being pursued with DfT and Network Rail that would significantly reduce these costs
- A66(T)/A19(T)/A174(T) costs are indicative only, pending completion of TIF Congestion work
- Tees Tyne Express costs reflect improvements to Durham Coast services and enhanced inter-urban bus connections
- No information is available at present on Network Rail costs, to follow in October

6. GREEN INFRASTRUCTURE

- 6.1. The usual definition of green infrastructure is along the lines of:

"A sub-regional network of protected sites, nature reserves, greenspaces, and greenway linkages. The linkages include river corridors and flood plains, migration routes and features of the landscape, which are of importance as wildlife corridors. Green infrastructure should provide for multi-functional uses (wildlife, recreational, cultural etc) that contribute to the high quality natural and built environment required for existing and new sustainable communities. It consists of both public and private assets, with and without public access, and in both urban and rural locations."

- 6.2. The importance of promoting "liveability"- raising the quality of places- as a means to improving overall economic performance has been recognised within the Government's Sustainable Communities Plan and the Northern Way. The provision of green infrastructure is recognised to make a major contribution to liveability issues. Ultimately, improving the liveability of places is key to attracting and retaining people to live in those areas.
- 6.3. Addressing green infrastructure issues is especially important in the Tees Valley given its importance in increasing investor confidence in town centres and the need to address issues of dereliction along the River Corridor- vital to the success of the Green-Blue Heart. The sheer amount of derelict land in the Tees Valley leaves a huge legacy- large-scale private investment will not be attracted unless the public sector makes efforts to remediate these areas.
- 6.4. A Tees Valley Green Infrastructure Steering Group has been established, partly at the instigation of One North East, in recognition of the opportunities for delivering a sub-region wide green infrastructure strategy in the Tees Valley. The Steering Group consists of the 5 local authorities, Tees Valley Regeneration, One North East, Wildlife Trusts, and the North East Community Forest.
- 6.5. A green infrastructure strategy for the Tees Valley should also add to:
- Enhanced land values through investment and improvement of green space;
 - encouraging high value, high quality development;
 - establishing the economic value of environmental investment; and
 - accessing resources through major funding regimes and helping to make the case for green infrastructure to be funded as a primary public investment on a similar basis to other essential services.
- 6.6. The Steering Group is in the process of developing a Green Infrastructure Strategy for the Tees Valley. The Strategy will identify strategic issues and key priorities, which it is hoped will act as a catalyst for new funding opportunities to emerge, and to put green infrastructure firmly on the agenda of major funding providers.

CABINET REPORT

9th October 2006



Report of: Director of Neighbourhood Services

Subject: GAMBLING ACT 2005

SUMMARY

1. PURPOSE OF REPORT

To advise and inform Cabinet of the proposed adoption of a Gambling Act Policy that details the principles the Council will apply when exercising its licensing functions under the Gambling Act 2005.

2. SUMMARY OF CONTENTS

Under the new Gambling Act, Hartlepool Borough Council will assume responsibility for the licensing of gambling premises with effect from September 2007.

One requirement of the Act is that licensing authorities publish a Gambling Policy detailing the principles that it proposes to apply when exercising its functions under the Act. This Policy must be reviewed every three years although it can be reviewed more frequently if considered necessary.

Licensing Committee has recommended the adoption of a Gambling Policy that contains a 'No Casino Resolution' whereby applications for casino premises licences will not be considered.

3. RELEVANCE TO CABINET

Proposed adoption of Policy detailing how the Council will carry out its functions under the Gambling Act 2005.

4. TYPE OF DECISION

Key Decision (test II)

5. DECISION MAKING ROUTE

Report to Council on 26th October 2006.

6. DECISION(S) REQUIRED

Cabinet is asked to approve the adoption of the draft Gambling Policy.

Report of: Director of Neighbourhood Services

Subject: GAMBLING ACT 2005

1. PURPOSE OF REPORT

- 1.1 To advise and inform Cabinet of the proposed adoption of a Gambling Act Policy that details the principles the Council will apply when exercising its licensing functions under the Gambling Act 2005.

2. BACKGROUND

- 2.1 The Gambling Act became law on 7th April 2005. Its purpose is to update and consolidate outdated legislation that controls gambling activities such as bingo, lotteries, slot machines, sports betting and casinos. The new law also addresses recent advances in gambling technology such as internet betting.
- 2.2 The Act is expected to take full effect on 1st September 2007 although much of the detail about its implementation, which will be contained in Regulations, has not yet been published.
- 2.3 The Act introduces a licensing framework for gambling activities, similar in many ways to the Licensing Act 2003. Licences will be required for gambling operators, premises being used for gambling activities and certain personnel responsible for overseeing gambling activities.
- 2.4 Unlike the Licensing Act however, local authorities will only be responsible for issuing premises licences. The newly established Gambling Commission will take responsibility for personal licences and operators.
- 2.5 There are five types of premises licence and a number of permits for additional activities. Premises licences will apply to: -
- Casino premises
 - Bingo premises
 - Betting premises, including tracks and premises used by betting intermediaries
 - Adult gaming centres (for category B, C and D machines) and
 - Family Entertainment Centres (for category C and D machines)
- 2.6 Additional permits will be required for the following purposes: -
- Occasional use notices or football pools authorisations
 - Temporary use notices
 - Permits for family entertainment centres
 - Authorisations for alcohol licensed premises

- Clubs and Miner's Welfare Institutes and Travelling Fairs
 - Permissions for prize gaming
 - Authorisations for private and non-commercial gaming and betting
- 2.7 As with the Licensing Act 2003, there are a number of licensing objectives that form the cornerstone of the new Act. The objectives are: -
- Preventing gambling being a source of, associated with, or supporting crime and disorder
 - Ensuring gambling is conducted in a fair and open manner
 - Protecting children and other vulnerable persons from being harmed or exploited by gambling
- 2.8 Applications for premises licences will be made to the local authority which must grant the application unless representations are received from either Responsible Authorities or Interested Parties.
- 2.9 In the event that a representation is received a hearing must be held before Members of a duly appointed sub-committee.
- 2.10 Once granted, licences may be reviewed following an application to the licensing authority from either Responsible Authorities or Interested Parties. The Gambling Act permits the licensing authority itself to initiate a review if, for example, it has particular concerns relating to the premises or has received complaints.
- 2.11 As the result of a review of a licence, a licensing authority may: -
- Revoke the licence;
 - Suspend the licence for a specified time; or
 - Exclude, add or amend a condition attached to the licence
- 2.12 Local Authorities are also required to publish a licensing policy detailing the principles that it proposes to apply when exercising its functions under the Act. This policy must be reviewed every three years although it can be reviewed more frequently if considered necessary.
- 2.13 The licensing policy must be approved and published no later than 3rd January 2007.
- 2.14 A draft policy has been prepared, based on a model published by the Local Authority Co-ordinating Body for Regulatory Services (LACORS).
- 2.15 This was considered by Licensing Committee on 28th June 2006 and again, following extensive public and trade consultation, on 20th September 2006.

3. ISSUES FOR CONSIDERATION

- 3.1 Hartlepool Borough Council will assume responsibility for the licensing of gambling premises in September 2007. Prior to this a licensing policy must be published detailing the principles the Council will apply when exercising its licensing functions under the Gambling Act.
- 3.2 The Licensing Committee has recommended the adoption of a gambling policy as detailed in Appendix I.
- 3.3 The Licensing Committee has also recommended that the gambling policy contains a resolution that no casino premises licences will be issued by the authority. 'No Casino Resolutions' are expressly permitted by virtue of s166 of the Gambling Act.
- 3.4 Formal adoption of the gambling policy is a non-executive function and it is proposed that this matter will be taken to full Council in October 2006.

4. RECOMMENDATIONS

- 4.1 The Cabinet is recommended to consider and endorse the draft Gambling Policy as detailed in Appendix I.



HARTLEPOOL BOROUGH COUNCIL

GAMBLING ACT 2005 POLICY

STATEMENT OF PRINCIPLES

JANUARY 2007

Gambling Act 2005**Contents**

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PART A**1. INTRODUCTION**

The Gambling Act 2005 ("The 2005 Act") has provided for a new regime for regulating gambling and betting which will be introduced throughout the United Kingdom from 1 September 2007.

Hartlepool Borough Council ("The Council") along with other Local Licensing Authorities, is required, under the 2005 Act, to licence premises where gambling will take place. The Council is also required to licence certain other activities (such as registering small society lotteries). This document sets out how we intend to approach this task.

Licensing authorities are required by the Gambling Act 2005 to publish a statement of the principles that they propose to apply when exercising their functions. This statement must be published at least every three years. The statement must also be reviewed from "time to time" and any amended parts re-consulted upon. The statement must be then re-published.

Hartlepool Borough Council consulted widely in relation to this statement before finalising its content. Full details of the consultation are detailed at **Appendix A** to this document.

The policy was approved at a meeting of the Full Council on X date and was published via our website on x date. Copies were placed in the public libraries of the area as well as being available in the Civic Centre.

Should you have any comments about this policy statement please send them via e-mail or letter to the following address:

Licensing Team
Hartlepool Borough Council
Civic Centre
Hartlepool
TS24 8AY

Tel: 01429 523354

E mail: licensing@hartlepool.gov.uk:

It should be noted that this policy statement will not override the right of any person to make an application, make representations about an application, or apply for a review of a licence, as each will be considered on its own merits and according to the statutory requirements of the Gambling Act 2005.

2. THE LICENSING OBJECTIVES

In exercising most of their functions under the Gambling Act 2005, licensing authorities must have regard to the licensing objectives as set out in section 1 of the Act. The licensing objectives are:

- **Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime**
- **Ensuring that gambling is conducted in a fair and open way**
- **Protecting children and other vulnerable persons from being harmed or exploited by gambling**

It should be noted that the Gambling Commission has stated: “The requirement in relation to children is explicitly to protect them from being harmed or exploited by gambling”.

This licensing authority is aware that, as per Section 153, in making decisions about premises licences and temporary use notices it should aim to permit the use of premises for gambling in so far as it thinks it:

- in accordance with any relevant code of practice issued by the Gambling Commission
- in accordance with any relevant guidance issued by the Gambling Commission
- reasonably consistent with the licensing objectives and
- in accordance with the authority’s statement of licensing policy

3. BACKGROUND

Hartlepool is situated on the North East coast of England. The Borough consists of the town of Hartlepool and a number of small outlying villages. The total area of the Borough is 9,390 hectares.

Hartlepool is a unitary authority, providing a full range of services. It adjoins Easington District Council to the north, Sedgefield District Council to the west and Stockton on Tees Borough Council to the south. The residential population is 90,161 of which ethnic minorities comprise 1.2% (2001 census).

4. DECLARATION

In producing the final statement, this licensing authority declares that it has had regard to the licensing objectives of the Gambling Act 2005, the guidance issued by the Gambling Commission, and any responses from those consulted on the statement.

5. RESPONSIBLE AUTHORITIES

The licensing authority is required by regulations to state the principles it will apply in exercising its powers under Section 157(h) of the Act to designate, in writing, a body which is competent to advise the authority about the protection of children from harm. The principles are:

- the need for the body to be responsible for an area covering the whole of the licensing authority's area; and
- the need for the body to be answerable to democratically elected persons, rather than any particular vested interest group.

In accordance with the suggestion in the Gambling Commission's Guidance for local authorities, this authority designates the Local Safeguarding Children Board for this purpose.

The contact details of all the Responsible Authorities under the Gambling Act 2005 are available via the Council's website at: www.hartlepool.gov.uk/licensing

6. INTERESTED PARTIES

Interested parties can make representations about licence applications, or apply for a review of an existing licence. These parties are defined in the Gambling Act 2005 as follows:

"For the purposes of this Part a person is an interested party in relation to an application for or in respect of a premises licence if, in the opinion of the licensing authority which issues the licence or to which the application is made, the person-

- a) lives sufficiently close to the premises to be likely to be affected by the authorised activities,
- b) has business interests that might be affected by the authorised activities, or
- c) represents persons who satisfy paragraph (a) or (b)"

The licensing authority is required by regulations to state the principles it will apply in exercising its powers under the Gambling Act 2005 to determine whether a person is an interested party. The principles are:

Each case will be decided upon its merits. This authority will not apply a rigid rule to its decision making. It will consider the examples of considerations provided in the Gambling Commission's Guidance for local authorities at 8.14 and 8.15. It will

also consider the Gambling Commission's Guidance that "business interests" should be given the widest possible interpretation and include partnerships, charities, faith groups and medical practices.

The Gambling Commission has recommended that the licensing authority states that interested parties include trade associations and trade unions, and residents' and tenants' associations (Gambling Commission Guidance for local authorities 8.17). This authority will not however generally view these bodies as interested parties unless they have a member who can be classed as an interested person under the terms of the Gambling Act 2005 i.e. lives sufficiently close to the premises to be likely to be affected by the activities being applied for.

Interested parties can be persons who are democratically elected such as councillors and MPs. No specific evidence of being asked to represent an interested person will be required so long as the councillor / MP represents the ward likely to be affected. Likewise, parish councils likely to be affected, will be considered to be interested parties. Other than these however, this authority will generally require written evidence that a person/body (e.g. an advocate / relative) 'represents' someone who either lives sufficiently close to the premises to be likely to be affected by the authorised activities and/or has business interests that might be affected by the authorised activities. A letter from one of these persons, requesting the representation is sufficient.

A councillor may represent the views of individuals provided he/she is not a Member of the Licensing Committee dealing with the licence application. If there are any doubts then please contact the licensing department.

7. EXCHANGE OF INFORMATION

Licensing authorities are required to include in their statements the principles to be applied by the authority in exercising the functions under sections 29 and 30 of the Act with respect to the exchange of information between it and the Gambling Commission, and the functions under section 350 of the Act with the respect to the exchange of information between it and the other persons listed in Schedule 6 to the Act.

The principle that this licensing authority applies is that it will act in accordance with the provisions of the Gambling Act 2005 in its exchange of information which includes the provision that the Data Protection Act 1998 will not be contravened. The licensing authority will also have regard to any Guidance issued by the Gambling Commission to local authorities on this matter when it is published, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Gambling Act 2005.

8. ENFORCEMENT

Licensing authorities are required by regulation under the Gambling Act 2005 to state the principles to be applied by the authority in exercising the functions under Part 15 of the Act with respect to the inspection of premises; and the powers under section 346 of the Act to institute criminal proceedings in respect of the offences specified.

This licensing authority's principles are that:

It will be guided by the Gambling Commission's Guidance for local authorities will endeavour to be:

- Proportionate: regulators should only intervene when necessary: remedies should be appropriate to the risk posed, and costs identified and minimised;
- Accountable: regulators must be able to justify decisions, and be subject to public scrutiny;
- Consistent: rules and standards must be joined up and implemented fairly;
- Transparent: regulators should be open, and keep regulations simple and user friendly; and
- Targeted: regulation should be focused on the problem, and minimise side effects.

As per the Gambling Commission's Guidance for local authorities this licensing authority will endeavour to avoid duplication with other regulatory regimes so far as possible.

This licensing authority will also, as recommended by the Gambling Commission's Guidance for local authorities, adopt a risk-based inspection programme. Whilst the Gambling Commission's Guidance suggests that the criteria the authority will utilise in this respect are included in this statement, this has not been possible. At the time of writing the Gambling Commission has not published its risk criteria, nor are regulations such as mandatory / default conditions published, nor Codes of Practice.

The main enforcement and compliance role for this licensing authority in terms of the Gambling Act 2005 will be to ensure compliance with the premises licences and other permissions which it authorises. The Gambling Commission will be the enforcement body for the operating and personal licences. It is also worth noting that concerns about manufacture, supply or repair of gaming machines will not be dealt with by the licensing authority but will be notified to the Gambling Commission.

This licensing authority will also keep itself informed of developments as regards

the work of the Better Regulation Executive in its consideration of the regulatory functions of local authorities.

Bearing in mind the principle of transparency, this licensing authority's enforcement/compliance protocols/written agreements will be available upon request to the licensing department. Our risk methodology will also be available upon request.

9. LICENSING AUTHORITY FUNCTIONS

Licensing Authorities are required under the Act to:

- Be responsible for the licensing of premises where gambling activities are to take place by issuing *Premises Licences*
- Issue *Provisional Statements*
- Regulate *members' clubs* and *miners' welfare institutes* who wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits
- Issue *Club Machine Permits* to *Commercial Clubs*
- Grant permits for the use of certain lower stake gaming machines at *unlicensed Family Entertainment Centres*
- Receive notifications from alcohol licensed premises (under the Licensing Act 2003) for the use of two or fewer gaming machines
- Issue *Licensed Premises Gaming Machine Permits* for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where there are more than two machines
- Register *small society lotteries* below prescribed thresholds
- Issue *Prize Gaming Permits*
- Receive and Endorse *Temporary Use Notices*
- Receive *Occasional Use Notices*
- Provide information to the Gambling Commission regarding details of licences issued (see section above on 'information exchange')
- Maintain registers of the permits and licences that are issued under these functions

It should be noted that local licensing authorities will not be involved in licensing remote gambling at all. This will fall to the Gambling Commission via operating licences.

PART B PREMISES LICENCES

1. GENERAL PRINCIPLES

Premises licences will be subject to the requirements set out in the Gambling Act 2005 and regulations, as well as specific mandatory and default conditions which will be detailed in regulations issued by the Secretary of State. Licensing authorities are able to exclude default conditions and also attach others, where it is believed to be appropriate.

This licensing authority is aware that in making decisions about premises licences it should aim to permit the use of premises for gambling in so far as it thinks it:

- in accordance with any relevant code of practice issued by the Gambling Commission;
- in accordance with any relevant guidance issued by the Gambling Commission ;
- reasonably consistent with the licensing objectives; and
- in accordance with the authority's statement of gambling policy.

It is appreciated that as per the Gambling Commission's Guidance for local authorities "moral objections to gambling are not a valid reason to reject applications for premises licences" and also that unmet demand is not a criterion for a licensing authority.

Definition of "premises" - Premises is defined in the Act as "any place". Different premises licences cannot apply in respect of a single premises at different times. However, it is possible for a single building to be subject to more than one premises licence, provided they are for different parts of the building and the different parts of the building can be reasonably regarded as being different premises. Whether different parts of a building can properly be regarded as being separate premises will always be a question of fact in the circumstances. However, the Gambling Commission does not consider that areas of a building that are artificially or temporarily separate can be properly regarded as different premises.

This licensing authority takes particular note of the Gambling Commission's Guidance for local authorities which states that:

- licensing authorities should take particular care in considering applications for multiple licences for a building and those relating to a discrete part of a building used for other (non-gambling) purposes. In particular they should be aware that entrances and exits from parts of a building covered by one or

more licences should be separate and identifiable so that the separation of different premises is not compromised and that people do not 'drift' into a gambling area.

- Licensing authorities should pay particular attention to applications where access to the licensed premises is through other premises (which themselves may be licensed or unlicensed). Clearly, there will be specific issues that authorities should consider before granting such applications, for example, whether children can gain access; compatibility of the two establishments; and ability to comply with the requirements of the Act. But, in addition an overriding consideration should be whether, taken as a whole, the co-location of the licensed premises with other facilities has the effect of creating an arrangement that otherwise would, or should, be prohibited under the Act.

It should also be noted that an applicant cannot obtain a full premises licence until the premises in which it is proposed to offer the gambling are constructed. The Gambling Commission has advised that reference to "the premises" are to the premises in which gambling may now take place. Thus a licence to use premises for gambling will only be issued in relation to premises that are ready to be used for gambling. This authority agrees with the Gambling Commission that it is a question of fact and degree whether premises are finished to a degree that they can be considered for a premises licence. The Gambling Commission emphasises that requiring the building to be complete ensures that the authority can, if necessary, inspect it fully, as can other responsible authorities with inspection rights.

Location - This licensing authority is aware that demand issues cannot be considered with regard to the location of premises but that considerations in terms of the licensing objectives can. As per the Gambling Commission's Guidance for local authorities, this authority will pay particular attention to the protection of children and vulnerable persons from being harmed or exploited by gambling, as well as issues of crime and disorder. This licensing authority shall expect any licence applicant to give due consideration to any areas sensitive in relation to children. It should be noted that any such policy does not preclude any application being made and each application will be decided on its merits, with the onus upon the applicant showing how potential concerns can be overcome.

Duplication with other regulatory regimes - This licensing authority will seek to avoid any duplication with other statutory / regulatory systems where possible, including planning. This authority will not consider whether a licence application is likely to be awarded planning permission or building regulations approval, in its consideration of it. It will though, listen to, and consider carefully, any concerns about conditions which are not able to be met by licensees due to planning restrictions, should such a situation arise.

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Licensing objectives - Premises licences granted must be reasonably consistent with the licensing objectives. With regard to these objectives, this licensing authority has considered the Gambling Commission's Guidance to local authorities and some comments are made below.

Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime - This licensing authority is aware that the Gambling Commission will be taking a leading role in preventing gambling from being a source of crime. The Gambling Commission's Guidance does however envisage that licensing authorities should pay attention to the proposed location of gambling premises in terms of this licensing objective. Thus, where an area has known high levels of organised crime this authority will consider carefully whether gambling premises are suitable to be located there and whether conditions may be suitable such as the provision of door supervisors. This licensing authority is aware of the distinction between disorder and nuisance and will consider factors such as whether police assistance was required and how threatening the behaviour was to those who could see it, so as to make that distinction. Issues of nuisance cannot be addressed via the Gambling Act provisions.

Ensuring that gambling is conducted in a fair and open way - This licensing authority has noted that the Gambling Commission has stated that it would generally not expect licensing authorities to become concerned with ensuring that gambling is conducted in a fair and open way as this will be addressed via operating and personal licences.

Protecting children and other vulnerable persons from being harmed or exploited by gambling - This licensing authority has noted the Gambling Commission's Guidance for local authorities states that this objective means preventing children from taking part in gambling (as well as restriction of advertising so that gambling products are not aimed at or are, particularly attractive to children). The licensing authority will therefore consider, as suggested in the Gambling Commission's Guidance, whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances / machines, segregation of areas etc.

This licensing authority will also make itself aware of the Codes of Practice which the Gambling Commission issues as regards this licensing objective, in relation to specific premises such as casinos.

As regards the term "vulnerable persons" it is noted that the Gambling Commission is not seeking to offer a definition but states that "it will for regulatory purposes assume that this group includes people who gamble more than they want to; people who gambling beyond their means; and people who may not be able to make informed or balanced decisions about gambling due to a mental

Appendix 1

impairment, alcohol or drugs.” This licensing authority will consider this licensing objective on a case by case basis. Should a practical definition prove possible in future then this policy statement will be updated with it, by way of a revision.

Conditions - Any conditions attached to licences will be proportionate and will be:

- relevant to the need to make the proposed building suitable as a gambling facility;
- directly related to the premises and the type of licence applied for;
- fairly and reasonably related to the scale and type of premises; and
- reasonable in all other respects.

Decisions upon individual conditions will be made on a case by case basis, although there will be a number of measures this licensing authority will consider utilising should there be a perceived need, such as the use of supervisors, appropriate signage for adult only areas etc. There are specific comments made in this regard under some of the licence types below. This licensing authority will also expect the licence applicant to offer his/her own suggestions as to way in which the licensing objectives can be met effectively.

This licensing authority will also consider specific measures which may be required for buildings which are subject to multiple premises licences. Such measures may include the supervision of entrances; segregation of gambling from non-gambling areas frequented by children; and the supervision of gaming machines in non-adult gambling specific premises in order to pursue the licensing objectives. These matters are in accordance with the Gambling Commission's Guidance.

This authority will also ensure that where category C or above machines are on offer in premises to which children are admitted:

- all such machines are located in an area of the premises which is separated from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance;
- only adults are admitted to the area where these machines are located;
- access to the area where the machines are located is supervised;
- the area where these machines are located is arranged so that it can be observed by the staff or the licence holder; and
- at the entrance to and inside any such areas there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.

These considerations will apply to premises including buildings where multiple premises licences are applicable.

This licensing authority is aware that tracks may be subject to one or more than one premises licence, provided each licence relates to a specified area of the

track. As per the Gambling Commission's Guidance, this licensing authority will consider the impact upon the third licensing objective and the need to ensure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

It is noted that there are conditions that the licensing authority cannot attach to premises licences which are:

- any condition on the premises licence that makes it impossible to comply with an operating licence condition;
- conditions relating to gaming machine categories, numbers, or method of operation;
- conditions which provide that membership of a club or body be required (the Gambling Act 2005 specifically removes the membership requirement for casino and bingo clubs and this provision prevents it being reinstated; and
- conditions in relation to stakes, fees, winning or prizes.

Door Supervisors - The Gambling Commission advises in its Guidance for local authorities that licensing authorities may consider whether there is a need for door supervisors in terms of the licensing objectives of protection of children and vulnerable persons from being harmed or exploited by gambling, and also in terms of preventing premises becoming a source of crime. This licensing authority may detail specific requirements for door supervisors working at casinos or bingo premises. This is in recognition of the nature of the work in terms of searching individuals, dealing with potentially aggressive persons, etc.

For premises other than casinos and bingo premises, operators and licensing authorities may decide that supervision of entrances / machines is appropriate for particular cases but it will need to be decided whether these need to be SIA licensed or not. It will not be automatically assumed that they need to be.

2. ADULT GAMING CENTRES

This licensing authority will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to, for example, ensure that under 18 year olds do not have access to the premises.

This licensing authority will expect applicants to offer their own measures to meet the licensing objectives however appropriate measures / licence conditions may cover issues such as:

- Proof of Age schemes
- CCTV
- Door Supervisors

- Supervision of entrances/ machine areas
- Physical separation of areas
- Location of entry
- Notices / Signage
- Specific Opening Hours

The list, however, is not exhaustive and applicants are recommended to consider the licensing objectives very carefully when applying for an Adult Gaming Centre.

3. (LICENSED) FAMILY ENTERTAINMENT CENTRES

This licensing authority will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority, for example, that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machine areas.

This licensing authority will expect applicants to offer their own measures to meet the licensing objectives however appropriate measures / licence conditions may cover issues such as:

- CCTV
- Supervision of entrances / machine areas
- Physical separation of areas
- Location of entry
- Notices / signage
- Specific opening hours
- Self-barring schemes
- Provision of information leaflets / helpline numbers for organisations such as GamCare.
- Measures / training for staff on how to deal with suspected truant school children on the premises

This list is not mandatory, nor exhaustive, and is merely indicative of example measures.

This licensing authority will, as per the Gambling Commission's guidance, refer to the Commission's website to see any conditions that apply to operating licences covering the way in which the area containing the category C machines should be delineated. This licensing authority will also make itself aware of any mandatory or default conditions on these premises licences, when they have been published.

4. CASINOS

Hartlepool Borough Council has resolved **not** to issue casino premises licences. This resolution shall have effect from the 31st January 2007 and shall remain effective for three years or until it is revoked by a further resolution.

5. BINGO PREMISES

This licensing authority notes that the Gambling Commission's Guidance states:

18.4 - It is important that if children are allowed to enter premises licensed for bingo that they do not participate in gambling, other than on category D machines. Where category C or above machines are available in premises to which children are admitted licensing authorities should ensure that:

- all such machines are located in an area of the premises separate from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance;
- only adults are admitted to the area where the machines are located;
- access to the area where the machines are located is supervised;
- the area where the machines are located is arranged so that it can be observed by staff of the operator or the licence holder; and
- at the entrance to, and inside any such area there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.

This licensing authority is also aware that the Gambling Commission is going to issue further guidance about the particular issues that licensing authorities should take into account in relation to the suitability and layout of bingo premises. This guidance will be considered by this licensing authority once it is made available.

6. BETTING PREMISES

Betting machines - This licensing authority will, as per the Gambling Commission's Guidance, take into account the size of the premises, the number of counter positions available for person-to-person transactions, and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer.

7. TRACKS

This licensing authority is aware that tracks may be subject to one or more than one premises licence, provided each licence relates to a specified area of the track. As per the Gambling Commission's Guidance, this licensing authority will

especially consider the impact upon the third licensing objective (i.e. the protection of children and vulnerable persons from being harmed or exploited by gambling) and the need to ensure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

This authority will therefore expect the premises licence applicant to demonstrate suitable measures to ensure that children do not have access to adult only gaming facilities. It is noted that children and young persons will be permitted to enter track areas where facilities for betting are provided on days when dog-racing and/or horse racing takes place, but that they are still prevented from entering areas where gaming machines (other than category D machines) are provided.

This licensing authority will expect applicants to offer their own measures to meet the licensing objectives however appropriate measures / licence conditions may cover issues such as:

- Proof of age schemes
- CCTV
- Supervision of entrances / machine areas
- Physical separation of areas
- The location of gaming machines
- Location of entry
- Notices / signage
- Specific opening hours
- Self-barring schemes
- Provision of information leaflets / helpline numbers for organisations such as GamCare

This list is not mandatory, nor exhaustive, and is merely indicative of example measures.

Gaming machines. Further guidance from the Gambling Commission is awaited as regards where such machines may be located on tracks and any special considerations that should apply in relation, for example, to supervision of the machines and preventing children from playing them. This licensing authority notes the Commission's Guidance that licensing authorities therefore need to consider the location of gaming machines at tracks, and applications for track premises licences will need to demonstrate that, where the applicant holds a pool betting operating licence and is going to use his entitlement to four gaming machines, these machines are located in areas from which children are excluded. Children and young persons are not prohibited from playing category D gaming machines on a track.

Betting machines - This licensing authority will, as per the Gambling Commission's Guidance, take into account the size of the premises and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer. It will also take note of the Gambling Commission's suggestion that licensing authorities will want to consider restricting the number and location of such machines in respect of applications for track betting premises licences.

Condition on rules being displayed - The Gambling Commission has advised in its Guidance for local authorities that "...licensing authorities should attach a condition to track premises licences requiring the track operator to ensure that the rules are prominently displayed in or near the betting areas, or that other measures are taken to ensure that they are made available to the public. For example, the rules could be printed in the race-card or made available in leaflet form from the track office."

Applications and plans - This licensing authority awaits regulations setting-out any specific requirements for applications for premises licences but is in accordance with the Gambling Commission's suggestion "To ensure that licensing authorities gain a proper understanding of what they are being asked to license they should, in their licensing policies, set out the information that they will require, which should include detailed plans for the racetrack itself and the area that will be used for temporary "on-course" betting facilities (often known as the "betting ring") and in the case of dog tracks and horse racecourses fixed and mobile pool betting facilities operated by the Tote or track operator, as well as any other proposed gambling facilities." and that "Plans should make clear what is being sought for authorisation under the track betting premises licence and what, if any, other areas are to be subject to a separate application for a different type of premises licence."

This licensing authority also notes that in the Commission's view, it would be preferable for all self-contained premises operated by off-course betting operators on track to be the subject of separate premises licences, to ensure that there is clarity between the respective responsibilities of the track operator and the off-course betting operator running a self-contained unit on the premises.

8. TRAVELLING FAIRS

It will fall to this licensing authority to decide whether, where category D machines and / or equal chance prize gaming without a permit is to be made available for use at travelling fairs, the statutory requirement that the facilities for gambling amount to no more than an ancillary amusement at the fair is met.

The licensing authority will also consider whether the applicant falls within the

statutory definition of a travelling fair.

It has been noted that the 27-day statutory maximum for the land being used as a fair, is per calendar year, and that it applies to the piece of land on which the fairs are held, regardless of whether it is the same or different travelling fairs occupying the land. This licensing authority will work with its neighbouring authorities to ensure that land which crosses our boundaries is monitored so that the statutory limits are not exceeded.

9. PROVISIONAL STATEMENTS

This licensing authority notes the Guidance for the Gambling Commission which states that "It is a question of fact and degree whether premises are finished to a degree that they can be considered for a premises licence" and that "Requiring the building to be complete ensures that the authority could, if necessary, inspect it fully".

In terms of representations about premises licence applications, following the grant of a provisional statement, no further representations from relevant authorities or interested parties can be taken into account unless they concern matters which could not have been addressed at the provisional statement stage, or they reflect a change in the applicant's circumstances. In addition, the authority may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters:

- (a) which could not have been raised by objectors at the provisional licence stage; or
- (b) which is in the authority's opinion reflect a change in the operator's circumstances.

This authority has noted the Gambling Commission's Guidance that "A licensing authority should not take into account irrelevant matters.... One example of an irrelevant matter would be the likelihood of the applicant obtaining planning permission or building regulations approval for the proposal."

10. REVIEWS

Requests for a review of a premises licence can be made by interested parties or responsible authorities, however, it is for the licensing authority to decide whether the review is to be carried-out. This will be on the basis of whether the request for the review is relevant to the matters listed below, as well as consideration as to whether the request is frivolous, vexatious, will certainly not cause this authority to wish to alter/revoke/suspend the licence, or whether it is substantially the same as previous representations or requests for review: -

- in accordance with any relevant code of practice issued by the Gambling Commission;
- in accordance with any relevant guidance issued by the Gambling Commission;
- reasonably consistent with the licensing objectives; and
- in accordance with the authority's statement of licensing policy.

The licensing authority can also initiate a review of a licence on the basis of any reason which it thinks is appropriate. Licensing Authority officers may be involved in the initial investigations of complaints leading to a review, or may try informal mediation or dispute resolution before a full review is conducted. Unlike the Licensing Act 2003, the Licensing Authority may review Premises Licences in its own right on the basis of any reason it thinks is appropriate.

NB The Gambling Commission will be a responsible authority in premises licence reviews.

PART C
Permits / Temporary & Occasional Use Notice

**1. Unlicensed Family Entertainment Centre gaming machine permits
(Statement of Principles on Permits - Schedule 10 paragraph 7)**

Where a premises does not hold a premises licence but wishes to provide gaming machines, it may apply to the licensing authority for this permit. It should be noted that the applicant must show that the premises will be wholly or mainly used for making gaming machines available for use (Section 238).

The Gambling Act 2005 states that a licensing authority may prepare a *statement of principles* that they propose to consider in determining the suitability of an applicant for a permit and in preparing this statement, and/or considering applications, it need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Commission under section 25. The Gambling Commission's Guidance for local authorities also states: "In their three year licensing policy statement, licensing authorities may include a statement of principles that they propose to apply when exercising their functions in considering applications for permits...., licensing authorities will want to give weight to child protection issues." (24.6)

Guidance also states: "...An application for a permit may be granted only if the licensing authority is satisfied that the premises will be used as an unlicensed FEC, and if the chief officer of police has been consulted on the application....Licensing authorities might wish to consider asking applicants to demonstrate:

- a full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs;
- that the applicant has no relevant convictions (those that are set out in Schedule 7 of the Act; and
- that staff are trained to have a full understanding of the maximum stakes and prizes. (24.7)

It should be noted that a licensing authority cannot attach conditions to this type of permit.

Statement of Principles: This licensing authority will expect the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations. The efficiency of such policies and procedures will each be considered on their merits, however, they may include appropriate measures / training for staff as regards suspected truant school children on the premises, measures / training covering how staff would deal with unsupervised

very young children being on the premises, or children causing perceived problems on / around the premises. This licensing authority will also expect, as per Gambling Commission Guidance, that applicants demonstrate a full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs; that the applicant has no relevant convictions (those that are set out in Schedule 7 of the Act); and that staff are trained to have a full understanding of the maximum stakes and prizes.

2. (Alcohol) Licensed premises gaming machine permits - (Schedule 13 paragraph 4(1))

There is provision in the Act for premises licensed to sell alcohol for consumption on the premises, to automatically have 2 gaming machines, of categories C and/or D. The premises merely need to notify the licensing authority. The licensing authority can remove the automatic authorisation in respect of any particular premises if:

- provision of the machines is not reasonably consistent with the pursuit of the licensing objectives;
- gaming has taken place on the premises that breaches a condition of section 282 of the Gambling Act (i.e. that written notice has been provided to the licensing authority, that a fee has been provided and that any relevant code of practice issued by the Gambling Commission about the location and operation of the machine has been complied with);
- the premises are mainly used for gaming; or
- an offence under the Gambling Act has been committed on the premises.

If a premises wishes to have more than 2 machines, then it needs to apply for a permit and the licensing authority must consider that application based upon the licensing objectives, any guidance issued by the Gambling Commission issued under Section 25 of the Gambling Act 2005, and “*such matters as they think relevant.*” This licensing authority considers that “such matters” will be decided on a case by case basis but generally there will be regard to the need to protect children and vulnerable persons from harmed or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machines. Measures which will satisfy the authority that there will be no access may include the adult machines being in sight of the bar, or in the sight of staff who will monitor that the machines are not being used by those under 18. Notices and signage may also be help. As regards the protection of vulnerable persons applicants may wish to consider the provision of information leaflets / helpline numbers for organisations such as GamCare.

It is recognised that some alcohol licensed premises may apply for a premises licence for their non-alcohol licensed areas. Any such application would most

likely need to be applied for, and dealt with as an Adult Gaming Centre premises licence.

It should be noted that the licensing authority can decide to grant the application with a smaller number of machines and/or a different category of machines than that applied for. Conditions (other than these) cannot be attached.

It should also be noted that the holder of a permit must comply with any Code of Practice issued by the Gambling Commission about the location and operation of the machine.

3. Prize Gaming Permits - (Statement of Principles on Permits - Schedule 14 paragraph 8 (3))

The Gambling Act 2005 states that a licensing authority may “prepare a statement of principles that they propose to apply in exercising their functions under this Schedule” which “may, in particular, specify matters that the licensing authority propose to consider in determining the suitability of the applicant for a permit”.

This licensing authority has prepared a Statement of Principles which is that the applicant should set out the types of gaming that he or she is intending to offer and that the applicant should be able to demonstrate:

- (a) that they understand the limits to stakes and prizes that are set out in Regulations; and
- (b) that the gaming offered is within the law .

In making its decision on an application for this permit the licensing authority does not need to have regard to the licensing objectives but must have regard to any Gambling Commission guidance.

It should be noted that there are conditions in the Gambling Act 2005 by which the permit holder must comply, but that the licensing authority cannot attach conditions. The conditions in the Act are:

- the limits on participation fees, as set out in regulations, must be complied with;
- all chances to participate in the gaming must be allocated on the premises on which the gaming is taking place and on one day; the game must be played and completed on the day the chances are allocated; and the result of the game must be made public in the premises on the day that it is played;
- the prize for which the game is played must not exceed the amount set out in regulations (if a money prize), or the prescribed value (if non-monetary prize); and

- participation in the gaming must not entitle the player to take part in any other gambling.

4. Club Gaming and Club Machines Permits

Members Clubs and Miners' welfare institutes (but not Commercial Clubs) may apply for a Club Gaming Permit or a Clubs Gaming machines permit. The Club Gaming Permit will enable the premises to provide gaming machines (3 machines of categories B, C or D), equal chance gaming and games of chance as set-out in forthcoming regulations. A Club Gaming machine permit will enable the premises to provide gaming machines (3 machines of categories B, C or D).

Gambling Commission Guidance states: "Members clubs must have at least 25 members and be established and conducted "wholly or mainly" for purposes other than gaming, unless the gaming is permitted by separate regulations. It is anticipated that this will cover bridge and whist clubs, which will replicate the position under the Gaming Act 1968. A members' club must be permanent in nature, not established to make commercial profit, and controlled by its members equally. Examples include working men's clubs, branches of Royal British Legion and clubs with political affiliations."

The Commission Guidance also notes that "licensing authorities may only refuse an application on the grounds that:

- (a) the applicant does not fulfil the requirements for a members' or commercial club or miners' welfare institute and therefore is not entitled to receive the type of permit for which it has applied;
- (b) the applicant's premises are used wholly or mainly by children and/or young persons;
- (c) an offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities;
- (d) a permit held by the applicant has been cancelled in the previous ten years;
- or
- (e) an objection has been lodged by the Commission or the police.

There is also a 'fast-track' procedure available under the Act for premises that hold a Club Premises Certificate under the Licensing Act 2003 (Schedule 12 paragraph 10). As the Gambling Commission's Guidance for local authorities states: "Under the fast-track procedure there is no opportunity for objections to be made by the Commission or the police, and the ground upon which an authority can refuse a permit are reduced." and "The grounds on which an application under the process may be refused are:

- (a) that the club is established primarily for gaming, other than gaming prescribed under schedule 12;

- (b) that in addition to the prescribed gaming, the applicant provides facilities for other gaming; or
- (c) that a club gaming permit or club machine permit issued to the applicant in the last ten years has been cancelled.

There are statutory conditions on club gaming permits that no child uses a category B or C machine on the premises and that the holder complies with any relevant provision of a code of practice about the location and operation of gaming machines.

5. Temporary Use Notices

There are a number of statutory limits as regards temporary use notices. Gambling Commission Guidance is noted that "The meaning of "premises" in part 8 of the Act is discussed in Part 7 of this guidance. As with "premises", the definition of "a set of premises" will be a question of fact in the particular circumstances of each notice that is given. In the Act "premises" is defined as including "any place". In considering whether a place falls within the definition of "a set of premises", licensing authorities will need to look at, amongst other things, the ownership/occupation and control of the premises...This is a new permission and licensing authorities should be ready to object to notices where it appears that their effect would be to permit regular gambling in a place that could be described as one set of premises."

6. Occasional Use Notices

The licensing authority has very little discretion as regards these notices aside from ensuring that the statutory limit of 8 days in a calendar year is not exceeded. This licensing authority will though consider the definition of a 'track' and whether the applicant is permitted to avail him/herself of the notice.

PART D**SUMMARY OF LICENSING AUTHORITY DELEGATIONS PERMITTED UNDER
THE GAMBLING ACT**

Matter to be dealt with	Full Council	Sub-Committee of Licensing Committee	Officers
Final approval of three year licensing policy	X		
Policy not to permit casinos	X		
Fee setting (when appropriate)		X	
Application for premises licence		Where representations have been received and not withdrawn	Where no representations received/representati ons have been withdrawn
Application for a variation to a licence		Where representations have been received and not withdrawn	Where no representations received/representati ons have been withdrawn
Application for a transfer of a licence		Where representations have been received from the Commission	Where no representations received from the Commission
Application for a provisional statement		Where representations have been received and not withdrawn	Where no representations received/representati ons have been withdrawn
Review of a premises licence		X	
Application for club gaming/club machine permits		Where objections have been made (and not withdrawn)	Where no objections made/objections have been withdrawn
Cancellation of club gaming/club machine permits		X	
Applications for other permits			X
Cancellation of licensed premises gaming machine permits			X
Consideration of temporary use notice			X
Decision to give a counter notice to a temporary use notice		X	

CONTACT DETAILS/ADVICE & GUIDANCE

Further details regarding the licensing application process, including application forms can be obtained from:

The Licensing Team
Hartlepool Borough Council
Civic Centre
Victoria Road
Hartlepool
TS24 8AY

Tel No: 01429 523354
Fax No: 01429 523308
Email: licensing@hartlepool.gov.uk
Web Site: www.hartlepool.gov.uk/licensing

CONSULTATION

The following organisations were consulted prior to the publication of this Gambling Policy. Consultation was carried out between 3rd July 2006 and 31st August 2006.

Local licensed premises
Local premises engaged in gambling activities
Local Parish Councils
Local Licensing Solicitors
GAMCARE
Gamblers Anonymous
National Institute for Health and Clinical Excellence
Mencap
Sompriti
The Salvation Army
Hartlepool Mencap
Hartlepool CAB
Hartlepool Magistrates Court
Hartlepool Primary Care Trust
Association of British Bookmakers
The Bingo Association
Remote Gambling Association
Responsibility in Gambling Trust
BACTA
British Pub and Beer Association
NSPCC
National Association of Local Councils
Working Men's Club and Institute Union
Federation of Licensed Victuallers Association
Hartlepool Licensees Association
Internet Gambling, Gaming and Betting Association
Camerons Brewery
Rubicon Pastimes
Mason Organisation Limited
Arthur Turner Limited
Ladbrokes Betting & Gaming Limited
All Responsible Authorities detailed under the Gambling Act

CABINET REPORT

9th October 2006



Report of: The Head of Community Safety and Prevention

Subject: HARTLEPOOL ALCOHOL HARM REDUCTION STRATEGY

SUMMARY

1.0 PURPOSE OF REPORT

- 1.1 This report provides information on the progress and development of Hartlepool Alcohol Strategy 2006 – 2009. It also seeks approval for an Invest to Save Bid to attract funding to address and expand the local response to alcohol issues and service developments.

2. SUMMARY OF CONTENTS

- 2.1 Contained in the report is information on progress in terms of development and implementation of Hartlepool Alcohol Harm Reduction Strategy. Hartlepool's Strategy was produced as a response to the Governments requirement for local strategies and the growing local concern particularly in regard to alcohol related crime, anti social behaviour and the culture of binge drinking.
- 2.2 The Strategy reflects a number of streams of work in progress addressing alcohol many of them cross cutting and the action plans within the Strategy illustrate activity linked to the four strategic objectives of:
- Children and Young People
 - Healthier Communities
 - Safer and Stronger Communities
 - Economic Development and Enterprise
- 2.3 In addition the report seeks approval for the submission of an Invest to Save bid to round 9 of the Inclusive Communities Budget which is currently being prepared with key partners prior to endorsement by the LSP and submission by the 27th October.

3.0 RELEVANCE TO CABINET

- 3.1 Alcohol causes significant problems in terms of crime, anti-social behaviour and health which the multi agency Strategy and action plans seek to tackle thereby addressing local issues and concerns.
- 3.2 The Invest to Save Bid is a partnership bid which will allow an expansion in the ability to address a range of alcohol related concerns

4.0 TYPE OF DECISION

- 4.1 Non-key

5.0 DECISION MAKING ROUTE

- 5.1 Cabinet Meeting 9th October 2006

6.0 DECISION(S) REQUIRED

- 6.1 To receive and comment if appropriate on Hartlepool Alcohol Harm Reduction Strategy and note the associated action plans which illustrate the range of programmes, initiatives and aspirations to tackle alcohol issues.
- 6.2 To approve the submission of an Invest to Save Bid and receive further information detail at a future meeting

Report of: The Head of Community Safety and Prevention

Subject: HARTLEPOOL ALCOHOL HARM REDUCTION STRATEGY

1. PURPOSE OF REPORT

- 1.1 This report provides information on the progress and development of Hartlepool Alcohol Strategy 2006 – 2009. It also seeks approval for an Invest to Save Bid to attract funding to address and expand the local response to alcohol issues and service developments.

2. BACKGROUND

- 2.1 In response to the Government's requirement for local Alcohol Strategies and following discussion through a number of forums including the investigation into Alcohol and Young People conducted by Adult and Community Services and Health Scrutiny during 2005, there was a recognition of need for an overarching strategic framework to deal with alcohol issues.
- 2.2 Following receipt of the Scrutiny report at Cabinet on 24th October 2005, Members agreed with the recommendation that the Mayor as Chair of Safer Hartlepool Partnership lead on the development of the town's Alcohol Strategy, as work was already underway.
- 2.3 From September 2005 onwards by means of mapping provision, a needs assessment followed by consultation events during October the outline Strategy was produced (Appendix 1). After circulation for further comment, this document was presented and agreed at Safer Hartlepool Partnership Executive on 1st February with an instruction for further work to develop action plans and programmes. The Strategy document was also presented to the Safer Hartlepool Partnership on 28th June 2006.
- 2.4 The Strategy aims to reduce the negative impact of alcohol on those who live or work in Hartlepool or visit the town, by providing a strategic direction and framework. This is further strengthened through action plans (Appendix 2) developed within existing or new forums and networks that focus on a specific element or area of alcohol-related concern.
- 2.5 The Strategy has general information and analysis of the limited activity and baseline statistics available at this time and has four key themes or strategic objectives which have been matched to four cross-cutting areas of the Hartlepool LAA as follows:

Strategic Objective	Aim
Children and Young People	To reduce underage drinking and challenge the prevailing culture of binge drinking
Healthier Communities	To provide treatment services and support to tackle misuse of alcohol as experienced by individuals, their families and carers
Safer and Stronger Communities	To develop effective multi agency interventions to tackle alcohol related crime, focussing both on enforcement and the underlying reasons for alcohol misuse
Economic development and Enterprise	To ensure that Hartlepool is a safe and enjoyable place to live, work or visit

2.6 A Working Group of lead agencies have formed and will meet at least quarterly in the short term. As the development of programmes and action plans are in hand through a variety of task groups the group agreed their role would be that of coordinating the information, monitoring progress, considering gaps and seeking means to address those gaps and provide a comprehensive response.

2.7 From that Working group Champions for the four strategic objectives were identified and have responsibility to communicate between the Working group and the appropriate networks providing updates on activity and progress as well as alerting Working Group of issues and gaps. They are:

Children and Young People:
Lorraine Hollis, HYPED Young People Service

Healthier Communities:
Peter Price, Director of Public Health PCT

Safer and Stronger Communities:
Steve Ashman, District Commander

Economic Development and Enterprise:
Ian Harrison, HBC Public Protection

2.8 Unlike the National Drug Strategy there are no additional or dedicated monies available to implement alcohol programmes but despite this there is considerable work underway in Hartlepool making full use partnership working and joint initiatives.

- 2.9 Some examples contained within the action plans include:-
- Peer education programmes to ensure that young people receive accurate information about harm caused by alcohol
 - Support programmes in primary schools and emotional resilience programmes for children affected by parental substance misuse
 - Environmental modifications to manage the night time economy
 - Diversionary activities to disperse groups congregating and obstructing areas, and reduce harassment and perceived intimidation

3. RESOURCES

- 3.1 Obviously each area of interest could do more with additional monies but there is a major issue in regard to treatment and engaging with targeted groups such as individuals in the criminal justice system. The Community Drug Centre do not have the facilities nor capacity to offer alcohol treatments but have completed assessments and can offer basic counselling however they now have a waiting list in excess of 100 individuals.
- 3.2 Recently officers became aware of an opportunity to bid to round 9 of the Inclusive Communities Invest to Save budget. Priorities for this round are the third sector role in delivering public services and building fairer communities, projects that deliver cash releasing efficiencies, projects that address the priorities in the Local Area Agreement and Community Strategy and are additional or complimentary to those funded by statutory agencies.
- 3.3 Potentially there could be up to £800,000 revenue funding over 3 years and a partnership application is being considered with the independent sector. If successful Hartlepool would commission services covering support within police custody suite and Accident and Emergency to identify and triage individuals with alcohol issues, train and raise awareness for GP's, health and other front line services to advise/refer to services, increase staff and capacity to offer brief interventions including counselling, social and psychiatric interventions, and develop a specialist intervention for those most chaotic drinkers.
- 3.4 Any application would need to be endorsed by the Local Strategic Partnership with submission by 27th October.

4. RECOMMENDATIONS

Members are asked to:

- 4.1 Note the development and comment if appropriate on Hartlepool Alcohol Harm Reduction Strategy and action plans which illustrate the programmes, initiatives and aspirations associated with tackling alcohol issues.
- 4.2 Approve the submission of the Invest to Save Bid, with further information presented at future meetings

CONTACT OFFICERS: Chris Hart, Planning and Commissioning Manager

Alison Mawson, Head of Community Safety and Prevention

Background Papers

Final Report – Investigation into ‘Alcohol Abuse and Young People’ – Adult and Community Services and Health Scrutiny Forum 23rd August 2005

Cabinet Minutes and Decision Record 24th October 2005

Safer Hartlepool Partnership Executive – 1st February 2006

Safer Hartlepool Partnership – 28th June 2006

HARTLEPOOL'S ALCOHOL HARM REDUCTION STRATEGY 2006 - 2009

Acknowledgements

Members of the integrated Safer Hartlepool Partnership

Hartlepool PCT

Hartlepool NHS Trust

Cleveland Police

Local Authority

- Social Services
- Housing
- Community Services
- Public Protection
- Local Education Authority

Retailers and Business Community

SureStart

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- Economic Development and Enterprise

Implementation and Review

Safer Hartlepool Partnership

Statement of Intent

"Hartlepool Alcohol Strategy will provide the strategic direction for reducing alcohol related harm to those who live, work in or visit Hartlepool"

The Alcohol Strategy for Hartlepool aims to reduce the negative impact of alcohol on those who live or work in Hartlepool, or visit the town, by providing the strategic direction to local services that will enable them to develop imaginative plans of action that engage all sectors of the community and challenge emerging concerns about excessive drinking.

The successful implementation of the strategy will be measured by monitoring 3 key performance indicators:

- Reduced numbers of alcohol related deaths
- Reduced numbers of alcohol related anti-social behaviour incidents
- Reduced numbers of violent crime and criminal damage which is alcohol related

In addition to these existing measures we would also aspire to collect the following data and include them as key indicators of progress:

- Number of adults entering treatment for alcohol related illness
- Number of young people entering treatment, support or structured programmes of care for alcohol problems

We would also look to develop indicators to measure progress towards achieving Models of Care for alcohol misusers.

Executive Summary

This report sets out Hartlepool's 3 year strategy for tackling the harms and costs of alcohol misuse across the borough. It will be reviewed annually by the Safer Hartlepool Partnership and implemented by an annual business plan which will be developed and supported by local partners. The aim of this strategy is to increase quality of life by responding to the spirit of the Governments "Alcohol Harm Reduction Strategy for England" (2004). It also provides a collective response from partner agencies as to how they intend to prevent any further increase in alcohol related harm in Hartlepool.

It is intended that the plans that result from this document will ensure that alcohol harm reduction becomes a key feature of all programmes that affect the safety, health and well being of Hartlepool's residents.

It is recognised that most of the people in Hartlepool enjoy alcohol without causing harm to themselves and others. However for the minority who misuse alcohol, this can have a significantly negative effect on their health, their families and their local society.

Introduction

In response to the growing problems of alcohol misuse, the government launched a new national strategy "Alcohol Harm Reduction for England" in 2004. It has 4 key themes which match the 4 cross cutting areas of the Local Area Agreement framework as shown below.

Key Theme of National Strategy	Corresponding LAA Area
Improved and targeted education and communication	Children and Young People
Better identification and treatment of alcohol problems	Healthier Communities
Better co-ordination and enforcement of existing powers against crime and disorder	Safer and Stronger Communities
Encouraging the industry to promote sensible drinking and reduce harm	Economic Development and Enterprise

The publication of the national strategy was a clear call that action but will only lead to change if it is supported at a local

level and it is this local support that is pledged in this strategy. The successful implementation of the local strategy will depend upon a whole systems approach being adopted and co-ordinated.

This strategy is the beginning of an ambitious plan of action, which will inevitably depend to a significant extent on the availability of new resources. The national alcohol strategy, unlike the national drug strategy, does not come with large amounts of new money. This strategy is written recognising that while there are opportunities to work more effectively within existing resources, additional investment is required to improve and develop services.

Background: the national context

The National Alcohol Harm Reduction Strategy, (2004) estimated that alcohol misuse currently costs society £20 billion per year. This is £407 for each resident, or £38 million to the population of Hartlepool.

The annual cost of alcohol misuse nationally includes:

- 1.2 million incidents of alcohol-related violence
- 70% of domestic violence
- 80,000 incidents of drink-driving
- 49% of victims of violent crime thought their attacker had been drinking

Alcohol is thought to be a causal factor in:

- 15% of all deaths
- 26% of drownings
- 39% of all deaths in fires
- 65% of murders
- 75% of stabbings.

Health

Alcohol related illness is thought to cost the NHS:

- £90 million worth of GP appointments and about the same again for other primary care
- £180 million worth of alcohol services
- £780 million on outpatients' appointments
- £900 million on Accident and Emergency (A & E) department attendance
- Three times as many deaths from alcohol as from illegal drugs.

In addition to the harm reduction strategy, the government also published their white paper 'Choose health' in 2004, which encouraged individuals to take more personal responsibility for their health. In relation to alcohol, the government promised to:

- Invest to improve NHS services tackling alcohol problems at an early stage.
- Training for health professionals to identify the early signs of problem drinking.
- Piloting screening and brief interventions in primary care, hospitals and A & E; also similar in criminal Justice settings.
- A programme to improve alcohol services based on an audit of need and the Models of Care framework

Models of care for alcohol misusers

The National Treatment Agency (NTA) produced a draft Models of Care for alcohol misuse in April 2005. This is intended as an optimum local framework for commissioning and the provision of interventions and treatment for adult alcohol misusers. Four tiers of treatment are envisaged:

- Tier 1: screening, brief advice and referral for hazardous and harmful drinkers, best provided in non alcohol specialist settings
- Tier 2: open access services to reduce alcohol related harm, assessment and referral services for hazardous and harmful drinkers who have not responded to brief advice
- Tier 3: community based, care planned treatment for moderately dependent drinkers
- Tier 4: residential/inpatient care planned treatment for severely dependent drinkers.

Finally an important national driver of alcohol policy continues to be reduction of crime. The most visible areas are alcohol-related disorder and antisocial behaviour in towns and cities at night and underage drinking. Also important are drink driving and domestic violence. The government has pledged to:

- Reduce drink problems in town centres by making more use of existing legislation on fixed penalties.
- New voluntary code of practice and joint funding with the alcohol industry.

- Pilot arrest referral schemes for repeat alcohol offences.
- Tackle underage drinking by greater enforcement of current laws, better information and provision alternatives.

Local context and strategic analysis

In addition to the national drivers it is obviously important to identify local need. An investigation by Adult and Community Services and Health Scrutiny Forum involving a number of key agencies concluded with a report and series of recommendations in August 2005. Following on from this and building on work begun by Safer Hartlepool Partnership in September 2005, an initial needs assessment exercise was undertaken by interviewing all relevant services in Hartlepool and also by examining supportive documentation. This identified some innovative work as well as the inevitable gaps in services. One important feature was the lack of statistical data available which meant that it was often difficult to evidence trends and support conclusions. This is an important gap in the strategy because it means that the strategy will have relatively few, if any, baselines to work from.

The needs assessment was followed in October 2005 with a consultation exercise and developmental workshop with interested organisations contributing and informing the eventual content of the Strategy.

Local context and strategic analysis: children and young people

Concerns about under age drinking, particularly the relationship with violence and anti-social behaviour were priority factors in this need assessment. Nationally, young people are known to be drinking more and at younger ages, and while we have no comparable statistics for Hartlepool, many of the people we interviewed felt that this was also the case locally and expressed particular concern about young women's drinking and their preference for stronger drinks. Concerns were also expressed about local availability of alcohol to young people, at pocket money prices, and national and local marketing strategies. The local Added Power and Understanding in Sex Education (APAUSE) data, covering year 11 in Hartlepool schools in 2003 / 4 suggests that young people in Hartlepool have less difficulty in getting alcohol from home than do their peers in other parts of the country.

All Hartlepool primary schools will undertake alcohol education as part of the national healthy schools program and this is on target to achieve all national goals. Half of all primary schools will have achieved the healthy schools standard by the end of the year and all primary schools will be working towards achieving this by 2009. There is a strong emphasis on training in Personal Social and Health Education (PSHE) including joint work with school nurses. Secondary schools will cover alcohol in education in science and will do other work especially if they are aspiring to have the national healthy schools standard. 70% of secondary schools and 30% of primary schools will have at least one teacher with PSHE certificate by the end of

this year. Additional support to secondary schools is given by the Tees wide drug education team.

Research conducted by Hartlepool Youth Service in January to February 2005 asked young people attending youth clubs to estimate the amount they drink and the results found that approximately 25% - 30% of respondents were drinking alcohol at higher than sensible limits. About 25% were regularly drinking in pubs or clubs and most of these would be under age. Importantly the reasons most young people drank were very similar to adults, as were the things they got out of it, and only a very small minority, less than 5%, were drinking for risky reasons. Also importantly, 70% said they would still drink if they were offered other things to do, suggesting that merely offering alternatives to drinking is unlikely to be a positive strategy on its own.

Trained staff were thought to be a priority and Hartlepool has made a good start in this via a multi agency training programme for workers in contact with young people coordinated by Hartlepool Youth Service. This includes a day's training on alcohol.

The "Straight Line" project is a partnership program of education for 10 to 17 year olds who have been stopped by the Police for an alcohol related matter. This program fits well with national priorities and is currently seeking funding to continue. It should be noted that although all those completing the program rated it positively and stayed out of trouble, this represents only 21% of the initial referrals in 6 months. The initiative will continue to benefit from careful evaluation.

Treatment for children and young people with alcohol problems is provided by HYPED at tiers 1, 2 and 3. The provision is sufficient to meet demand, although the staff require additional specialist training in providing alcohol interventions. HYPED run a peer education project ('OUT THERE'), which aims to recruit and train 40 peer educators per year. This project could be expanded to link with the work of youth service, which is also involved in peer led work.

Concern about underage drinkers and crime, particularly in the town centre was a recurring theme in the needs assessment but little hard evidence exists to confirm the size and nature of this problem. The little evidence there is points to young adults aged 18 to 30, particularly males, as the main group involved in alcohol related crime rather than under 18s. Convictions for under-18s for drunk and disorderly offences have dropped steadily from 33 in 1996 to just 7 in 2003.

Parental education was thought to be an important priority and there is no organisation in Hartlepool who deliver this as their main mission, although Parents In Need of Support (PINS) will give support.

Finally, it was felt that although children and young people were an important part of the strategy, this was a whole community issue and the young should not be demonised.

Healthier Communities

Most of the national drivers of alcohol policy are health related but unfortunately have not yet been accompanied by the release of any significant amounts of new money. This makes the improvement of local services to tackle alcohol related ill health very difficult for partners, particularly given the Primary Care Trust's (PCT) large modernization agenda. This may or may not be further complicated by any PCT reconfiguration or reorganisation

Alcohol misuse causes or is associated with a wide array physical and psychological health problems. Alcohol misuse significantly contributes to cancer, vascular diseases, mental illness, and accidents. As a population we are drinking more and more often and there is particular concern in women's drinking, which has risen by half in the last 15 years.

Alcohol Consumption in Hartlepool

People in the north of England have traditionally drunk more alcohol than the rest of the country and this pattern continues. The former Tees Health Authority undertook a lifestyles study in 2000 which gives useful information on levels of drinking in Hartlepool. At this time 89.6% of males aged over 16 and 79.9% of females were current drinkers. The proportions of

people exceeding the recommended limits for weekly drinking in Hartlepool were 14.2% of male's aged 16 to 24 and 3.7% of females.

In women the excessive drinkers were all aged under 54 where as in men the peak ages were 16 - 24 and 55 - 64. Approximately 3/4 of men and approximately 2/3 of women under 44 reported binge drinking. Hartlepool's population also has a higher level of binge drinking than the national figure. A synthetic estimate of binge drinking for the three years 2001 - 2003 showed 24.9% of Hartlepool's population to be binge drinkers compared to the national figure of 17.9% (binge drinking = 8 or more units for men and 6 or more units for women, Office for National Statistics (ONS), 2004).

Data for the northern region, using the governments limits for binge drinking found that 41.6% of the population of the northern region were binge drinking. The mean number of alcohol units per week was 12 and that 22.2% of people in the region drank more than the sensible weekly limit.

Identification and Treatment

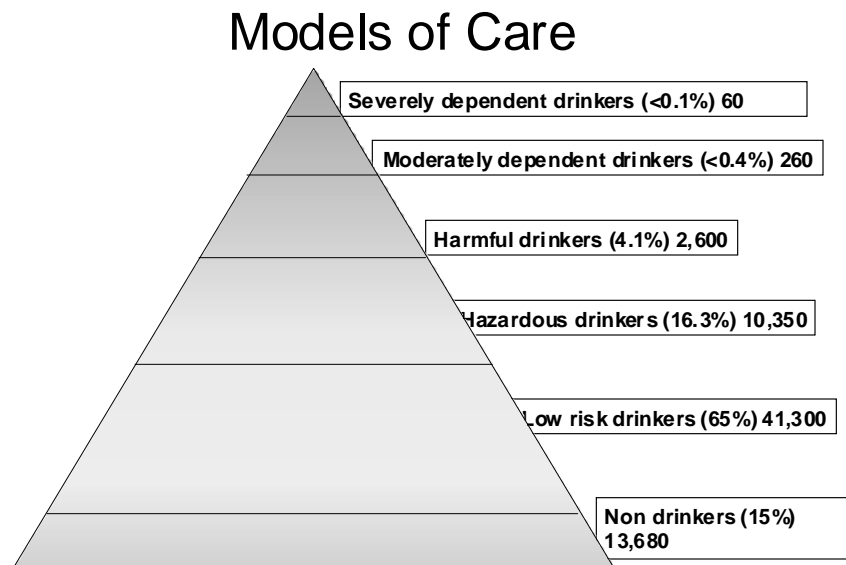
Nationally, specialist provision for alcohol problems is acknowledged to be inadequate. This is also the case in Hartlepool, where all respondents in the needs assessment felt that specialist services for adults were inadequate to meet need, although for services for children were thought to be sufficient. There are ten counselling places at Hartlepool Community Drug Centre (Whitby Street) and currently 50 people on the waiting list. This centre also runs the occasional self help group and provides access to complimentary

therapies. However Hartlepool Community Drug Centre's funding via the Drug Action Team is for people with illegal drug use problems and the minimal services they provide for people with drink problems receive no funding. There are also services run by community groups: there are Alcoholics Anonymous meetings in the town and Mind runs several courses that are relevant to people with drink problems. As a result of the lack of specialist services, people with drink problems are commonly referred back to their GPs and about a third of practices in the town will provide a community detoxification service. PINS will support parents, and children can access social services groups if they come to the attention of this agency.

Part of the problem of improving services is lack of local data on alcohol related illness. The PCT recently calculated data on years of life lost from various causes and found that 44 years of life were lost per 10,000 males and 26.1 years of life per 10,000 females from alcohol related causes. Both are significantly higher than the national figures (31.4 and 15.2).

Age standardised death rates for alcohol are also significantly higher for Hartlepool residents than for England as a whole (13.7 compared with 8.5). Hartlepool has the highest rate of alcohol deaths in Cleveland (ONS, 2000 / 3) and the northern region has the second highest rate in England and Wales. However the PCT has calculated that reducing the mortality rate to the England rate would only increase life expectancy in Hartlepool by 0.1 years, which makes it a lower priority than tackling other preventable causes of death such as circulatory disease, cancers, accidents and lung cancer.

As described earlier the draft Models of Care for Alcohol Misusers, April 2005, is an optimum framework for commissioning the treatment for adult alcohol misusers. Based on national rates, which are likely to be lower than the picture in Hartlepool, judging by other health statistics, the models of care framework would suggest the following numbers of people in Hartlepool require help with alcohol misuse:



It is clear that local facilities fall far short of those outlined in models of care. In particular:

- Hartlepool Community Drugs Centre can give little help because its funding focus is for illegal drug users.
- There are no in patient beds or any tier 4 provision of any kind.
- There are no brief interventions.
- There is not enough counselling.
- There is nothing specifically for families of people with drink problems (e.g. AL-ANON or AL-ATEEN).
- There are no staff with a specific alcohol responsibility.
- There are no staff specifically trained in alcohol therapies.

The Tees Valley Joint Strategy Unit gave data on people entering treatment in Hartlepool with alcohol as their primary drug. This data indicates that services got worse in 2004 / 5 in comparison with the previous year. For example in 2004 / 5 42% of primary alcohol users were classified as "No appropriate treatment available" compared to 17% in the previous year. This figure will have been influenced by changes to the national monitoring process and a reconfiguration of addictive behaviour services which had to focus on achieving drug targets

Accident and Emergency

Hartlepool's Accident and Emergency department is very concerned about the impact of alcohol abuse on their service. National research suggests that 40% of A & E admissions, rising to 70% at peak times are alcohol related (Alcohol Harm Reduction Strategy for England, 2004). In Hartlepool it was estimated that people with drink problems made up approximately 20% of the work load rising to 90% on Friday, Saturday and Sunday nights. It was thought to be a much

greater problem than illegal drugs but unfortunately, the nature and number of alcohol related admissions are not systematically recorded. Patients that are drunk are verbally and physically abusive, demanding and difficult to deal with. They also take up emergency beds as they are not safe to discharge. The A & E department were concerned that there was no speedy resource within the community where they could refer people with drink problems. They had previously had a Primary Alcohol and Drug Service (PADS) project and would like this or community alternative reinstated. Through the task group established to reduce violence in the town centre partners piloted an initiative with a mobile A & E facility in Hartlepool town centre with the aim of reducing the number of drinkers who turned up at the hospital. Although the first experiment had not proved worth while in terms of numbers using the service, it was a useful exercise in terms of fostering local partnerships, especially with the Police, and may be worth developing in different ways.

Safer and Stronger Communities

The misuse of alcohol is closely linked to crime, disorder and anti-social behaviour and now here is this better demonstrated than in the Town Centre area on a Friday and Saturday night. Disturbance in a public place and disturbance in and around licensed premises make up 70% of reported incidents in the town centre area. In 2004 there were 350 incidents in the town centre area involving 290 victims of whom 69% were in the age group 16 to 29 and 205 of these (70%) thought their assailant was under the influence. Violent offences are heavily weighted towards the weekend with peak hours between 23:00 – 03:00. The most significant age group involved is not surprisingly 18 – 25 year olds.

Comparison on previous years figures would appear to indicate that violent crime in Hartlepool is rising and accounts for 21% of all crime however this should be seen in relation to changes to the Police National Crime Recording Standard and recording criteria. In a six month period October 04 – March 05, 1170 violent offences were recorded of which 44% were committed under the influence of alcohol.

Under the auspices of the Safer Hartlepool Partnership a 'Violence in the Town Centre' task group has been established to identify how agencies can work more effectively to address the problem. A range of initiatives are underway including targeted Police operations, improved taxi management and working with Licensees. They will also introduce a media and publicity campaign promoting safe drinking.

A key element of any strategy is the effective use of Policing and it is clear that the additional officers required to deal with town Centre disorder puts local resources under considerable pressure at key times. Not only is it challenging to maintain order in the 'hot spot' areas but the concentration of effort undermines the service that can be offered to other parts of the town.

As such it was identified that although an effective policing strategy is required to deal with alcohol misuse, an approach that relies on enforcement alone is unlikely to be successful or sustainable.

Consultees recognised the need to challenge the culture of excessive and binge drinking and the need to get 'safe drinking' messages across to both young people and their parents. Equally attention needs to be given to the underage alcohol sales from retail outlets and the need to discourage licensed premises from encouraging excessive consumption through cheap drinks and special promotions.

Information from the Anti-social Behaviour Team drew attention to underage young people gathering in public places. This is a daily occurrence and can involve as many as 150 young people some of whom may be drinking. This is very intimidating for local residents, presents considerable challenges to agencies trying to disperse gatherings and at the very least litter and broken glass are consistent problems.

Specific attention was drawn to the part alcohol plays in domestic violence. From April to October 2005 over a quarter of the 1684 incidents recorded were clearly linked to alcohol

misuse. Not surprisingly the highest incidence is concentrated around weekends with anecdotal evidence pointing to one or both parties having been drinking in the town centre prior to the incident.

Economic Development and Enterprise

Over 90% of adults drink alcohol and it is widely associated with pleasure, leisure and relaxation. The total value of the British drinks market exceeds £30 billion and generates 1 million jobs. Alcohol plays a key role in tourism and leisure industries. Excise duties generate about £7 billion per year for the exchequer.

In Hartlepool there are approximately 120 pubs, 60 clubs (social and nightclubs) and 100 off licences. It is estimated that there are 1200 jobs in the town in the pub trade and approximately 750 in licensed restaurants. Hartlepool has a Licensees Association (HLA) with a growing membership of 40 - 50 licensees. They have regular meetings with the Police and the Council.

HLA feel that the Police don't have sufficient resources to enable them to enforce with the most problematic drinkers, and would like to see on the spot fines. HLA also feels that other agencies are not active as could be when the main abuses are happening late at night. HLA had some concern that recent A & E Outreach Pilot was "patching people up to go back into bars". There was also some concern about wide spread use of cocaine this perception is not confirmed by drug treatment or police figures. HLA also raised issues in connection with violence and concern that many weekend drinkers get drunk at home before entering licensed premises.

Licensing

As a result of the Licensing Act 2003 the Local Authority has had responsibility for licensing clubs, pubs and takeaways from November 2005. They recognise that certain types of licensed premises may have a detrimental effect on those who live nearby and will seek to balance the needs of residents and local business. In granting licenses they will have to take into account the provisions of the Crime and Disorder Act 1998 and have regard to the likely effect of the exercise of their functions on crime and disorder.

For example, the Local Authority has introduced a 'special policy area' covering York, Victoria and Park Road based on evidence of crime disorder and nuisance from Cleveland Police. This requires applicants for licences within the special policy area to demonstrate that the operation of their business will not add to the cumulative impact already being experienced in this area. This goes some way to addressing the needs of nearby residential areas and was achieved without adverse comment from existing licensees.

In recognition of these significant changes in practice the Licensing Authority have had the foresight to commission a baseline study that will allow for an objective appraisal of the impact of the new arrangements on the night time economy.

There was considerable debate about the responsibility of the licence trade in relation to paying for the costs of alcohol related violence and disorder. The relationship between

licensees and operational police officers was thought to be improving especially with members of the HLA. The priorities

for action were very similar to those put forward under the Safer Stronger Communities Section namely:

- A responsible pricing and promotions policy by licensees.
- Enforcement of regulations in relation to sales including off licenses.
- Parental obligations.

As with all other aspects of the strategy, there was a lack of data to support future initiatives.

Hartlepool's Response to Implementing Local Change: Strategic Objectives

Children and Young People

Target Group - Young people and their families

Aim: to reduce underage drinking and challenge the prevailing culture of binge drinking.

High Level Objectives:

- To support the National Healthy Schools Programme in Hartlepool and ensure that it achieves national targets.
- To ensure that all secondary schools provide a programme of alcohol education which relates to the needs of pupils.
- To ensure that all those staff working with young people are confident and skilled in addressing alcohol issues. This will be achieved through staff training and continuous professional development.
- To establish a system of information sharing between organisations that will provide early identification of alcohol problems experienced by young people and their families.
- Introduce an information campaign aimed at parents to encourage sensible drinking in the home and particularly to alert them to the dangers of young people having access to alcohol at home, also to the dangers of binge drinking.

- To continue to fund the Straight Line Project subject to continued positive evaluation.
- To develop an alcohol awareness network for all those who work with young people, linked to current initiatives.
- To ensure that HYPED staff receive training in delivering alcohol treatment interventions to young people.
- To review the diversion from court schemes to ensure that young people with drink problems are picked up by a relevant agency.
- To establish baselines of data on under 18's involved in alcohol related crime within the town centre.
- To ensure that the parents of problem drinkers have a local agency who can give them adequate support.
- To ensure that the children of adults with drink problems have a local agency that can give them adequate support.

Hartlepool's Response to Implementing Local Change: Strategic Objectives

Healthier Communities

Target Group - All people who are at risk of misusing alcohol, their families and carers

Aim: to provide adequate services to tackle misuse of alcohol as experienced by individuals, their families and carers.

High Level Objectives:

- To implement Models of Care for alcohol misusers across all areas of health and social care system. This is comprehensive framework covering all aspects of care delivery and infrastructure.

This objective covers all of the actions below and should be regarded as the overarching aim of the strategy. At the time of writing (November 2005) Models of Care is still in draft form and further guidance will be issued which will affect these priorities.

- Set up sufficient targeted screening and brief advice to meet the needs of hazardous and harmful drinkers in the borough.
- Set up brief interventions for the same group.

- Establish assessment, care planning and care planned treatment for moderately dependant drinkers in the borough.
- Establish care coordination across agencies for severely dependant drinkers in the borough.
- Establish a programme of training in delivering alcohol interventions for the staff of all treatment agencies.
- Increase the number of counselling places.
- Develop better support for parents and children of problem drinkers.
- Identify staff with a specific responsibility for alcohol interventions within treatment agencies.
- Establish a directory of services available in the borough.
- Improve referral route from A & E into community based treatment for those people with alcohol problems who are currently using the A & E service.
- Develop protocols, referral criteria as required by Models of Care.

Hartlepool's Response to Implementing Local Change: Strategic Objectives

Safe and Stronger Communities

Target Group - All people who live, work or visit Hartlepool.

Aim: To develop effective multi agency interventions to tackle alcohol related crime, focusing both on enforcement and the underlying reasons for alcohol misuse.

High Level Objectives:

- To publicise and reinforce information and education in respect of the dangers of alcohol misuse and binge drinking
- Establish an agreed code for licensees in relation to selling cheap drinks and special offers which encourage binge drinking.
- Identify persistent alcohol related offenders and target interventions..
- To implement examples of good practice learned from the government's "Alcohol Misuse Enforcement" campaign.
- To continue to support "Pub Watch" with local licensees working alongside the police service.
- To support the development of a 'Night-safe' type initiative whereby all key stake holders, coordinated through the police service, contribute to the safety and

well being of people using the night time economy in Hartlepool.

- To support the full application of fixed penalty notices, antisocial behaviour orders and acceptable behaviour contracts in tackling alcohol fuelled disorder.
- To support the enforcement of existing legislation in relation to sales of alcohol to under 18's.
- Develop and implement multi-agency strategies to address underage drinking in public places
- Work with partners to address the links between alcohol misuse and domestic violence

Hartlepool's Response to Implementing Local Change: Strategic Objectives

Economic Development and Enterprise

Target Group - All people who live, work or visit Hartlepool.

Aim: to ensure Hartlepool is a safe and enjoyable place to live, work or visit.

High Level Objectives:

- To evaluate special policing areas and assess the impact of initiatives such as Neighbourhood Policing
- To promote the local authorities licensing policy to encourage well managed, neighbour friendly, licensed premises.
- To support the Trading Standards Team and the Police in tackling sales of alcohol to people under age in terms of both enforcement and procedures to protect the licensee and the purchaser.
- To work with and support the licensed trade in developing a code of practice that will ban irresponsible drinks promotions.
- To support the government initiative to end all promotions that encourage speed drinking and "all you can drink for xxxx".

- To work with powers under the licensing act 2003 in ensuring that all aspects of the act are adhered to and actioned appropriately.
- To establish baselines of data that will enable this aspect of the strategy to be monitored.
- To investigate further the use of cocaine and its relationship with alcohol and violence.

Implementation and Review

This document merely sets out the main strands of action. Each high level objective will need to be developed into a workable plan with lead responsible agency, targets and outputs. The strategy will also need an agreed way for the LSP to monitor its progress.

HARTLEPOOL ALCOHOL HARM REDUCTION STRATEGY 2006 – 2009

Action Plans – these action plans link to detailed work plans and programmes developed or in development through Safer Hartlepool Young People groups, Violence in Town Centre and Environmental sub group, Joint Area Group and similar.

Hartlepool Alcohol Strategy – Children and Young People

Target Group – Young People and their families

Aim – To reduce underage drinking and challenge the prevailing culture of binge drinking

Title/ Main Actions	Key Milestones	Lead Agency/ Person	Resources	Outputs/ Performance measures	Progress
Support the National Healthy Schools Programme and alcohol related elements of PSHE <ul style="list-style-type: none"> • Training of staff re PSHE certificate • Participation of HYPED in schools • Involvement of Drug Prevention Coordinator 	Achieve national stretch target	Children Services/ Sandra Saint	Children Services, Schools, Substance Misuse grant		
Raise awareness and knowledge of alcohol harm <ul style="list-style-type: none"> • Support/ deliver alcohol programmes • Youth workers • Teachers and schools • Peer Educators programme 	Nov 06/March 07 Jan 07 5 Educators active	PCT/ Sharon Robson HYPED	HBC Corporate, Safeguarding Board and SHP/DAT training programmes SHP/DAT		

Extend Straightline project <ul style="list-style-type: none"> • Increase staff/sessions • Consider parent support • Review referral sources and capacity 	Nov 06 Jan 07 March 07	YOT/June Faw cett	YOT		
Break culture of excessive and binge drinking <ul style="list-style-type: none"> • BIG GIG • Liaise and link to RESPECT and FAMILY INTERVENTION PROJECTS 	3 x events Autumn 06 Ongoing	Children Services & JAG Sally Forth ASB Unit	Children services FIP grant		
Pilot support programmes <ul style="list-style-type: none"> • Womens Aid in primary schools • Emotional Resilience courses 	September 06 November 06	SHP/DAT Chris Hart	SHP/DAT Pooled Treatment Budget		
Work with Parents and families <ul style="list-style-type: none"> • Recruit to national Strengthening Families Programme • Increase play and parenting courses • Explore potential for Parenting Orders 	October 06 Dec 06 March 07	SHP/DAT Chris Hart ASBU Sally Forth	GONE SHP/DAT Pooled Substance Misuse budget		
Promote sensible drinking message <ul style="list-style-type: none"> • Targeted campaigns and events interactive interventions Café 117, FRANK 	Nov 06	SHP/DAT Sharon Robson	Substance Misuse grant		

Hartlepool Alcohol Strategy – Safe and Stronger Communities

Target Group – All people who are at risk of misusing alcohol, their families and carers

Aim - To provide adequate services to tackle misuse of alcohol as experienced by individuals, their families and carers

Title/ Main Actions	Key Milestones	Lead Agency/ Person	Resources	Outputs/ Performance measures	Outcomes X ref Violence in Town Centre X ref JAG plans
Improve environment in Church Street for night-time use and management <ul style="list-style-type: none"> • Sub group formed • Removal trees and planters • Consider street cleansing pilot early hours Friday/Saturday 	April 06 March 07 March 07 *	Joe Hogan	Community Safety *Pending resources		
Promote safer environment within pubs and clubs <ul style="list-style-type: none"> • Strengthen relationships with door staff • Consult with Licensee Association • Improve internal CCTV • Encourage information sharing amongst clubs/pubs 	June 06 June 06 March 07	Alison Mawson Paul Hanson	SHP/Com Safety		
Improve Environment <ul style="list-style-type: none"> • Review 'no drinking' zones • Environmental improvements to Church Street • Structural changes to divert groups and stop obstruction 	Aug 06	Joe Hogan	SHP/Com Safety SHP/Com Safety		

e.g. Fens Shops			
Manage impact on communities <ul style="list-style-type: none"> Establish Police offices in community and shopping parades Provide diversionary activity e.g. 'unsupervised areas for football etc 	JAG draft Action Plan		
Enforcement action <ul style="list-style-type: none"> Fixed Penalty Notices to Children/Parents Seizure of alcohol/test purchase operations Monitor sale of certain drinks with licensees Identify and target individuals involved in anti social behaviour Police/PCSO to record and monitor behaviour and hotspots to share info Injunctions/eviction of problematic tenants Link with ASB unit and use of ASBO's 	JAG draft Action Plan		

Hartlepool Alcohol Strategy – Healthier Communities

Target Group – All people who live, work or visit Hartlepool

Aim – To develop effective multi agency interventions to tackle alcohol related crime, focussing both on enforcement and the underlying reasons for alcohol misuse

Title/ Main Actions	Key Milestones	Lead Agency/ Person	Resources	Outputs/ Performance measures	Outcomes
Scope treatment model <ul style="list-style-type: none"> Needs assessment Audit of pathways Develop clinical pathways Develop primary care interventions aimed at harmful and hazardous drinkers <ul style="list-style-type: none"> GPs training re identification & triage Contract brief interventions from GP and health facilities Agree referral process and pathway Develop contact within custody and A&E to identify, triage and refer 	Nov 06 Jan 07 Jan 07	PCT PCT	PCT mainstream * development restricted pending resources		
Establish community based services <ul style="list-style-type: none"> Develop Comprehensive assessment tool and care plan process 		PCT	* development restricted pending resources		

<ul style="list-style-type: none"> • Increase Counselling • Appointment experienced/ specialist staff for rapid access through pathways • Establish psychosocial and structured support programmes • Develop home and community detoxification facility • Commission family support programmes • Link to mutual aid groups <p>Establish specialist treatment for dependent drinkers</p> <ul style="list-style-type: none"> • Link to inpatient detoxification and rehabilitation services • Liaise and coordinate with acute, psychiatric and social care services 		PCT	* development restricted pending resources	
<p>Increase awareness, & information</p> <ul style="list-style-type: none"> • Produce guide and directory • Alcohol Awareness courses in place <p>Sept 06 + 4 per annum</p>		PCT SHP/DAT	Not viable unless services in place	
<p>Reduce patients at A&E</p> <ul style="list-style-type: none"> • Improve data to identify hot spots • Identify repeat locations/themes <p>July 06 Oct 06</p>		Acute Trust SHP Analyst	Acute trust mainstream	

<ul style="list-style-type: none"> Consider environment improvements Review use of bladed instruments at A&E and links to town centre incidents 	<p>March 07</p> <p>July 06</p>	<p>Violence Task Group</p> <p>Acute Trust</p>		
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Hartlepool Alcohol Strategy - Economic Development and Enterprise

Target Group - All people who work, live or visit Hartlepool

Aim - To ensure Hartlepool is a safe and enjoyable place to live, work or visit.

Title / Main Actions	Key Milestones	Lead Person / Agency	Resources	Outputs (Performance indicators)	Outcomes
<p>To locally support the Governments proposals on "Drinking Responsibly" on all areas of the LSP</p> <ul style="list-style-type: none"> Relaunch "Think before you Drink" Campaign - April 2006 Introduce "Know your limit" Campaign Inclusion of conditions on alcohol licences preventing irresponsible drinks promotions 	<p>April 2006</p> <p>June 2006</p> <p>November 2005</p>	<p>Alison Mawson</p> <p>Alison Mawson</p> <p>Ian Harrison</p>	<p>SHP Com Safety</p>		<p>Achieved</p> <p>Achieved</p> <p>Partially achieved</p>
To evaluate the special policy area					

<p>and assess its impact</p> <p>Increased number of taxis available on Friday and Saturday nights.</p> <ul style="list-style-type: none"> Increased taxi fares after 11.30pm - Sept 06 Discuss with trade, other measures possible to increase taxi numbers at night inc provision of in car CCTV Implement appropriate measures - March 07 Review use of bus stops as taxi ranks in Victoria Road after 9pm July 06 <p>Improve environment in Church Street for night-time use.</p> <ul style="list-style-type: none"> Church Street Sub-Group to be formed - April 06 Implement improvements to Church Street - March 07 Consider street cleansing pilot in early hours of Friday and Saturday nights - March 07 <p>To promote the local authorities licensing policy to encourage well managed, neighbour friendly,</p>					
	Sept 06	Ian Harrison	HBC Mainstream		To be determined Nov 06
	Dec 06	Ian Harrison			
	Jan 07	Ian Harrison			
	March 07	Ian Harrison			
	July 06	Ian Harrison/Alison Mawson			
	April 06	Joe Hogan	HBC & SHP Com Safety		
	March 07	Joe Hogan			
	March 07	Joe Hogan	Pending Funding		

<p>licensed premises.</p> <ul style="list-style-type: none"> • Consult door supervisors - June 2006 • Consult licensees association - June 2006 • Implement appropriate measures from consultations - March 2007 • Continue to encourage improved internal CCTV using grant aid- March 2007 • Encourage information sharing amongst pubs and clubs re customers behaviour - March 2007 	<p>June 2006</p> <p>June 2006</p> <p>March 2007</p> <p>March 2007</p> <p>March 2007</p>	<p>Alison Mawson</p> <p>Alison Mawson</p> <p>Alison Mawson</p> <p>Paul Hanson</p> <p>Paul Hanson</p>	<p>SHP Com Safety</p>		
<p>To support the Trading Standards Team and the police in tackling sales of alcohol to people under age in terms of both enforcement and procedures to protect the licensee and the purchaser.</p> <p>Reduced crime and disorder</p> <ul style="list-style-type: none"> • Continue weekend licensing enforcement • Minimum of two targeted 		<p>Martin Campbell/Neil Harrison TSO</p>			

6.1
Appendix 2

partnership operations - World Cup June 2006 and Christmas 2006		Martin Campbell			
To work with and support the licensed trade in developing a code of practice that will ban irresponsible drinks promotions. Inclusion of conditions on alcohol licences that prevent irresponsible promotions	Nov 05				Partially achieved
To support the government initiative to end all promotions that encourage speed drinking and "all you can drink for xxxx". Inclusion of conditions on alcohol licences that prevent irresponsible promotions	Nov 05				Partially achieved
To work with powers under the licensing act 2003 in ensuring that all aspects of the act are adhered to and actioned appropriately Review 'no drinking in public places'					

<p>zones under new legislation (effective 01/09/06)</p> <ul style="list-style-type: none"> Gather evidence, consult and seek approval to new zones - Aug 06 	Aug 06	Joe Hogan			
<p>To establish baselines of data that will enable this aspect of the strategy to be monitored.</p> <p>Violence in town centre task group indicators:</p> <ol style="list-style-type: none"> Common Assault - target 06 / 07 560 (with reward) 07 / 08 526 (with reward) Wounding - target 06 / 07 1323 (with reward) 07 / 08 1241 (with reward) <p>Research report into Night time Economy prior to introduction of Licensing act</p>					
<p>To investigate further the use of cocaine and its relationship with alcohol and violence.</p> <p>Reduced patients at A & E as a result of accidents/incidents in town centre</p> <ul style="list-style-type: none"> Improve data gather at A & E, 	Jul 06	Stephen Groves			

6.1
Appendix 2

<p>so premises where accidents/incidents occurred can be identified - Jul 06</p> <ul style="list-style-type: none"> • Identify repeat locations/themes of accidents - Oct 06 • Consider environment improvements - Mar 07 • Review use of bladed instruments associated with alcohol admitted at A & E to identify if associated with town centre violence - Jul 06 	Oct 06	Rachel Parker			
	Mar 07	Violence in Town Centre Task Group			
	Jul 06	Stephen Groves			

CABINET REPORT

9 October 2006



Report of: Director of Neighbourhood Services

Subject: VEHICULAR ACCESS TO FORESHORE

SUMMARY

1. PURPOSE OF REPORT

To consider current and future arrangements relating to restrictions of vehicular access to the foreshore.

2. SUMMARY OF CONTENTS

The report sets out information on issues relating to the restriction of vehicular access to the foreshore and the sea coal licensing scheme proposed in 2003. In particular, Cabinet is requested to confirm whether the sea coal licensing scheme is still relevant and if the barrier at the entrance to the foreshore situated at Station Lane should be secured.

3. RELEVANCE TO CABINET

The issue has previously resulted in substantial public interest and debate.

4. TYPE OF DECISION

Non-key.

5. DECISION MAKING ROUTE

Cabinet – 9 October 2006.

6. DECISION(S) REQUIRED

To confirm whether:

- i) The barrier at the entrance to the foreshore, situated at Station Lane, should be secured to prevent vehicular access;
- ii) The sea coal licensing scheme proposed in 2003 is no longer relevant.

Report of: Director of Neighbourhood Services

Subject: VEHICULAR ACCESS TO FORESHORE

1. PURPOSE OF REPORT

- 1.1 To consider current and future arrangements relating to restricting vehicular access to the foreshore.

2. SUMMARY

- 2.1 The report sets out information on issues relating to the restriction or control of vehicular access to the foreshore and the sea coal licensing scheme proposed in 2003.

3. BACKGROUND

- 3.1 Having regard to the terms upon which the foreshore is let to the Council by Crown Estates and the safety of the public using the beach, the Council has sought to prevent unauthorised access and ensure any authorised access is properly regulated. Unauthorised vehicular access to the foreshore was a major issue in the Council's consideration of sea coal collection in 2002/03. Following considerable consultation and a report from the Environmental Stewardship and Regeneration Scrutiny Forum, Cabinet approved a detailed scheme for licensing of sea coal collection in 2003. The scheme proposed that licences should be granted to sea coal merchants who would then be responsible for ensuring that their collectors adhered to a code of conduct, which would include safe authorised access and use of the beach.
- 3.2 At that time, there were three sea coal merchants operating in the town, but since that time two merchants have ceased trading.
- 3.3 As part of the considerations, the Council undertook an ecological study led by the University of Sunderland, into the impact of sea coaling on the shore wildlife at Hartlepool. The study looked at both the impact of disturbance on birds and the impact of the removal of the sea coal on potential feeding sources and was completed in Spring 2004. The study was necessary as the Council is required, under Regulation 48 (1) of the Habitats Regulations (1994) to undertake an "appropriate assessment" of any plan or project which might have a significant effect on a Special Protected Area.
- 3.4 The results of the study were forwarded to English Nature, which is the statutory consultee, for advice and comments. English Nature (EN) concluded that the levels of disturbance could not be classed as *de minimis*, and therefore a favourable outcome could not be guaranteed.

If, therefore, the Council proceeds with a licence scheme, it is likely we will face an objection from EN for a scheme to operate in any Site of Special Scientific Interest (SSSI) or Special Protection Area (SPA), which covers the Headland beaches and those to the south of Seaton Carew. Further research on the actual nature of disturbance effects, rather than frequency and a wider-ranging study into the potential for sea coal as a feeding source for birds, may well be required by EN before the effects of sea coaling from the SPA sites can be properly addressed and there is no guarantee that the results of such a study will allow English Nature to withdraw any objections it might have.

4. ISSUES

- 4.1 Following the Cabinet decision, actions have been undertaken to physically restrict vehicular access to the foreshore, whether by sea coalers or others. These actions included the closure of the Brus Tunnel and Newburn Bridge access points, despite acts of vandalism. A barrier at the Station Lane access point has also been erected, but is currently not secured. In 2004 the Royal Lifesaving Society was commissioned to undertake a beach safety assessment. As a result of this report, barriers were placed at all three slipways at Seaton Carew to prevent illegal use of motorised vehicles. As persistent damage had occurred to the Newburn Bridge restriction, the Station Lane barrier was left unlocked as a prudent measure to avoid anticipated damage, pending resolution of any sea coal licensing scheme. The barrier and warning notice act as a deterrent to casual users, however, it does provide regular access for sea coalers who enter and turn north, making their way to the beach between the Cliff and Newburn outfall which is the prime location for remaining sea coal collection. No incidents are known to have occurred between sea coalers and other beach users in their route of travel.
- 4.2 Throughout the limited Lifeguard season, the lifeguards undertake a monitoring and advice role in challenging any unauthorised vehicles entering the patrolled beach zone. These mainly refer to personalised water craft users ("PWC's, e.g., jet ski's/surfboarders, etc), no incidents are recorded relating to sea coaler abuse of the patrolled beach except for the route of travel – this use is dependent upon the tides and may or may not coincide with the life guarding presence. Investigations continue into the prospect of a PWC access licensing scheme, this will be the subject of a separate report.
- 4.3 Although no complaints have been received relating to sea coal gathering since the Cabinet decision in 2003, a Council Member has requested that the Station Lane barrier be secured to prevent sea coal gatherers in particular gaining entry to the beach. The securing of all vehicular access points to the foreshore is likely to lead to increased vandalism of the barriers.

- 4.4 As regards the licensing scheme, discussions have taken place with the one remaining merchant, but no licence application has been received. However, given the significant change in circumstances since 2003 in that the number of merchants has reduced from three to one, any such licence would result, in effect, the remaining merchant having a total, but unfair monopoly on sea coal collection output. This, together with the likely objections from English Nature, calls into question whether the basis of the licensing is still relevant.
- 4.5 Police also have powers under the Road Traffic Act in respect of vehicular access and use of the foreshore. Section 34 of the Road Traffic Act, 1988, provides a prohibition in relation to the driving of motor vehicles "elsewhere than on a road", without lawful authority. An offence is committed when a person drives a mechanically propelled vehicle:
- (a) On to or upon any common land, moorland or land of any other description, not being land forming part of a road,
 - or
 - (b) On any road being a footpath, bridleway or restricted byway, he is guilty of an offence. However, there is a proviso at 34(3) "it is not an offence to drive a mechanically propelled vehicle on any land within fifteen yards of a road, being a road on which a motor vehicle may lawfully be driven, for the purpose only parking the vehicle on that land " and in the case of an emergency, where life is endangered.
- 4.6 The Council has recently received a letter from solicitors acting on behalf of a party with an interest in "sea coaling" activities. Whilst not elaborating on their contentions, they have, on behalf of their client, indicated that "prescriptive rights" to access to the foreshore, may exist. Additionally, they have called for sight of the Lease entered into between the Council and Crown Estates", which agreement restricts access to the foreshore. This claim is currently being investigated.

5. CONCLUSION

- 5.1 Since the considerations of the Council on sea coal collection in 2002/03, circumstances have changed significantly in that the number of merchants has decreased and there appears to be a downward demand for sea coal. (It has been suggested that there could be up to 15 sea coal collectors operating in the town. However, many of these are thought to operate on a seasonal basis).
- 5.2 Members may consider that changes in circumstances relating to sea coal collection since 2002/03 are such that the proposed licensing scheme is now irrelevant.

- 5.3 Vehicular access to the foreshore in relation to certain activities such as sea coal gathering or transport of jet skiing does not appear to be creating significant problems, but access by quad bikes, motorcycles and transport of jet ski's etc., needs to be controlled. However, the provision of secure gates is unlikely to prevent quad bikes, etc., from gaining access and control of such vehicular access is more appropriate via other means such as the enforcement of the Road Traffic Act provisions, indeed the Cleveland Police Motorcycle Unit are having some success at reducing the incidents of unauthorised off road activity, particularly within the Seaton dunes and SSSI.

6. RECOMMENDATIONS

Subject to the outcome of the claim for "prescriptive rights", that Cabinet:

- 6.1 Confirms whether the access barrier to the beach at Station Lane should be secured forthwith;
and
- 6.2 Agrees that the sea coal licensing scheme proposed in 2003 is no longer relevant.

CABINET REPORT

9 October 2006



Report of: Director of Neighbourhood Services

Subject: THOROUGHFARE POLICY

SUMMARY

1. PURPOSE OF REPORT

To establish a policy relating to requests for the restriction of pedestrian access on public thoroughfares.

2. SUMMARY OF CONTENTS

This report will provide details of various methods of restricting/preventing pedestrian access to public highways/thoroughfares and recommendations as to how requests for such should be addressed.

3. RELEVANCE TO CABINET

This policy will be instituted town wide.

4. TYPE OF DECISION

Non key.

5. DECISION MAKING ROUTE

Cabinet on 9 October 2006.

6. DECISION(S) REQUIRED

Determination of a policy in respect of requests to close public thoroughfares.

Report of: Director of Neighbourhood Services

Subject: THOROUGHFARE POLICY

1. PURPOSE OF REPORT

- 1.1 To establish a policy relating to requests for the restriction of pedestrian access on public thoroughfares.

2. BACKGROUND

- 2.1 On a regular basis requests are received, from various sources, for the closure of thoroughfares across the town. These can range from minor footpath links on former housing estates to strategic footpaths that provide access from significant housing conurbations to leisure, retail and health facilities.

- 2.2 There are currently five options available for the closure, or restriction of access to a public highway, these being:

- **Section 116 Highways Act 1980-** this legislation enables the Council to apply to a Magistrates Court for the stopping-up of a highway on the grounds that it is unnecessary. This is generally used in situations such as those encountered on former housing estates where problems of anti-social behaviour are being experienced (“flying bedrooms”), and where several other equally commodious routes are generally available should the application be successful and the footpath permanently removed. The Head of Technical Services has delegated powers to refer such applications to a Magistrates Court.

- **Countryside and Rights of Way Act 2000-** This method of restricting access would require an approval from the Secretary of State to designate the area in question as being subject to high levels of crime. This is a long protracted process that results in an area being designated as a “high crime area”, which it is presumed that residents would not want as it would likely devalue their properties and is thus not an appropriate means of restricting access in a urban situation.

- **Road Traffic Regulations Act 1984 Sections 1 and Schedule 9 Part IV-** This is the legislation currently used for the installation of alleygates to back streets in the town. Gates are erected for the purpose of improving the amenity of an area and cannot be used in situations where anti-social behaviour is the prime concern.

- **Town and Country Planning Act 1990-** This method of closure is used as part of the planning process where it is necessary for a public highway to be stopped-up to facilitate a new development.

- **Section 129A to 129G Highways Act 1980 (Gating Orders)-** This is new legislation written into the Highways Act 1980 by the Clean Neighbourhoods and Environment Act 2005. This legislation allows highways to be gated due to crime and anti-social behaviour and also for the gates to be locked at prescribed times of the day and/or days of the week.

2.3 Over the past several months there has been an increase in the number of requests received from members of the public, often supported by petitions, for the restriction of access along public footpaths due to anti-social behaviour activities that are allegedly taking place on, or are due to, a particular path. Each request has been investigated and consultation exercises have been undertaken with residents in the immediate area, the results of which have been reported to the Portfolio Holder for decision.

2.4 At present there is no policy relating to how Officers should respond to such requests and each has been referred to the Portfolio holder for decision as to what course of action should be taken. A policy would enable Officers to respond to requests without recourse to Portfolio on every occasion, thus saving resources and enabling definitive responses to be given to those making the request much more quickly.

3. CONSIDERATION OF ISSUES

3.1 The Local Transport Plan (LTP) and the Hartlepool Local Plan 2006 both contain policy statements relating to pedestrian facilities. Policy Tra8 in the Local Plan states:

Proposals for residential development should, where appropriate, provide for safe and convenient pedestrian routes to link new housing to local facilities and amenities.

3.2 The closure of strategic pedestrian footpaths on existing estates is contradictory to the ethos that the Authority is trying to establish by the introduction of this policy for new developments.

3.3 The LTP also contains strategies that encourage the use of alternative means of transport to the car, walking and cycling being just two of these. The closure of some footpath links can result in more car usage due to the fact that alternative routes can be substantially longer, resulting in the need for some people with mobility difficulties to use their cars to reach local facilities to which they would have previously walked.

- 3.4 The Government, however, have recognised that anti-social behaviour can affect the standard of living and quality of life of many people and have thus provided local authorities with a means of tackling the problem by the introduction of new legislation through the Clean Neighbourhoods and Environment Act 2005. This legislation allows a council to erect gates on public highways that have a history of anti-social behaviour and/or crime and for these gates to be able to be locked at prescribed times.
- 3.5 The legislation provides guidance as to when a gating order can be considered, this being when a council are satisfied that:
- *premises adjoining or adjacent to the highway are effected by crime or anti-social behaviour;*
 - *the existence of the highway is facilitating the persistent commission of criminal offences or anti-social behaviour; and*
 - *it is expedient to make the order for the purposes of reducing crime or anti-social behaviour.*
- 3.6 Circumstances that must be taken into consideration when deciding whether it is expedient to make an order include-
- *the likely effect on the occupiers of premises adjoining or adjacent to the highway;*
 - *the likely effect of making the order on other persons in the locality; and*
 - *in the case where a highway constitutes a through route, the availability of a reasonably convenient alternative route.*
- 3.7 It is recognised that anti-social behaviour can have a huge impact on the quality of life of residents who live close to the area where it takes place. The Neighbourhood Management Teams, in all three Forum areas, work very closely with the Police, the Council's Anti-social Behaviour Unit and Community Safety Section to address issues of anti-social behaviour as and when they arise. The actions taken can include increasing police presence through the deployment of PCSO's to "hot" areas, Problem Orientated Policing designation (POP), whereby the police look at an area with a view to identifying a substantive problem, understanding the nature of the problem and developing a tailor-made response to each situation, or the installation of CCTV cameras on a temporary or permanent basis.
- 3.8 The alleygating of back streets is covered by an approved policy and works very well in most circumstances, as back streets do not constitute strategic walking routes.

- 3.9 Due to the increased instances of applications for the closure or gating of more strategic pedestrian routes it is important to establish guidelines relating to how the Council should address these, and in this respect the following is recommended;

- Any applications received should initially be directed to the relevant Neighbourhood Manager for investigation.
- The Neighbourhood Manager will investigate the situation, in liaison with the Police and anti-social behaviour unit to establish the extent of the problem, through available criminal and disorder evidence and appropriate actions, (other than gating or closure at this time), will be identified and initiated by the Neighbourhood Manager in conjunction with the Police, the Anti-Social Behaviour Unit and the Community Safety Problem Solving section. At this stage the applicants for the closure will be advised that closure will not be considered until all alternative options have been thoroughly investigated and recommendations have been received from all agencies that this is the only possible solution to the problem.
- If there is strong evidence and the problem persists, and it is recommended by the Police that a closure is the only remaining option, the NMT will undertake a full consultation with all stakeholders, including residents in the immediate vicinity and those residents who will be affected by the closure appropriate, resident associations, access groups and Council Officers (including those in the Transportation and Planning sections) to determine the extent of support for any proposed closure.
- A report will then be submitted to Portfolio Holder by the Head of Technical Services detailing the results of the consultation and a decision will be sought as to whether the proposed gating or closure should proceed.

4. FINANCIAL IMPLICATIONS

- 4.1 The cost of any actions required will be met from current Neighbourhood Services budgets.

5. RECOMMENDATIONS

- 5.1 That the guidelines identified in 3.9 of this report be approved for any applications received by the Council for the gating or closure of thoroughfares due to anti-social or criminal activities.
- 5.2 Any gating orders schemes currently being investigated should fall in line with this policy

CABINET

9th October 2006



Report of: Director of Neighbourhood Services

Subject: CONSTRUCTION, PROPERTY MANAGEMENT
AND HIGHWAYS PARTNERING

SUMMARY

1. PURPOSE OF REPORT

- 1.1 To update the Cabinet regarding the progress of partnering framework agreements for supplementing the future service delivery of construction, property management and highways services provision.
- 1.2 To agree on the proposed procurement strategy.

2. SUMMARY OF CONTENTS

The report provides an assessment of the current position, and offers a possible structure for a suite of framework agreements.

3. RELEVANCE TO PORTFOLIO MEMBER

Potential to affect the way the Council will work in the future.

4. TYPE OF DECISION

Non Key Decision

5. DECISION MAKING ROUTE

Cabinet 9th October 2006

6. DECISION(S) REQUIRED

Cabinet are asked to consider the following procurement strategy:-

- i) That a series of framework agreements be pursued as the short-term solution to provide service support for construction, property management and highways services. This would involve rationalisation of existing framework agreements.

- ii) That the frameworks be set-up such that they allow the contract to be built upon to develop a partnering arrangement and support community strategy objectives.
- iii) That small-scale specific collaboration to be continued with other local authorities where appropriate.
- iv) That all Council departments be directed to route all relevant engineering and construction consultancy work through the internal consultancy teams. This will allow best use of in-house resources and clarify the interfaces with the framework agreement partners.

Report of: Director of Neighbourhood Services

Subject: CONSTRUCTION, PROPERTY MANAGEMENT AND
HIGHWAYS PARTNERSHIP

1. PURPOSE OF REPORT

- 1.1 To update the Cabinet regarding the progress of partnering framework agreements for supplementing the future service delivery of construction, property management and highways services provision.
- 1.2 To agree on the proposed procurement strategy.

2. BACKGROUND

- 2.1 At the meeting of 29th March 2006, Cabinet agreed that framework agreements be pursued as the solution to provide service support for construction, property management and highways services. This would involve rationalisation of existing framework agreements. Further, each framework should be set-up such that it allows it to be built upon to develop a partnering arrangement.

It was recognised that there would still be a role for small-scale specific collaboration to be continued with other local authorities where appropriate.

- 2.2 Cabinet also requested that when a further report was submitted to the Cabinet that it should include statistics relating to the total number of staff involved, in terms of past, current and projected figures for the workforce.
- 2.3 Previous reports recorded the other options that had been assessed for a partnering approach to service provision for construction, property management and highways services.

Public-Public

A formal public-public partnership will not be pursued at this time. Specific arrangements will be made for collaboration projects or sharing of resources as required.

Public-Private Partnership

The formation of a public-private partnership with a private sector partner will not be pursued at this time. The transfer of staff to a private company would not be in line with the requirements of the Council's key objectives of maintaining staff terms and conditions.

Joint Venture Company (JVC)

The formation of a joint venture company with a private sector partner will not be pursued at this time. Although medium-term secondment of staff to the JVC would be in line with the requirements of the Council's key objectives, there were concerns over implied transfer of staff.

Strategic Alliance

This option is the potential for the proposed framework agreements to develop towards. The benefits to the Council would be maximised where the private-sector service provider operates in a partnering fashion. No staff transfers would be involved, and the core workforce would be retained as shown in the existing organisation structure.

3. FRAMEWORK AGREEMENTS

3.1 Scale of Past External Consultancy

Appendix A summarises the workload that was issued to the private sector contractors and consultants over the last 3 years in supporting the Property Services, Engineering Consultancy and Highways sections. This information was consolidated from invoice data. Although this cost varies with the timing of Council initiatives and key projects, it is in the order of half a million pounds per annum.

3.2 Hartlepool Council Staff

Appendix B shows the organisation charts for the Procurement & Property Services and Technical Services areas that currently use external contractors to supplement their service delivery.

The number of staff in post has varied over the past 3 years, and the organisation of the teams has been restructured during that period. The current organisation has 123 posts of which 110 are occupied and 13 posts are vacant. This also includes 21 support / admin staff. The current staffing levels would form the core workforce. To ensure best use of the core workforce, and get the full benefits from the framework agreements, it is necessary that all relevant Council work should be directed through this avenue.

3.3 Strategic Fit

The rationalisation and improved coordination of framework agreements could lead to opportunities for efficiencies in the overall procurement of services. The Council would benefit from the use of a simple call-off system under an umbrella contract. The supplier would benefit from time and cost savings in not needing to competitively tender for the individual packages of work.

By its nature, this type of arrangement would not meet all of the Council's original objectives e.g. Work may not be carried out in Hartlepool, but there is an opportunity to gain additional work from framework partners.

- 3.4 Basis of framework would be retaining core Council staff using partners for support providing a mixed service provision to assist in capacity and skills.

4. **PROCUREMENT STRATEGY – OPTIONS APPRAISAL**

- 4.1 Procurement strategy options appraisal details are attached at **Appendix C**

- 4.2 Length of contract affects all of the framework options:

- The longer the contract the greater the benefits that can accrue.
- EU Regulations state a maximum of 4 years.

- 4.3 Key contract issues to be considered:-

- Call-off contract – the Council would not need to guarantee a level of income to the partner(s)
- Sharing of staff / savings / partnering ethos to be included
- Training / development / secondment will be encouraged
- Continuous benchmarking will be used to ensure competitiveness through contract
- Contract / performance management requirements will be included

5. **PACKAGING OF WORK**

- 5.1 The Council currently utilise a variety of small/medium contractors and consultants to supplement the in-house teams. There have been two main methods of utilising these external resources:

- Work has been issued as discrete parcels for the provider to manage and complete.
- The provider has provided personnel to work within the in-house team on secondment.

Both methods will need to be catered for by any new framework arrangements.

- 5.2 Some areas of work are specialised, and the required skills may not be available from all potential suppliers. However, it is proposed to group work into categories that will allow a minimum number of frameworks to be required and this will be based on:-
- Engineering and Building Consultancy
 - Environmental & Ecological Services
 - Highways and Transportation
 - General Practice Surveying & Valuation Services
- 5.3 The procurement process would allow for a supplier to tender for more than one of the framework packages or all of them.
- 5.4 Investigations have been made with both Private sector companies and other local authorities engaged in a variety of types of agreement. Examples in Durham and Darlington in particular show some encouraging flexible working that could give benefits for staff and the Council in cross working training and development. New pieces of work / projects have been attracted from outside the authorities in some of the arrangements examined.

6. TIM ESCALES

- 6.1 Prepare Framework Documentation – October 2006
 Advertise for Interested Providers – Mid October 2006
 Shortlist Preferred Providers – November 2006
 Issue Tenders – December 2006
 Return Tenders – February 2007
 Award Contracts – March 2007
 Commence Contracts – April 2007

7. CONCLUSIONS

- 7.1 The use of collaboration with other public authorities will be maintained and extended in selected cases.
- 7.2 Framework agreements give a flexible option for top up support for the in-house team. It is proposed to split the work scope by type to allow a minimum number of frameworks to be set-up.
- 7.3 The framework agreements could be via single or multi supplier. This will depend on the capacity of the suppliers concerned to meet the Council workload demand.
- 7.4 This approach to procurement will aim to meet as many of the Council objectives that were set for strategic partnering. The 3 key objectives were:

- Located in Hartlepool – this may not be achievable, but being able to provide local benefits will be pursued including staff working on projects being located in Hartlepool.
- Job protection of existing staff on Council terms and conditions – As no transfer of staff is implied in the framework agreement approach, this will be achievable. The job protection aspect will depend on the sustainability of workload. This risk area would be improved by ensuring that all relevant Council work is directed through the core workforce. Training and Development of staff will be pursued.
- Strategic Service-delivery Partnership (SSP) embodying the principle of National Procurement Strategy for Local Government – This can be met by ensuring a partnering approach is taken in setting up the framework agreements.

7.5 The other objectives were linked to quality and sustainability issues:

- Existing service delivery to be maintained and improved – As the core of the delivery team will remain as the existing staff departments, the service will have continuity. The provision of additional resources from the partner should allow for better planned response to resource issues that have been a concern for the Property Services area.
- Additional job opportunities within the SSP – Although no new posts are planned as a consequence of the framework agreement approach, other local authorities have seen cases of their workforce skills being used for projects brought in by the private-sector partner.
- Regeneration within Hartlepool – It is possible that some of the prospective partners may offer to locate their office in Hartlepool.
- Overall financial benefits for the Council with some percentage of profit made by SSP – This was more applicable to the Public-Private partnership initiatives that involved the formation of a company, and are not applicable for a framework approach. However, there will be savings to the cost of procurement due to the removal of the need to carry out full tender exercises for the work packages handled under the framework agreement.
- Training and development programme – we will aim to include Targeted Training and recruitment in the outcomes e.g. via the employment of trainees.

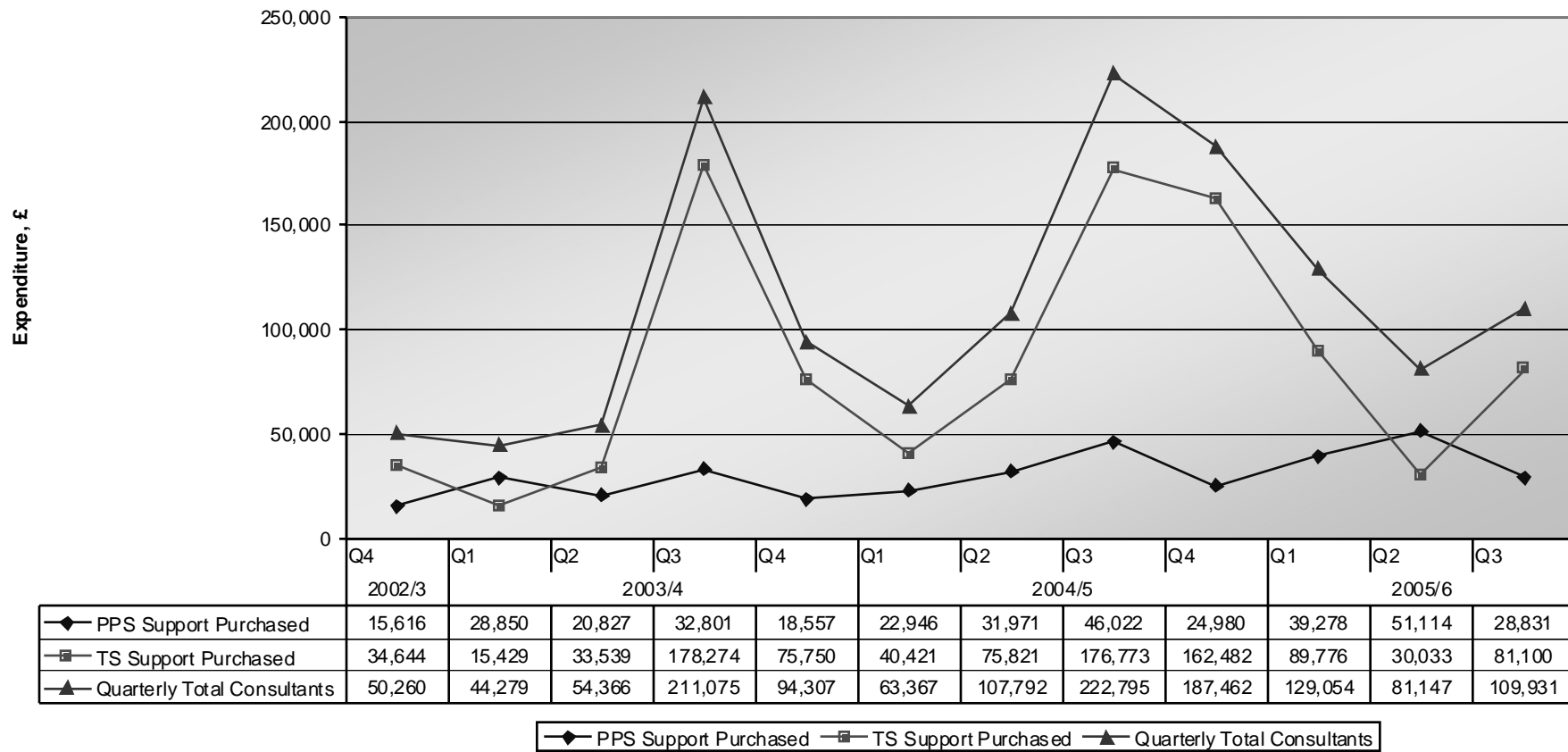
8. RECOMMENDATIONS

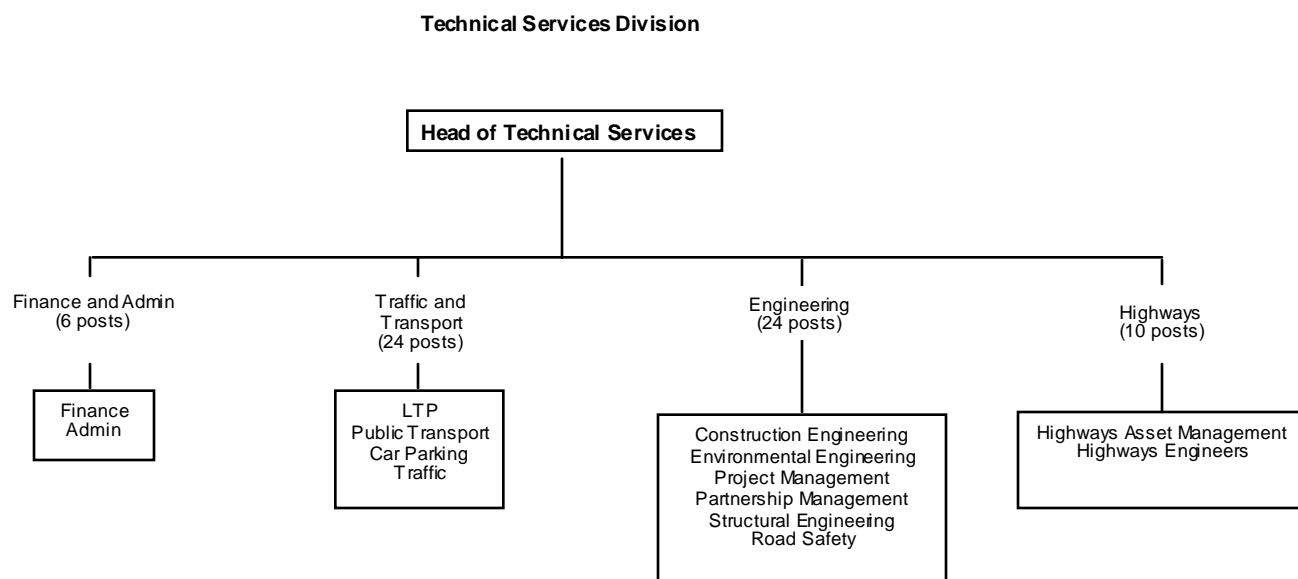
Cabinet are asked to consider the following procurement strategy:

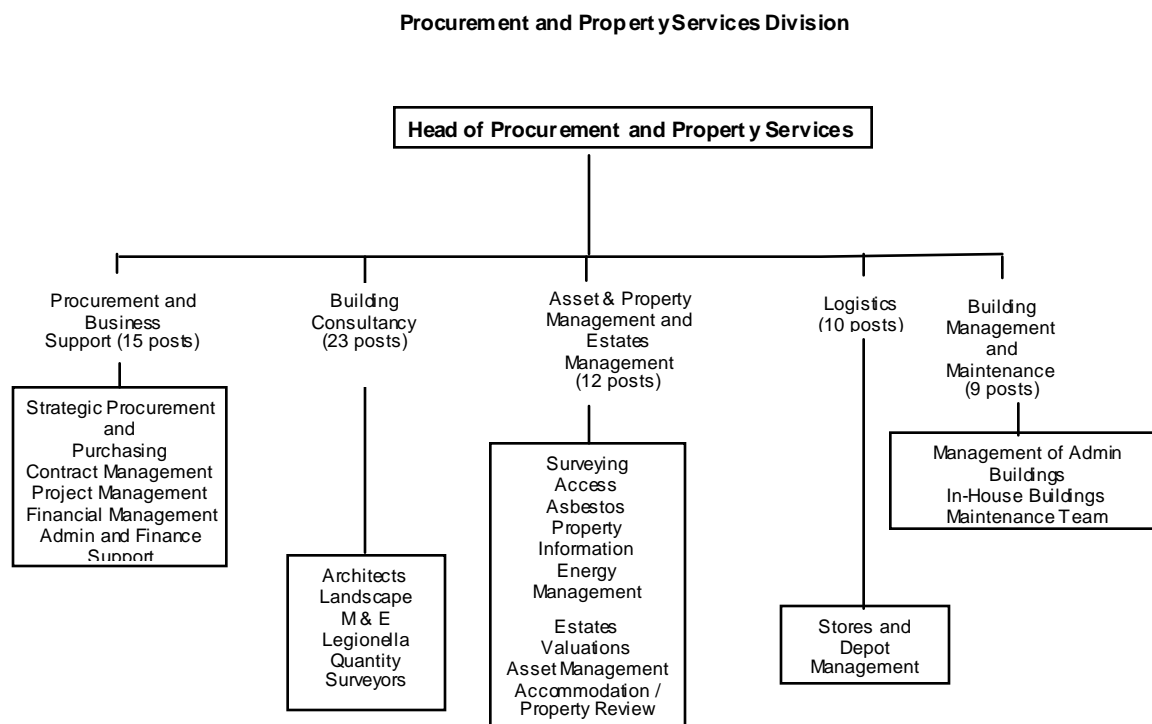
- 8.1 That a series of framework agreements be pursued as the short-term solution to provide service support for construction, property management and highways services. This would involve rationalisation of existing framework agreements.

- 8.2 That the frameworks be set-up such that they allow the contract to be built upon to develop a partnering arrangement and support community strategy objectives.
- 8.3 That small-scale specific collaboration to be continued with other local authorities where appropriate.
- 8.4 That all Council departments be directed to route all relevant engineering and construction consultancy work through the internal consultancy teams. This will allow best use of in-house resources and clarify the interfaces with the framework agreement partners.

External Consultants - Quarterly Expenditure







Procurement Strategy – Option Appraisal

- 1.1 The options available for the procurement process need to take into account the availability of suppliers in relation to special skill requirements, the commercial attraction of the value of the scope of work, and the potential for maintaining competition. Four main structures for supply are:

- Single supplier for overall scope
- Two competitive suppliers for overall scope
- Single supplier per split scope
- More than one supplier per split scope

Single-Partner Framework Agreement for Overall Scope of Work

- 1.2 The Council could consider a single partner for all specific works across engineering and property services. To meet the diverse range of services required, this would probably limit the choice of partner to one of the larger national or international contractor organisations although there may be some regional companies with the capacity.

Some Advantages of Single-Partner Framework Agreements for the Overall Scope are:

- Partner can have more stake in making partnering work, good relationship builds, and workload is attractive.
- Commitment to joint training / development.
- Potential to bring other work into the Council.
- Access to a wider skill base.
- Simpler to manage a single partner.

Some Disadvantages of Single-Partner Framework Agreements for the Overall Scope are:

- A single partner can present a potential monopoly situation, and would require continuous market testing as part of the management arrangement.
- Could lead to decline of in-house service provision if key projects are allocated direct to supplier.

Two Competitive Partners Framework Agreement for Overall Scope of Work

- 1.3 The Council could consider the use of multiple partners for all specific work areas across engineering and building services. This would involve setting up mutually exclusive framework agreements with 2 suppliers for their provision of all support services (with possibly a third supplier in reserve). Workload would be allocated by The Council to one or other of the suppliers to spread the workload. To meet the diverse range of

APPENDIX C

services required, this would probably limit the choice of partner to the larger national or international contractor organisations.

Some Advantages of 2 Competitive Partners Framework Agreements for the Overall Scope are:

- Competition is kept open; all parties are aware of the competitors. This should keep costs competitive.
- Partners have an incentive to make partnering work, good relationship builds.
- Potential to bring other work into the Council.
- Access to a wider skill base.

Some Disadvantages of 2 Competitive Partners Framework Agreements for the Overall Scope are:

- Due to the sharing of the workload, some suppliers may not tender.
- Complexity of allocating work evenly between Partners.
- Less incentive for commitment to joint training / development.

This approach has been used successfully by private industry in the past. However, the overall The Council workload may not be large enough to share between 2 suppliers in this case.

Single-Partner Framework Agreements for Split Scope of Work

- 1.4 The Council could consider a single partner for each of the sections of the split work scope across engineering and building services (see 1.5 for proposed split in scope for service provision). This would allow the use of a small or medium sized supplier per sector of the split scope of work to provide a specific range of services.

Some Advantages of Single-Partner Framework Agreements for the Split Scope are:

- Partner can have more stake in making partnering work, good relationship builds, and workload is attractive for that sector.
- Commitment to joint training / development.
- Potential to bring other work into the Council.
- Access to skills relevant to that sector.
- Simpler to manage a single partner per sector.
- Potential to meet the Council aims for supporting local Small and Medium Enterprises.

Some Disadvantages of Single-Partner Framework Agreements for the Split Scope are:

- A single partner can present a potential monopoly situation for that sector, and would require continuous market testing as part of the management arrangement.

- This approach has been used by other Local Authorities researched.

Multi-Partner Framework Agreements for Split Scope of Work

- 1.5 The Council could consider the use of multiple partners for each of the sections of the split work scope across engineering and building services (see 3.5 for proposed split in scope for service provision). This would be similar to the existing arrangements where the diverse range of services required is met by use of smaller local service providers that specialise in particular fields.

Some Advantages of a Multi-Partner Framework Agreement

- Better fit / expertise for projects in specialist areas.
- Flexibility to set-up teams project by project via call off from the individual Partners.

Some Disadvantages of Multi-Partner Framework Agreements

- Inefficiencies in procurement.
- Less workload per agreement.
- Less incentive to share training / development.
- Relationships diluted.
- More difficult to bring new work into the Agreement.

CABINET REPORT

9 October 2006



Report of: Assistant Chief Executive

Subject: COMPREHENSIVE PERFORMANCE ASSESSMENT
CORPORATE SELF-ASSESSMENT SUBMISSION

SUMMARY

1. PURPOSE OF REPORT

The purpose of this report is to present the Comprehensive Performance corporate self-assessment for approval and agree the process for finalising the submission to the Audit Commission on 16 October 2006.

2. SUMMARY OF CONTENTS

The report provides background to the Comprehensive Performance corporate self-assessment. The self-assessment is attached as Appendix 1. The purpose of the self-assessment is to:

“‘tell the story’ of your council and its locality” and “show how your understanding of your locality, as demonstrated in the context section, is translated into ambitions and priorities for the community; and how the capacity and performance management of the council is being applied to deliver improved outcomes for local people and places.”

Audit Commission guidance

3. RELEVANCE TO CABINET

The results of the corporate assessment will influence the council's overall Comprehensive Performance result and the council's standing and reputation with Government and the various organisations that inspect the council for the next three years.

4. TYPE OF DECISION

Non key

5. DECISION MAKING ROUTE

Cabinet on 9 October 2006

6. DECISION(S) REQUIRED

Cabinet is requested to:

- a. Approve the draft self assessment submission
- b. Authorise the Chief Executive in discussion with Mayor and/or Performance Management Portfolio Holder to finalise the draft for submission on 16 October 2006.

Report of: Assistant Chief Executive

Subject: COMPREHENSIVE PERFORMANCE ASSESSMENT
CORPORATE SELF-ASSESSMENT SUBMISSION

1. PURPOSE OF REPORT

The purpose of this report is to present the Comprehensive Performance corporate self-assessment for approval and agree the process for finalising the submission to the Audit Commission on 16 October 2006.

2. BACKGROUND

- 2.1 The council is to be subjected to an in-depth corporate assessment inspection in November and December 2006 as part of the Council's Comprehensive Performance Assessment (CPA). The background to this inspection was reported to Cabinet on 15 May 2006.
- 2.2 The result of the corporate assessment inspection will be combined with the results from the assessments of children's services (the Joint Area Review), other services, use of resources and value for money to determine the council's overall CPA status. The result will be announced in February 2007.
- 2.3 The process of preparing the corporate self-assessment has involved a wide range of officers within the council. Partner organisations were briefed and have had the opportunity to comment on the draft self assessment. A working group of non-executive members have also been contributing to the draft.
- 2.4 The corporate assessment inspection team will be visiting the council at the end of November for two weeks. They will have discussions with a wide range of people and organisations both within and outside the council. Members, staff and partners will receive a range of briefing material in advance of this visit. This will be finalised when the inspection programme is agreed with the lead inspector.

3. PROPOSALS

- 3.1 The draft self-assessment (attached as Appendix 1) has been prepared to address the Audit Commission's questions and key lines of enquiry (KLOEs).
- 3.2 The self-assessment is written to answer three main questions:

Question 1: What is the council, together with its partners, trying to achieve? This measures: ambition for the community, prioritisation.

Question 2: What is the capacity of the council, including its work with partners, to deliver what it is trying to achieve? This measures: capacity, performance management.

Question 3: What has been achieved? This measures: achievement in terms of the shared priorities: sustainable communities and transport, safer and stronger communities, healthier communities, older people, children and young people.

3.3 The purpose of the self assessment is to:

“‘tell the story’ of your council and its locality” and “show how your understanding of your locality, as demonstrated in the context section, is translated into ambitions and priorities for the community; and how the capacity and performance management of the council is being applied to deliver improved outcomes for local people and places.”

Audit Commission guidance

3.4 The Mayor and Chief Executive are required to sign the submitted self-assessment and submit a score from 1-4 for each of the main sections, 4 being the highest.

4. RECOMMENDATIONS

4.1 Cabinet is requested to:

- a. Approve the draft self assessment submission
- b. Authorise the Chief Executive in discussion with Mayor and/or Performance Management Portfolio Holder to finalise the draft for submission on 16 October 2006.

5. REASONS FOR RECOMMENDATIONS

5.1 Under section 99 of the Local Government Act 2003 the Audit Commission has a duty, from time to time, to report on its findings and categorise English local authorities according to their performance in exercising their functions. CPA is the tool that the Commission uses to fulfil this duty. The Council is therefore required to submit a corporate self-assessment as part of the CPA process.

6. BACKGROUND PAPERS

6.1 None

7. CONTACT OFFICER

- 7.1 Andrew Atkin, Assistant Chief Executive
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Appendix 1

Hartlepool Borough Council

Corporate self-assessment

October 2006

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Context and summary

Hartlepool's unique combination of history, geography and community characteristics has generated significant and challenging social and community needs which are driving forces for the aspirations and approach of the Council.

Since its last corporate assessment in 2002 the Council has achieved major improvements. These include, for example, continued physical development to underpin regeneration, further major improvements in educational attainment and significant reductions in crime.

It is recognised however that there is a lot still to be achieved. This introductory section, which sets the self-assessment in context, looks at the Hartlepool and Hartlepool Council in turn, summarising the key characteristics of each and giving a short analysis of their implications for the way the Council works.

Hartlepool

Hartlepool is located on the North East coast at the eastern end of the Tees Valley. It has a significant port facility and the A19 passes through the Borough. Hartlepool is compact and densely populated, covering an area of 9,386 hectares with a population of 90,000 (2005). It is relatively isolated from the national transport infrastructure and main markets. Overall, the population is projected to decline slightly over the next ten years, with older age groups increasing and younger age groups reducing. Hartlepool has a small but growing ethnic minority population, 1.2% of the total population in 2001.

Historically, the economy was based on the port and coal exporting trade of the nineteenth century, giving rise to iron and steel, shipbuilding and engineering industries. Structural economic change in the later part of the last century hit Hartlepool particularly hard with the decline of its basic industries.

The substantial investment of resources into Hartlepool over the last 10-15 years has, therefore, been largely targeted to support the physical regeneration of the Borough's

buildings and infrastructure. Evidence of the success of this programme is highly visible, particularly in the town centre. Major investment programmes currently underway include Single Programme, New Deal for Communities, Housing Market Renewal, SRB, Intereg, ESF and ERDF with a combined expenditure in 2005/6 of £32.5m.

According to the 2004 Index of Multiple Deprivation (IMD) eight out of Hartlepool's 17 wards are among the top 10% most deprived in England, with five of these wards being in the top 3%. Out of 354 English districts, Hartlepool has a district ranking of 18. This is an improvement of the 2000 IMD district rank, which ranked Hartlepool 10th most deprived out of England's districts.

Life expectancy is lower than national and regional averages and mortality ratios are above average, particularly for chronic heart disease and cancer. A quarter (24.4%) of Hartlepool's residents identified themselves as having a limiting long-term illness in the 2001 Census, compared to less than one in five nationally (18.2%).

The high levels of social deprivation contribute to a number of associated problems, including higher than average levels of crime and dependency on social support and benefit services. In recognition of this situation, the priority that had been given to physical regeneration has been shifted over the last few years towards an agenda focused on a broader approach to regeneration, with a stronger emphasis on social regeneration. This shift is evident in both the Council's current priorities and its method of operation.

Hartlepool has strengths which are less easily measured. In 2004 83% of residents were satisfied with their area as a place to live. It is a close-knit community with a pride and ambition for the town.

The multiple nature of the social problems experienced by a large proportion of the population means that a partnership approach, bringing together members of the community, public agencies and other stakeholders, is essential if improvements are to be continued. This is fully recognised by the Council.

Hartlepool Council

Hartlepool Council became a unitary authority in 1996. By population, it is the smallest of five small unitary authorities in the Tees Valley sub-region, and is the second smallest unitary council in England.

The Council currently has an independent elected Mayor and 47 elected members representing 17 wards. The Council currently comprises 27 Labour, 11 Administration Group, 7 Liberal Democrat and 3 Independent representatives.¹ The Council adopted a mayor and cabinet executive decision making system in May 2002, electing Stuart Drummond. The Mayor was re-elected in May 2005, with a majority increased from 500 to 10,000. For the past 3 years he has led an inclusive coalition cabinet and his new Cabinet brings together Labour, Independent and Liberal Democrat councillors with decision making delegated to individual portfolio holders and officers where and when appropriate. The portfolios are: Regeneration, Liveability and Housing; Culture, Leisure and Transportation; Performance Management; Children's Services; Adult and Public Health; and Finance.

The Scrutiny Coordinating Committee and four scrutiny forums review the work of the executive and the council. The scrutiny forums provide the opportunity for councillors to review the work of the executive and council, provide policy advice and examine issues of local concern.

Political and managerial leadership has created an organisation capable of achieving its ambitions for the future. The Council underwent a restructure in 2005/6 and now has 5 departments: Adult and Community Services, Children's Services, Chief Executive's, Neighbourhood Services and Regeneration and Planning.

For 2006/7 the net revenue budget is £75.52m, (this excludes spending by schools) an annual increase of 6.1%. This included a 6.1% increase for Children's Services and 8.9% for

adult social services. The Council Tax increase was restricted to 4.9%.

Increasingly the Council has faced a difficult financial position as it sought to minimise Council Tax increases and at the same time protect and improve services. In part our financial pressures arise from the heavily skewed nature of our property resources base, with the overwhelming proportion of properties in the lower council tax bands. Over the 5 years to 2005/6, Hartlepool's average Band D Council Tax increased by 16.6% compared to 26% for the average unitary authority and demonstrates member and officer commitment to maintain and improve value for money for residents. The average Council Tax bill to households has changed from being 5.2% above the unitary average in 2001/2, to being 1% below the unitary average in 2005/6, against a background of improving service delivery.

The Council will undertake capital investment during 2006/7 of £26.93m, including £5.9m on the Extra Care Housing development, school improvements of £2.63m and transport schemes of £2.09m. Over 50% of the expenditure is funded from specific grants. The council makes use of prudential borrowing to pursue its priorities.

Conclusion

This brief contextual summary contains the background to many of the themes which flow through the remainder of the self-assessment. The commitment to work in partnership is a theme linking both community issues and internal Council issues. For the community, successful partnership working is needed to tackle the consequences of high levels of deprivation, whilst for the Council, its capacity to do so successfully is greatly assisted by the additional resources offered by partnership working.

The sustained effort made to tackle Hartlepool's legacy is widely recognised as a success story so far. The issues which remain to be addressed give the Council, together with its partners the agenda for the next ten years. Our ambition to achieve, which is clear

throughout this self assessment is met by our forward thinking approach. To drive further improvement we ; are rethinking governance and accountability at a locality level – through our participation in the Lyons review , our LAA submission and the development of a Tees Valley Business Case and we have put in place the building blocks in the community to potentially deliver on double devolution

1. Ambition for the Community

Self assessment score -

We are an ambitious, high performing, authority. Our ambitions for the town are based on a clear vision, a thorough understanding of its communities and determination to work in partnership. Our achievements, demonstrated throughout this self-assessment, show we turn our ambitions into action and reality.

A Council with vision

We believe we have the key role to play in helping Hartlepool grow, develop and prosper. Our overall aim, sets out how we want the Council to work and what we want to achieve

To take direct action and work in partnership with others to continue the revitalisation of Hartlepool life and secure a better future for Hartlepool people².

Our vision was set out in the 2002 integrated Community Strategy and Neighbourhood Renewal Strategy³.

Hartlepool will be a prosperous, caring, confident and outward looking community, in an attractive environment, realising its potential.

The process for agreeing the vision was led by the Council and developed through the Hartlepool Partnership (the Local Strategic Partnership)

The vision was translated into the seven priority community strategy aims that have provided a successful framework for promoting the economic, social and environmental well-being of the town in a clear, balanced and integrated way over the past 4 years. We are determined to address deprivation and narrow the gap between the town's communities.

Jobs and the Economy	Develop a more enterprising, vigorous and diverse local economy that will attract investment, be globally competitive, and create more employment opportunities for local people.
Lifelong Learning and Skills	Help all individuals, groups and organisations realise their full potential, ensure the highest quality opportunities in education, lifelong learning and training, and raise standards of attainment
Health and Care	Ensure access to the highest quality health, social care and support services, and improve the health, life expectancy and well being of the community.
Community Safety	Make Hartlepool a safer place by reducing crime, disorder, and fear of crime.
Environment and Housing	Secure a more attractive and sustainable environment that is safe, clean and tidy; a good infrastructure; and access to good quality and affordable housing.
Culture and Leisure	Ensure a wide range of good quality, affordable and accessible leisure, and cultural opportunities.
Strengthening Communities	Empower individuals, groups and communities, and increase the involvement of citizens in all decisions that affect their lives.

Specific long-term ambitions and targets underpin our vision. At a strategic level these are set out in the Community Strategy and Local Area Agreement and we clearly translate these ambitions into our Corporate and departmental plans⁴.

Understanding and engaging partners and local communities

We understand our community and through the LSP, theme partnerships and service specific forums we successfully bring together representatives and information from all key agencies, the voluntary and community sector, resident and community representatives⁵ to take into account intelligence from a wide range of interests to inform decision making⁶.

We have a strong record of consultation and involvement with effective arrangements in place to understand the views, needs, desires

and preferences of our various stakeholders. Consultation and engagement operates at different levels and uses a variety of approaches⁷.

This includes

- Town wide - "View point" our consultation panel has undertaken 19 rounds of consultation and consistently has a response rate of over 65 %; a triennial; survey examines progress in the Neighbourhood Renewal Area and the town.
- Subject specific – To assist the budget setting process in 2004/5 we undertook a range of innovative consultation using the SIMALTO technique.
- Themed - The review of the Community Strategy, to be completed by March 2007 is consulting the community through a variety of methods.
- Neighbourhoods - The Neighbourhood Action Planning (NAP) process includes detailed community based consultation.⁸
- Client group – There are well-developed arrangements in place for consultation across a broad range of client groups⁹.

Despite these strengths we are further developing our arrangements. In 2005 we launched **"Talking with Communities"** with the specific aim of listening and acting on the views of Hartlepool's small but growing BEM community and to draw together and further target our approach we have developed an integrated suite of policies and action plans, **"Communicating with your Council"**¹⁰.

Leading and Working in Partnership

The Council provides effective leadership. We have worked hard to develop this at a national, regional, sub regional, and local level, recognising that we were criticised for being inward looking in our 2002 CPA.

We have successfully represented the community's views on PCT and Police proposals from the Government¹¹. Our submission to the Lyons Inquiry¹² and contribution as one of the nine national case studies gives the council a significant voice. In considering devolved sub regional and locality

based governance as part of this, and in putting in place the building blocks for devolution as well as recognising the need for effective decision making and accountability at a locality level we have shown that we can lead and are ambitious for the local community.

As a leader we bid for resources, broker deals and work as a constructive implementation partner.

Some examples include

- Brokering deals to ensure significant and key regeneration projects, such as Victoria Harbour and the Innovation Centre, stay on track
- Successfully lobbying Hartlepool's case with rail companies to improve London train links
- Making Hartlepool's voice heard during negotiations on regeneration activities and achieving a regional spatial strategy that provides a sound basis for our regeneration priorities
- Bidding for, and winning, the Tall Ships Race for 2010

Part of being a community leader role is about tackling difficult problems. The Council has not shrunk from taking tough decisions that have enabled services to be improved while maintaining financial stability, for example, transferring the housing stock to ensure investment of £108m over 6 years to achieve decent home standards.

Locally, as nationally, above inflation increases in Council Tax are increasingly controversial. Councillors have taken tough decisions to balance protection of services and investment in priorities against council tax levels. Over the 5 years to 2005/6, Hartlepool's average Band D Council Tax increased by 16.6% compared to 26% for the average unitary authority and demonstrates member and officer commitment to maintain and improve value for money for residents¹³. The average Council Tax bill to households has changed from being 5.2% above the unitary average in 2001/2, to being 1% below the unitary average in 2005/6, against a background of improving service delivery.

2. Prioritisation

Self assessment score -

We are addressing our ambitions with clear robust priorities and an effective strategy to deliver within a framework of policies, plans and resources. These priorities are articulated through our plans and take into account a wide range of pressures, e.g. national priorities and community views. Achievement in our priority areas will ensure that our track record of success can be sustained.

A Council with clear robust priorities and the strategy to deliver

Our community's ambitions are clearly set out in the Community Strategy which integrates national priorities, e.g. **Safe and strong communities** - Community safety aims, **Sustainable communities** - Jobs and the Economy, Environment and Housing. Our priorities consciously address a mixture of national and local priorities. In many cases they overlap allowing us to apply a Hartlepool dimension to national priorities.

The Community Strategy was based on extensive public consultation. All partners worked together on this vision, generating extensive shared understanding. There was wide-ranging public consultation which showed 98% support for the aims¹⁴.

The Council's specific priorities to deliver on the Community Strategy aims are set out in our corporate and departmental plans for 2006/7. These include:

Jobs and the economy	Continue to assist business growth with the development of the business incubation system
Lifelong Learning and Skills	Raise attainment rates, particularly at Key Stage 1, 3 and GCSE

Health and Care	Increase the number of people receiving direct payments Reduce mortality rates from suicide Increase the number, range and stability of placement for looked after children
Community Safety	Manage the partnership aspects of Neighbourhood Policing Introduce the "Tougher Choices" initiative for drug users
Environment and Housing	Raise recycling of household waste Achieve decent homes standard in of private dwellings
Culture and Leisure	Develop business case for H ² O Centre. Increase patient levels of participation in both physical and cultural related activities
Strengthening Communities	Re-launch the Compact with voluntary and community sector

Taking action requires a mix of approaches, ranging from strategic to the local. The Council's Neighbourhood Action Planning process¹⁵ takes the prioritisation process down to neighbourhood level. While NAs are structured around the seven key themes of the Hartlepool Community Strategy they prioritise neighbourhood issues.

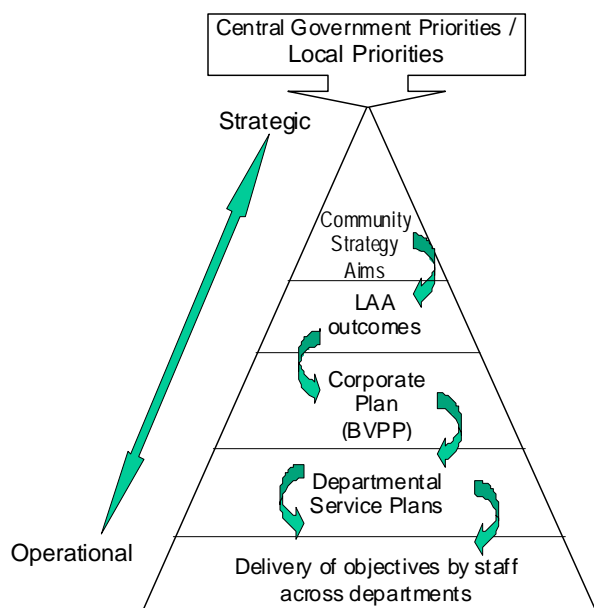
Key service providers are committed to NAs; signing up to delivering priority actions agreed in the NA documents. In preparing NAs the Council's Regeneration team undertake a brokering role between residents and service providers to agree how existing services can be improved or new interventions implemented.

Taking action

We take robust and planned action to deliver our priorities within the framework of policies, plans and resources available to us, either alone or in partnership. Our vision is the start of a "golden thread" which runs all the way through a comprehensive planning framework¹⁶

that has been revisited over the past three years.

Our plans include clear and agreed milestones and performance measures with targets. Where appropriate they link with statutory plan such as the Children and Young Persons Plan, the Local Transport Plan and Local Development Plan that are reflected in corporate and service plans. This framework is set out below



We have integrated the Local Area Agreement outcomes into the Corporate Plan and this will be developed next year further strengthening the tie in with national priorities.

The Budget and Policy Framework¹⁷ is the mechanism we use to integrate priorities and resources. The framework currently covers a two-year period and we are in the process of aligning the budget strategy with the first 3-year grant settlement provided by the Government.

The framework provides

- A comprehensive analysis of the Council's financial strategy and the links to key strategic objectives
- The financial and services issues facing the Council, including the links to the Council's efficiency strategy
- A detailed analysis of budget pressure/priorities and service reductions.

- Links the council's efficiency strategy, the detailed of pressures and priorities and options for service reductions

This enables Cabinet, Scrutiny Coordinating Committee and full Council to fulfil their respective responsibilities within the budget setting process. These priorities are, in turn, linked to Corporate, Departmental and service plans to ensure appropriate action is identified, targeted and monitored.

We are adept at bringing resources to bear on our priorities, by using a mix of our own financial resources, external funding where it is available and supports our priorities, working in partnership in the town and more widely and through political and management leadership within the Council. We have actively managed budgets and staffing levels, creating departmental risk and strategic reserves to manage change and implement service improvements.¹⁸ We have been instrumental in bringing over £100m of additional public resources into the town over the past 3 years.

In terms of service priorities¹⁹ the council's initial priority when it became a unitary authority was to address educational attainment. Education expenditure was increased on a phased basis and then maintained at the level of the Education Standard Spending Assessment (and then Formula Spending Share). This policy commitment was achieved as part of the 2000/2001 budget. From 2001/2002 the Council has maintained this policy and fully passported the local increase in Education Formula Spending Share.

The Council has also given Social Services a high priority to meet increases in service demands and standards. The council has fully passported local increases in social service's SSA/FSS's. This strategy ensured resources to achieve our aims were provided. For 2003/2004 and 2004/2005 the budget provided significant additional local top-up as the local SSA/FSS increases were not sufficient to meet local cost pressures. For example, the local top-up provided in 2004/05 was £1.2m, which equated to an additional increase of 3.6%

The Council's policy of prioritising education and social services clearly had implications for other services which received lower increases or had to identify expenditure reductions. When preparing the 2006/2007 budget the Council recognised that a more sophisticated approach for prioritising services needed to be developed to ensure Members and Senior Officers were more explicitly aware of the impact of their decisions to increase/decrease resources for a specific service.

Recent examples of the Council shifting resources to deliver its priorities include:

- Mainstreaming funding of learning mentors in schools
- Investment to achieve waste reduction and recycling targets
- Shifting £80,000 to ensure business incubation development went ahead

Our funding priorities for 2006/7 include:

- Addressing service pressures in relation to service for Older People and People with Learning Disabilities;
- Introducing free concessionary fares scheme; and
- Addressing equal pay issues.

3. Capacity to deliver

Self assessment score -

Hartlepool is a small authority but on balance we view this as a strength rather than a weakness. We can move quickly to address issues; work across issues and agendas; understand our community and are accessible to them. Our track record of delivery is impressive and shows we have the capacity to achieve change and deliver priorities.

Our capacity to deliver is good because we have a strong framework of accountability for decision-making, the people to deliver our ambitions and a desire to work in partnership.

A Council accountable for its decisions

The Mayor was re-elected in May 2005, with a majority increased from 500 to 10,000. For the past 3 years he has led an inclusive coalition cabinet and his new Cabinet brings together Labour, Independent and Liberal Democrat councillors.

Our **Constitution**²⁰ provides a clear framework for open and transparent, decision-making and accountability to our partners, stakeholders and the public. Relationships between Councillors and Officers are challenging but constructive, based on a common desire to continue the regeneration of the town and provide value for money for residents.

We have a strong Executive consisting of six clearly focussed portfolios with decision making being delegated to individual Portfolio Holders and Officers where and when appropriate.

We have made substantial improvements to our Overview and Scrutiny Function. A proactive approach closely allied to council and community priorities²¹ underpinned by a Member Development Programme are in place ensuring that Elected Members have the knowledge and awareness of key issues to enable them to be effective in their role.

The three Neighbourhood Consultative Forums in the North, South and Central areas of the town are well established. Resident representation with voting rights work

alongside ward councillors. Each forum has a dedicated budget of £87,000 allowing local leadership to be practically demonstrated in a meaningful way.

With the people to deliver our ambitions and priorities

In part the capacity of the organisation comes from the spirit within the organisation. This is sometimes referred to as the "Hartlepool Way"²². Essentially it is a culture and ethos which puts the emphasis on the ends rather than the means and creates commitment and buy-in. This spirit has grown, fuelled by a sense of achievement from significant successes and confounding outside expectations.

Leadership is a key element of this and within the council leadership from Councillors and management from senior people is good and we continue to develop our in-house capacity. We are doing this by further improving performance management, developing staff and members and creating efficiency savings²³. This is managed, in part, through the Way Forward Change Programme²⁴ which is integrated into and further enhanced through the organisational development priorities and plans set out in the Corporate Plan.

We are working to ensure we have the skilled and effective workforce to meet future current and anticipated demands. We have actively considered the organisational implications of changing policy drivers nationally and the implementation of our corporate restructure in July 2005 resulted in the reduction in the number of departments from six to five.²⁵

The recently implemented HR Strategy²⁶ provides a framework for taking our approach on by addressing workforce planning and development issues in a credible and realistic programme of action building on progress already made.

We are a Council that acts and we have been proactive in dealing with HR issues in relation to capacity. At the strategic level the partnership with Northgate gives access to ICT skills, we have bought in skills to enable us to progress risk management²⁷ and business continuity. The importance of an integrated

approach to risk management and service delivery processes is evident at all levels of the organisation and we have made significant strides.

Specific occupational skills shortages in senior management, social work and planning have been addressed through a mixture of interim management arrangements, links with academic institutions and short term and long framework agreements with consultants.²⁸

A comprehensive appraisal process is in place and this underpins the development of staff. We are investing effectively in developing the leadership and management skills of our 400 managers and other senior staff through 'Be the Difference' Leadership and Management Development Programme. The aim is to develop leadership capacity and support the Way Forward change management programme.²⁹

An active Member development programme is also in place, led by the Member Development Group that is chaired by the Performance Management Portfolio Holder. A strategy is in place and achievements to date include an improved induction process and an annual member development programme.³⁰

Effective communication is essential to delivery.³¹ We have regular and effective communications in place including Hartbeat, Councillors bulletins, political group briefings, Newslines, departmental newsletters, staff briefings, CMT key communication message bulletin, ensuring awareness of our own role, priorities and improvements. In the 2005 staff survey 80% agreed that they understood how their work contributed to the overall aims of the council.³²

The Authority is moving up the levels of the Equality Standard³³, taking action to match our workforce profile to that of the local community and ensuring that staff understand and apply best practice in diversity. The Council achieved Level 2 of the Equality Standard in March 2006 and we are now progressing towards Level 3 with particular focus on establishing diversity targets.

Achieving change with partners

Partnership working is very important to us. The Council is fully aware that its organisational capacity goes beyond its people and resources. Partnership in Hartlepool extends from strategy into joined up and enhanced service delivery.³⁴

We use partnership arrangements to improve our capacity, gain a better understanding of the diverse needs of the community and deliver results.

Examples of this approach include:

- Joint tasking and co-ordination of the police and community safety teams now extending into a joint approach to neighbourhood policing³⁵
- Joint commissioning and posts with the PCT³⁶
- Joint working with the Fire Brigade reduced the number of deliberate fires by nearly 50% as part of LPSA 1³⁷
- Neighbourhood Action Planning approach³⁸

Achieving efficiency and value for money

Our approach to value for money³⁹ is a balance between cost, need and quality, underpinned by a culture which encourages and fosters challenge and change, ultimately resulting in the ability for us to free up resources to invest in our capacity to address our priorities.

We are pragmatic but innovative in relation to efficiencies and service improvements together with joint procurement arrangements with our partners. The Council has actively pursued a mixed economy of provision where clear benefits for the town were evident and we continue this through our Procurement Strategy and 5 year Procurement Plan⁴⁰

Examples include

- Establishment of Hartlepool Housing,
- The use of private and community sector for social care provision
- Adoption of Rethinking Construction principles in partnership with building and highways maintenance contractors.

Our forward thinking approaching to investment in ICT is now paying long-term dividends with a robust ICT Strategy now in place freeing up capacity to meet our priorities⁴¹. Increasing flexibility in where, when and how work is done, has involved optimising the use of technology in our Revenue and Benefits service and flexible home work arrangements across the Authority continues to make significant contributions to increased efficiency within the workforce.

We are further developing our Contact Centre⁴², developing the physical environment, rolling out the concept and integrating services into it operation with a clear focus on improving service, efficiency, customer need and process reengineering⁴³.

4. Performance Management

Self assessment score -

Performance management is a strength because we set and achieve challenging targets and have a practical performance management framework to sustain the council's progress since becoming a unitary council in 1996. We constantly seek to improve our approach.⁴⁴

A Council managing performance

In 2002 the Community Strategy priority aims were adopted by the Council, placing them at the apex of our performance management pyramid. This approach provides a strong mechanism for keeping the community's priorities at the top of the council's performance agenda.

The council's performance management framework⁴⁵ is based upon three levels of plans and underpinned by a well-embedded personal development and appraisal process⁴⁶ that has been in operation since 1996. The three levels of plans are the Corporate Plan, Departmental Plans and Service Plans.⁴⁷

The Corporate Plan sets out how the Council will deliver its vision and objectives at a corporate level. It is updated annually, and includes high-level performance indicators and targets for each Corporate Objective and organisational development objective. Scrutiny Coordinating Committee and full Council consider the Corporate Plan prior to its formal publication.

Progress on the Corporate Plan is formally reviewed quarterly by Corporate Management Team and Cabinet consider progress on the Corporate Plan through a quarterly exception reporting process. Scrutiny Co-ordinating Committee also receives these reports and may choose to keep issues under review or launch a scrutiny inquiry.

Departmental Plans⁴⁸ set out in more detail how corporate objectives will be implemented and identify other objectives relevant to departments. Progress on departmental plans is reported quarterly to departmental

management teams and the relevant cabinet portfolio holders.

Services Plans are working documents to enable managers to allocate staff and other resources and to manage performance at officer level. Heads of service and their management teams actively monitor and evaluate performance and amend the plans as necessary to ensure that targets are achieved and resources are used effectively and efficiently. At each level of plan a responsible officer is identified and these are considered as part of as part of their annual performance appraisal.

We are open to learning and the past two years have seen developments in the council's approach based on learning taken both internally and externally. We have expanded a performance database application used within Neighbourhood Services for corporate use and developed our performance management framework based on learning from Sunderland. We are currently looking to learn from the PCTs introduction of their Dynamic Change PM system.

We adopt a project management approach where it is appropriate and we have a track record of successfully project managing large scale projects such as our housing stock transfer in 2004, the Housing Market Renewal programme, the Northgate ICT partnership set up in 2001 and the Way Forward programme.

We adopt a practical approach to benchmarking and regularly compare performance information with specific services participating in benchmarking where it is beneficial.⁴⁹ Development in the scrutiny process over the past 18-24 months have significantly improved the potential for non executive members to play a community leadership role and influence the executive.

Sharing understanding of performance

The Council has helped develop performance management for its key strategic partnerships, pre-eminent amongst these is the Hartlepool Partnership which has a well established performance management framework and is recognised as being successful and fit for purpose as evidenced by GONE green rating for the LSP⁵⁰.

The Community Strategy team within the Regeneration and Planning Department has carried out considerable work in the last two years to implementing a Performance Management Framework⁵¹ for the Community Strategy and the Neighbourhood Renewal Strategy. The framework clearly sets out priorities, indicators to monitor progress and targets to assess performance. Reports are considered quarterly by the LSP and within the theme partnerships where action to maintain progress is agreed.

We are seeking to work with central government, GONE and Tees Valley neighbours to streamline performance management arrangements for the locality through our LAA.

Driving continuous improvement

Performance targets are an integral part of the service planning process and progress reported to stakeholders.

As part of our performance management framework we consider:

- How we have performed as a council against milestones and targets
- How we compare as a council to our peer group
- More detailed reports on specific issues of importance are produced as necessary e.g. a one-off report on the detailed results of the last Best Value User Satisfaction Survey, LPSA/LAA reward element, progress on implementing actions plans such as reducing absence levels.

We recognise that management and staff skills are at the heart of achieving continuous improvement. The “Be the Difference”

performance management module is aimed at improving those skills and we are planning to incorporate the skills developed into our performance management framework for 2007/8 including balanced scorecards and performance profiles. Adult and Community Services management team are collectively using the module as part of their 2007/8 planning process.

We have a formal corporate comment, complaints and compliments procedure and standards for response which are well publicised at service points and on the Internet. The complaints and the outcomes are reported annually to Members and used to help improve services. Complaints or comments about recycling and street lighting can be made on line. The recent review of the policy has been considered at the Talking with Communities event.

The latest audit of our Best Value Performance Plan produced an unqualified report with no statutory recommendations. We have plans in place to further improve our current arrangements for data quality control and we are working to learn from best practice within the Audit Commission and in other authorities.

Management focus is maintained both to improve performance and address areas of weakness. This is achieved through departmental management teams and portfolio holders providing clear leadership, regularly considering performance and taking action. Ultimately what counts in Hartlepool are results⁵² – the 2005 Direction of Travel verdict was that overall we were “Improving Well” from a high performance baseline with 38% of national indicators in the top quartile. Effective managerial leadership has enabled further progress in 2005/6 with 64% of a basket of national and local PIs improving. The following sections on the Shared Priorities demonstrate clearly the substantial progress we are making.

5.1 Delivering Priorities

Progress has been substantial since our CPA in 2002 towards achieving our vision and plans. We do this through effective working with partners, the voluntary sector and business; this is a theme of which we are proud. Through the following sections we describe and give a flavour of our many achievements. We make reference to a number of case studies and these illustrate how we have gone about making progress.

There is no doubt though that there is more to do and we, with our partners, have the vision and commitment to do it.

5.2 Sustainable Communities and Transport

Good progress has been made, with our partners, to improve quality of life and deliver a more sustainable future for our communities.

The Economy and Labour Market

Our aim is to “Develop a more enterprising, vigorous and diverse local economy that will attract investment, be globally competitive and create more employment opportunities for local people”.

We have⁵³

- Evidence of increasing employment rates, up from 65.0% to 67.2% between December 2004 and December 2005
- Less working age adults in receipt of benefits
- Increased self employment from 3.8% to 5.8% since 2000
- Increased small business start-ups by 40%, compared to a regional increase of 13% between the first quarters in 2005 and 2006
- Supported the creation of 1,150 jobs over the past 3 years

In response to historically low business start-up rates we, with partners, commissioned DTZ Pieda in 2003 to produce a strategy⁵⁴ assessing barriers to, and opportunities for, business formation and growth. We have

developed an accessible business incubation system, supported by a property portfolio which includes Brougham Enterprise Centre, UK Steel Enterprise's Innovation Centre and move-on accommodation at New burn Bridge⁵⁵.

In our broader business support work, we have

- Developed with Business Link Tees Valley a network of relevant business support providers⁵⁶
- Fostered the business network Enterprising Hartlepool to provide peer support and feedback to the Council on enterprise development
- Aligned services to local business needs and reduced the burden of regulation, e.g. via the One Stop Shop dealing with planning enquiries

We work closely with partners to equip residents with skills relevant to the local labour market and to address barriers to employment, e.g. Hartlepool College of Further Education now operate three Centres of Vocational Excellence with plans to expand further.

Our direct initiatives are focussed on either particular growth sectors or client groups with particular needs, identified via the Sector Skills Councils, DWP and Neighbourhood Action Plans. Sectoral initiatives have included Building Futures (a construction skills initiative which we lead) and customer services for the tourism and leisure sector.

We support local people through

- “Progression to Work” - provided transitional employment for 35 people with disabilities and health conditions and 12 have secured sustainable employment
- Support for lone parents – since 2004 supported 157 lone parents with 33 securing employment
- An extensive Intermediate Labour Market programme that has provided 405 paid placements since 2000 with 399 gaining qualifications
- Neighbourhood Nurseries and Children's Centres programmes - places increased by 75% since 2002

Regeneration and infrastructure developments have played a major part in Hartlepool's progress. Victoria Harbour, a 133 ha dockland

redevelopment project adjacent to Hartlepool Marina, represents Hartlepool's biggest ever regeneration opportunity. Working closely with partners we have proposals for a 20-year development, including 57,000 sq m business floorspace, 3,500 dwellings and leisure, tourism and community facilities⁵⁷.

These developments are supported through other related projects:

- Queens Meadow business park provides a modern business environment and has two new manufacturing businesses providing 67 jobs, the UKSE Innovation Centre, with further development anticipated
- Environmental, infrastructure, property support for 71 premises and security improvements for 68 premises at Longhill and other commercial areas since 2003/4

Investment of over £500m since the early 1990's has seen the regeneration of the town centre's retail, commercial and leisure facilities and the Marina area with associated infrastructure investment. Re-use of landmark buildings⁵⁸, is an important element of this approach, e.g. working with the building owner to secure the £4m conversion of the former Co-op building. These are reinforced by NDC grant-aided improvements to premises around the town centre

Tourism and the positive image of the town are crucial to Hartlepool's re-invention. Our Tourism Strategy⁵⁹, adopted in 2004, builds on our strengths, particularly around maritime heritage. Our ambitious and successful bid to host the Tall Ships' Race in 2010 provides a superb opportunity to showcase Hartlepool and the region and to encourage further investment. The current data indicates that the visitor market is worth £38.5m per year to the local economy.

Housing

Our aim is to ensure "access to good quality and affordable housing".

We have:⁶⁰

- Acquired by agreement over 90% of the 620 properties in the first phase Housing Market Renewal (HMR) areas required for redevelopment

- 57% of Housing Hartlepool homes and 96% of other RSL homes meeting Decent Homes Standards.

Our housing achievements flow from our integration of strategic housing, physical regeneration and planning policy policies. Key policies, informed by housing market studies⁶¹, support identified needs, including the supply of larger and higher value new housing in various sites in the Borough, as well as sustainable housing regeneration in areas suffering with low demand in central Hartlepool.

Our HMR programme is addressing market renewal within the older housing areas around the town centre. Extensive community consultation, close collaboration with delivery partners and a soundly based case for funding⁶² has enabled significant progress with work on target to start on our first 3 priority sites in Spring 2007.

Complementary housing management programmes include:

- A private sector floating support scheme
- A well regarded private landlord accreditation scheme, with over 50% of landlords participating
- An ODPM pilot project featuring proactive enforcement in low demand areas

We transferred all of our housing stock to the new registered social landlord Housing Hartlepool in 2004 to ensure that Decent Homes Standard (DHS) targets are met by 2010 through a £100m+ investment programme by Housing Hartlepool and other RSLs. This decision is already paying off with turnover and requests to transfer down, particularly in stock benefiting from DHS+ investment. By March 2006 60% of RSL stock was up to standard. Housing Hartlepool, the main provider, made decent 877 homes during 2005/6 and is on target to achieve the 2010 deadline.

Housing Hartlepool is also proactively addressing problems associated with poor estate design.

We undertake complementary investment in the private rented sector using Single Housing

Investment Pot (SHIP) resources to achieve Decent Homes for vulnerable households, through a mixture of grants and equity loans arrangements.

We have worked with a range of agencies to develop responses to needs identified within our Housing⁶³, Extra Care⁶⁴ and Supporting People Strategies⁶⁵, relating to accommodation, care and management to ensure the needs of vulnerable groups are met. We were appointed Regional Homeless Champions by ODPM in 2005.

Recent developments include:

- Schemes for people with learning difficulties, teenage parents, mentally ill and those with profound physical disabilities
- A supported housing scheme for young people with complex needs developed by Stonham
- The Hartfields extra care village, now under construction⁶⁶

We ensure there is appropriate housing for specific groups or support for vulnerable residents by joint working to ensure repeat offenders and drug misusers receive priority access to suitable accommodation. We also actively implement fuel poverty and affordable warmth initiatives. Nearly 4,000 households have benefited from £2m investment since 2003/4. The scheme is cited as a good practice example in the Regional Housing Strategy. A major new housing development in the central Hartlepool HMR regeneration area will be compliant with the 'Very Good or Excellent' Eco Homes Standard.

Environment

Our aim is "a more attractive and sustainable environment that is safe".

We have

- Increased the amount of household waste being recycled/composted from 19% to 23%
- Reduced municipal waste going to landfill by 8% making us one of the best performing authorities in England.
- Reduced fly tipping by 18%
- Procured 100% of our energy from quality combined heat and power sources

By working in partnership with neighbouring authorities and others we deliver sustainable waste management practices in a cost effective way. We have achieved this by introducing home and community composting, green waste recycling and alternate weekly collections on two refuse rounds. The latter is being expanded town wide this autumn and initial results indicate a town-wide recycling rate of 35-40% is achievable.

Environmental crime features highly amongst residents concerns. Limited mainstream funding has been available so we have brought in external funding and radically changed working practices to deliver.

We deliver our street scene services on a neighbourhood basis, matching the Neighbourhood Consultative forums ensuring street cleansing, grounds and highway maintenance services are integrated and tailored to local need. Residents identify specific priorities for their neighbourhoods, which are funded from the Neighbourhood Consultative forums and NAP Community forums own budgets. This is supported by a number of partnerships with external organisations, e.g. the probation service, where offenders who have committed crimes in the town remove graffiti, construct paths/walkways, coppice woodlands and paint street furniture and the remove of fly tipped material from neglected not adopted open spaces. We work closely with educational establishments combating litter on school routes, educational programmes run alongside enforcement.

We complement our overall approach to the environment through specific targeted schemes. Operation Cleansweep⁶⁷ focuses a range of street and environment services on one area over a short period of time. Pride in Hartlepool is our community education and action campaign, it has facilitated 62 projects between 2003 and 2006⁶⁸.

Transport

Our aim is a good transport infrastructure complementing our other aims on the economy, the environment and safety. We have made good progress in a number of areas⁶⁹⁷⁰. This is a challenge, because funding

is limited and there are still many people without access to a car.

We have⁷¹

- Increased the number of passenger rail journeys from Hartlepool and Seaton Carew by 10% in 2005/6
- Reduced the percentage of the unclassified road network in need of repair to 12% from 2002/03 to 2005/06.

Our developing framework and planning policies⁷² in respect of jobs, services and amenities explicitly address accessibility. In addition we work closely with all key partners to reduce the barriers to access employment, training, and commercial centres. Among transport stakeholders we work with Stagecoach Hartlepool through our voluntary Bus Quality Partnership⁷³, local cyclists through the Hartlepool Cycle Forum⁷⁴ and at a sub-regional level, with Tees Valley Health and Transport Partnership among others.

We have improved accessibility by

- Supporting 'non-commercial bus services in rural communities and deprived urban areas
- Developing a new public transport interchange, to start on site March 2007
- Working with Northern Rail to improve facilities at Hartlepool and Seaton Carew railway stations
- Implementing travel plans in 58% of our 40 schools with an 8% reduction in car journeys to schools in the last year
- Providing a network of accessible and safe walking and cycling routes and increasing cycle trips across our count sites by 17% from 2002/03 to 2005/06
- Promoting an enhanced travel concession scheme for the elderly and disabled⁷⁵
- Working with developers to ensure that accessibility planning is an integral part of the planning process (Morrisons Supermarket, Victoria Harbour)

We have delivered a wide range of improvements that have supported the development of the local economy and reduced road danger. This investment has been focused in the Regeneration Action Zone sites as well as specific communities and areas of deprivation.

We have delivered on this through:

- Major road schemes to support the development of flagship sites e.g. improved access to Queen's Meadow
- Highway and car parking improvements to improve economic opportunities in the Town Centre
- Provision of cycle route links (Promenade and Seaton Common Bridleway) to support the development of Hartlepool's tourism industry;
- Road safety measures to reduce road casualties in deprived urban areas⁷⁶

Future improvements

For the longer-term future of the town we will maintain our focus on physical and social regeneration, balancing economic development, housing, environment, and transport priorities. To ensure that we achieve our overall aims it is important that we deliver

- the redevelopment of Victoria Harbour;
- further improvements to the employment rate and business start ups;
- the Housing Market renewal programme;
- the transport interchange;
- identified improvements to the Supporting People function; and
- the recycling targets.

5.3 Safer and Stronger Communities

Our aims to reduce crime and disorder and fear of crime and increase involvement and empower citizens fit closely with the Safer and Stronger priority.

Crime reduction and prevention

We lead the Safer Hartlepool Partnership (SHP) which has broad, inclusive, membership.⁷⁷ Success has been achieved by focusing on reducing domestic burglary and vehicle crime and increasing numbers entering drug treatment.^{78 79} The percentage of residents very worried about burglary and vehicle crime has reduced by 40-45% between June 2001 and April 2006⁸⁰.

We have narrowed the gap between Hartlepool and national averages for:⁸¹

- Overall crime rate per 1000 population from 41% above in 2003/04 to 23% above in 2005/06
- Domestic burglary rate per 1000 households from 87% above in 2003/04 to 26.7% above in 2005/06
- Vehicle crime per 1000 population from 56% above in 2003/04 to 3% below in 2005/06
- Overall crime rates reduced by 13% over the 2003/4 -2005/6 period in the NRF area

Good progress has also been made in the NRF area. We have narrowed the gap with Hartlepool averages on most indicators compared with the 2003/4 baseline. Burglary is down 50%, robbery 57%, deliberate fires 38% and vehicle crime 52%, although criminal damage and local violence appear to have increased⁸².

The agreed Crime, Disorder and Drug strategy is comprehensive and is based on a good analysis of the problems⁸³, underpinned by strong partnership working between agencies and engagement with other stakeholders.

With partners, we are addressing the underlying causes of crime. A drug strategy is in place and being effectively delivered. The number of drug users entering treatment

increased by 83% between 2003/04 and 2005/06. The National Treatment Agency assess the Hartlepool delivery of drug strategy as green, with many of the projects and initiatives promoted as models of best practice⁸⁴

Other examples demonstrating our approach include:

- Residents. The Burbank Initiative, the Hartlepool fore-runner to Neighbourhood Policing,⁸⁵ demonstrates how we work with others to solve local problems
- Voluntary sector. Groups such as North Tees Women's Aid and ADDvance have developed with our support as local service providers and are recognised as examples of good practice in the region
- Users. By facilitating the development of Hartlepool Users Forum (HUF), bringing together drugs misusers, ex-users, and offenders to provide advice to the SHP on service delivery and development
- Other agencies. Sharing and analysis of data to target activity (e.g. Police and Fire Brigade)
- Co-located multi-agency teams, such as HYPED (Young Peoples Substance Misuse Team) and Dordrecht team (for prolific offenders in the community)

All council services are aware of their responsibility to play a role in addressing crime and disorder. The Council has put its own resources into this high public priority.

Examples of service achievements from across the council include:

- The virtual elimination of vehicle crime from town centre car parks, by targeted security improvements over several years
- CCTV improvements, particularly in the town centre
- Estate remodelling in areas with anti-social behaviour e.g. footpath closures, alley gates, lighting, landscaping

Anti Social Behaviour

Our approach to tackling anti-social behaviour is developed, still improving and a priority for the future. We offer a range of support and

diversionary measures, but with enforcement as an ultimate sanction.⁸⁶

We have:⁸⁷

- reduced the number of Police recorded disorder incidents by 5% since 2003/04
- reduced the first time entrants to the Youth Justice System from 289 in 2004/05 to 235 in 2005/06
- reduced deliberate property fires by 39% since 2003/04
- 50% cases accepting mediation resulted in full agreement or improvement

We have co-located Council and Police Officers working together in 2 local Police offices, which enables daily information sharing, and the Council's IT system is used to record intelligence from Police ASBO 13 forms (an early warning for individuals).⁸⁸

We have established an annual Anti-Social Behaviour awareness day (ASBAD) for all Year 8 pupils in the town. Interactive scenes covering different aspects of ASB are presented by a range of agencies, such as Fire Brigade, PCT, Stagecoach and Connexions.

The Youth Offending Service has a fully established Youth Inclusion and Support Panel (named HIP). The HIP assessment process identifies risk factors associated with young people's offending and anti-social behaviour and provides appropriate support to those young people and their families.

In response to anti-social behaviour in and around school playing fields, we have developed Community Outdoor Organised Leisure (COOL) projects for 8-14 year olds after-school in 14 schools across the town. COOL provides sport and leisure activities and encourages community volunteers to join the activity.

The Council has responded to residents concerns about environmental nuisance and vandalism (Evidence Audit of Crime and Disorder 2004) with increased numbers of Environment Enforcement Officers and swift removal of abandoned and untaxed vehicles – a successful LPSA 1 initiative, led by the Fire Brigade, focusing on the rate of deliberate

property fires, funded these removals and also contributed to the reduction in vehicle crime.

Reducing Accidents

We have focussed our initiatives to reduce accidents on high risk groups, young and older people in particular, and areas most at risk and developed a programme for action in partnership.

We have⁸⁹:

- Compared with the average for 1994-98, achieved a 40% reduction in the number of people killed or seriously injured in road accidents
- Achieved a 50% reduction in the number of children killed or seriously injured

Our numbers of overall level of road casualties is low and we are continuing to improve on that good performance, working with Cleveland Police on initiatives based on effective public consultation and involvement⁹⁰.

Overall Hartlepool has a good road accident record for children. The Dyke House Casualty Reduction Initiative is a good example of how our approaches come together, in this case to reduce child casualties by about two thirds⁹¹.

Other examples that demonstrate our approach include:

- Enforcement of speed limits at safety camera sites through the Cleveland Safety Camera Partnership
- Delivering road safety education to parents of children under 5 years old and ethnic communities in partnership with Surestart

We undertake practical activities to help reduce accidents for other hazards.

- Each year 200 plus older people attend events organised jointly by the council and Anchor Trust, with input from opticians, pharmacists, dieticians and others. The "Avoiding Slips, Trips and Broken Hips" programme concentrates on prevention. More recently, events have been held for past fallers to assist their recovery.
- Crucial Crew project⁹², an annual event for 1,300 11-year olds highlighting dangers from 9 different scenarios

Emergency Planning

Our emergency planning arrangements are robust and of high quality. They have been commended by HMIC as good practice. They are based on the unique multi-agency Cleveland Emergency Planning Unit created in 2000 and hosted by Hartlepool⁹³. Good progress has been made implementing CCA duties, including the Community Risk Register. An effective communication strategy is in place, aspects of which have been recognised as national best practice. We regularly participate in multi-agency exercises to test EP arrangements. For example "Exercise Green Goblin" in June 2006 involved the council and PCT and as a result co-ordination of incident response has been improved.

All departments have emergency and business continuity plans in place. We brought in external expertise to assist with this process and conducted a series of exercises in 2005 to test the arrangements.

Stronger Communities

Our achievements in this field are based upon developing effective forms of engagement for planning services and democratic processes, promoting community cohesion and pursuing diversity issues.

We have⁹⁴:

- Increased residents satisfaction with their local area as a place to live, up from 77% in 2002 to 83% in 2004⁹⁵
- In regeneration areas satisfaction was similar in both 2002 and 2004 at 77% and 75%
- Reduced the proportion of residents feeling no involvement in their community from 37% in 2002 to 13% in 2004⁹⁶

At the Borough wide level, we work closely with the Hartlepool Community (Empowerment) Network to enable the wider community to play a full and active part in the Hartlepool Partnership (LSP) and its theme partnerships. Resident and community involvement is integral to the production of Neighbourhood Action Plans (NAPs) which in turn have their

own forums to oversee their delivery⁹⁷. Whilst NAPs have been well received we have recently undertaken a review of the process to look at how resident involvement could be further enhanced⁹⁸ to ensure they continue to meet the needs and aspirations of residents.

We operate at level 2 of the Local Government Equality Standard⁹⁹ and have plans¹⁰⁰ to achieve level 3 by March 2008. We routinely use Impact Needs Requirement Assessments and Diversity Impact Assessment to help shape our service delivery¹⁰¹.

Our work with specific communities of interest includes:

- Working with New Deal for Communities and the Asian community to establish the Salaam Centre and now explore the feasibility of a broader-based multi-cultural centre¹⁰²
- Working with Hartlepool Access Group on "access for all" issues, including access advice on planning applications
- Arranging work placements for people on Incapacity Benefit
- A Young People's Citizenship programme¹⁰³

The Compact, adopted in 2003, sets out the shared values, principles and operational guidelines for the Council and the voluntary/community sector, including a Code of Practice for Communication and Consultation. Whilst it has benefited the development of the Protocol between the LSP and the Community Network, the Statement of Community Involvement for the LAA and the Statement of Community Involvement for the Local Development Framework¹⁰⁴, the Compact's action plan has been only partially delivered. A main finding of the Strengthening Communities Best Value Review undertaken in 2005-6 is the need to strengthen and re-launch the Compact¹⁰⁵. This has been agreed by Cabinet.

Future improvements

It is important to the people of the town that issues relating to crime and anti social behaviour are addressed and it is important for the council that the people and communities of the town are able to contribute to

improvements. To ensure that we achieve our overall aims it is important that we:

- further reduce crime and deal effectively with anti social behaviour;
- work closely with partners including the police on issues such as neighbourhood policing;
- relaunch the Compact to provide the basis for effective working with the community; and
- implement a second generation of Neighbourhood action plans.

5.4 Healthier Communities

Our aim is “improved access to health and social care services and improved health and life expectancy”.

We have¹⁰⁶:

- Reduced mortality rates since 1995-7 of 23% for circulatory disease and 15% for cancer. Both are on track to exceed national 2010 targets
- Increased life expectancy for both men and women between 1995-7 and 2001-3
- Reduced smoking rates amongst adults from 40% to 34% (2000-4)
- Increased the number of people quitting smoking by 6.48% between 2003/4 and 2005/6
- Reduced teenage conceptions by 15.2% meeting our target

Outcomes in relation to health are often, by their nature, longer term but there is evidence that the health of the communities the council serves is improving through direct health interventions and by addressing the wider determinants of health. The Borough's Public Health Strategy¹⁰⁷ and Vision for Care¹⁰⁸, developed in partnership with the PCT, is an overarching framework for action.

Outcomes are achieved through leadership and partnership working combined with delivery and performance management.

Community leadership and partnerships

We work closely with partners to ensure that there are effective mechanisms for engaging the public in identifying needs and planning services.

This includes:

- Community representation on health related planning groups, including Health & Care Strategy Group and the groups which report to it
- Research with specific neighbourhoods and client groups, for example the health audit in Owton ward, focus groups to help identify the needs of people with learning

disabilities and young people's sexual health needs.¹⁰⁹

- Use of Viewpoint to guide the development of the Public health Strategy

We provide leadership and active participation in forums for delivering multi-agency programmes of work around the determinants of health. These include, for example, the Children & Young People's Strategic Partnership, Teenage Pregnancy Partnership Board, Public Health Strategy Group and associated theme groups and Improving Life Chances working group.

Our commitment to health improvement is clear. We have a Joint Director of Public Health & Well-being with Hartlepool Primary Care Trust (PCT) and a cabinet member with a portfolio for Adult Services and Public Health.

Our Scrutiny forum with responsibility in this area has prioritised a scrutiny enquiry into Social Prescribing for this year to consider how it may be more broadly implemented, working with partners¹¹⁰ in previous years it has considered health inequalities, alcohol, drugs, teenage pregnancy, flu pandemic, access to primary care.

The Council played a key role in responding to the Government's PCT proposals and is now working closely with the PCT at a senior management level to develop new structures.

Healthier lifestyles

We work effectively with partners to promote healthier lifestyles and in particular support those living in disadvantaged circumstances to overcome the barriers to a healthier lifestyle.

Anti-smoking¹¹¹ initiatives have included education and campaigns, tackling illegal sales and promoting smoke-free public places. There is now a firmly established multi-agency Smoke Free Hartlepool local alliance.

Successes include:

- Adoption of Smoke Free Hartlepool Charter for the town
- Use of Viewpoint panel findings to encourage expansion of smoke free status

e.g. Hartlepool United Football Club and Middleton Grange Shopping Centre

- 11 smoking cessation drop in clinics sited in areas of greatest disadvantage
- Four-week quit rate is highest in England and surpasses Government targets
- Increasing leisure centre attendance both overall and from the most deprived wards as part of an LPSA 1 stretch targets

A range of initiatives contributed to the 15.2% reduction in **teenage conceptions** since 1998 however this is an area where still need to improve performance further. A range of integrated support is provided for teenage parents via the newly established Sure Start Plus Service and intensive support helps 30% of young parents return to education training or employment.

Significant progress has also been made on promoting **healthy eating**¹¹² and **exercise**¹¹³ in the community

This includes

- 23 schools having the Healthy Schools Standard.
- Health Development Worker based in Dyke House School implementing healthy eating initiative and the establishment of a food co-op
- The appointment of a Community Nutritionist to improve access to, and availability and consumption of, fruit and vegetables focussing on residents in areas of deprivation and children.
- Hartlepool Exercise for Life Project (HELP) GPs and other Primary Care Workers referral to exercise programmes provided by the council.

We are working with tenants and housing agencies to reduce the number of homes below decent standards and to identify households with problems arising from **fuel poverty**, supporting them to thermally insulate their homes. There has been an overall improvement in energy efficiency in domestic premises of 14%. And the number of households in fuel poverty reduced from 10,436 to 4,625.

We are using the mobile benefits service to ensure residents get their benefit more quickly and receive their full entitlement. In addition the expertise of our benefits staff in customers' homes is allowing more generic advices e.g. landlords' duties to tenants in relation to repairs and conditions of properties and referrals to other initiatives such as '**Warm Front**'. This has meant new benefit recipients have been sign-posted and subsequently qualified for Warm Front Grant's of up to £2700 from the Government (up to £4000 in off-gas areas) for energy-efficient home improvements such as central heating installations and repairs.

We have also developed other contributory programmes as part of our approach to addressing health issues.

These include:

- Health Needs Assessment with people with learning disabilities to inform the development of services
- Programmes to support people with learning disabilities and people with mental health problems, into work
- Supported housing has been developed for people with mental health problems
- Multi agency strategy for Vulnerable Adults with an extensive training package

In addition we are modernising day services for people with mental health problems to better connect people with their local communities and facilitate the use of mainstream services for service users. Initiatives include volunteering in the community e.g. offering gardening services to the community, working on various environmental projects and well-established art projects. The Mental Health LIT has been assessed by 'Mental Health Strategies' as being in the top ten performing LITs nationally.

Future improvements

We have made good progress in this area but there is much work still to be done; life expectancy is still below the national average and analysis by the North East Public Health Observatory indicates that progress is not sufficient to stop a widening gap between Hartlepool and national life expectancy. We

have to work with others to address the factors that negatively impact on a healthy community and life. To ensure that we achieve this we must:

- work closely with partners including the PCT and the voluntary and community sectors, to develop and integrate services which benefit the health of the community;
- provide the opportunities for people to pursue a healthy, active lifestyle and increase patient levels of participation in physical activity
- further improve performance in reducing teenage conceptions, smoking and increasing healthy eating.

5.5 Older People

We have achieved a sustained improvement in supporting older people to remain independent.

We have:¹¹⁴

- Top 5* scores for the provision of
 - Intensive homecare
 - Community based services
 - Supporting admissions of older people to permanent residential and nursing care
- Exemplary performance on eliminating bed blocking

Strategic approach and range of services

Our approach has evolved from the Better Government for Older People (BGOP) project in the late 90s. This goes beyond care services and is firmly based on older people's priorities.¹¹⁵ We have worked with older people and our key partners in the community, to develop an approach for older people that has clearly identified the outcomes to be achieved¹¹⁶.

These aims are now encapsulated in the 10 strategic objectives of the Hartlepool Older People's Strategy¹¹⁷, which encompass the 7 dimensions of independence including; the promotion of independence, improved well-being and choice for older people, and the participation of older people as active citizens

We already work well with partners to deliver integrated services. For example our "Multi-link" model of joint working around, intermediate care service and hospital discharge to facilitate early and safe discharge from hospital was commended nationally. The agreement of the "Vision for care"¹¹⁸ and the Older People's Strategy has provided further impetus to a realigning of services within agencies, most specifically the Council and PCT.

Specific service improvements include:

- Low level / floating support to keep older people out of hospital or connected with their homes whilst they are in intermediate care or hospital.
- Integrated patch based teams of social

worker, district nurses and others are being developed across the town

- Direct access by therapists, based in the A&E unit of the local hospital to council home care to assist people to return home and avoid hospital or care admission
- Joint working with CAB, Pension Service, a carers organisation funded by the Local Authority to increase benefit take up by carers
- An integrated approach to the support of older people with mental health issues by establishing a Core Allocation Team of social workers and mental health staff.

Meaningful engagement

To ensure that we can deliver services according to need we have well developed arrangements to ensure meaningful engagement.

We have worked with Older People to improve engagement including:

- Improved representation in the Local Implementation Team
- Quarterly meeting between the 50+ Forum and the Portfolio holder/ Council's Older People's Champion¹¹⁹
- A presentation by older people to GP's on the theme of "Citizens and Participants" not "Receivers and Dependents"
- A project to evaluate older people's experiences of care from their perspective using Anchor Community Development Team and funded by NRF.
- The older residents of the Owton ward were included in the ward's Connected Care audit in and resulting service specification.
- Talking with Communities events discussing direct payments and disability issues

The 50+ Forum, facilitated by Anchor Trust since 2000 to lead on community engagement with older people provides the basis for our effective and coherent strategic approach. There are effective links to Older People's Local Implementation Team¹²⁰ where the representation of older people, older people

who are service users, their carers and Older People's champions has been enhanced.

Engagement has resulted in a range of positive outcomes¹²¹:

- A change in council policy on removal and disposal of unwanted furniture¹²²
- Influenced the design of a range sports and recreation opportunities such as walking groups
- The design of extra care housing and telecare¹²³ services¹²⁴
- evaluation of services¹²⁵ including the user perspective
- Involvement of Older People in intergenerational initiatives such as Our Past, Their Future¹²⁶
- Expansion of the home library service as part of LPSA 1¹²⁷
- Increase in the number of older people accessing exercise programmes.

We have improved our information provided to older people by:

- Distributing a revised comprehensive directory of services¹²⁸ and an information booklet, Choose Life, Choose Health, Ageing well in Hartlepool.¹²⁹
- Making the content of the council website more accessible.

Future improvements

We will continue to implement our Older Peoples' strategy and Vision for Care. To ensure that we achieve our overall aims it is important that we

- Increase take up of direct payments as a way of increasing choice and control for older people;
- Successfully implement telecare, connected care services and Hartfield; and
- work closely across the council to ensure all services play their part in contributing to older peoples' quality of life; and
- work with partners, including the PCT, to integrate care and health services.

5.6 Children and Young People

We have made good progress¹³⁰ in addressing the national agenda for children and young people with some notable achievements. Our aims and activities are focussed on the five national outcomes. The development of our Children and Young People Plan¹³¹ (the Big Plan) involved an extensive visioning and development process. Our aims for the future are clear and we have the potential to improve further. We have achieved this both through our own efforts and through working in partnership with others.

Be Healthy¹³²

Our aim is that children and young people in Hartlepool will be physically, mentally, emotionally and sexually healthy. The health of Hartlepool people is improving but they still suffer more ill health and disability and live shorter lives than in most other parts of the country. Healthy lifestyles for children and young people are an essential element of improving outcomes for the future.

A range of services are provided with schools, Sure Start and local health services addressing priorities including mental health, drug education, sexual health, and other lifestyle issues. Resources have been focused on services in the most deprived neighbourhoods and targeted to the most vulnerable groups to provide service focused on children's needs.

Our activities in this area have resulted in:

- Increased the percentage of looked after children receiving a health assessment to 95% in 2005 (target 90%);
- Over 50% of schools having achieving Level 3 standard for Healthy Schools;
- 100% of primary schools take part in the national fruit and vegetable scheme

Stay Safe¹³³

Our aim is that children and young people in Hartlepool will live, grow and learn in safety where parents, carers and all adults take responsibility for their safety and well-being.

We have targeted support in schools and other settings for children and young people, e.g. Learning Mentors; multi-agency training on substance misuse, including alcohol, and individual therapeutic services for children and young people affected by domestic violence.

Referrals for child abuse and neglect are processed rapidly and there are effective inter-agency services, many developed through the Children's Fund to support children and families. Hartlepool has effective procedures in place and services available to safeguard children.

We have:

- Reduced the percentage of repeat referrals to below statistical neighbours;
- Reduced the percentage of referrals of children in need to 46% - significantly below similar councils;
- Increased the percentage of initial assessments completed within seven working days;
- Reduced re-registrations to 12%;

We have good provision and support for looked after children and young people with a range of preventative and support services with effective engagement with the community and voluntary sector.

We have:

- Reduced the percentage of children looked after per 10,000 population to 54.7 – below similar councils
- Established Family Support Teams which focus on preventing the need for children in need to become looked after
- Reduced the percentage of looked after children with three or more placements to 11%
- Significantly increased the number of local foster carers
- Increased the percentage of young people participating in their reviews

Enjoy and Achieve¹³⁴

Our aim is that children are given the best start in life through high-quality early years provision¹³⁵ and support for parents and carers. We have delivered sustained improvement through addressing literacy and numeracy skills of children¹³⁶, a focused and rigorous school improvement strategy¹³⁷ and addressing the historically low attendance rates¹³⁸.

Our activities in this area have resulted in

- 100% take up of 3 year olds for a free early education place and places for all 3 and 4 year olds
- A Children's Centre and Extended Schools Strategy¹³⁹ covering childcare, health, family support and preparation for learning
- Improved performance at KS1 and KS2 to national averages and recognition by DfES as the third most improved LA in the country for KS2

All Hartlepool schools offer out of hours learning opportunities and we work in partnership to provide recreational opportunities. Funding has been secured from external sources to support learning and recreational activities and we have re-organised, and are currently reviewing, our educational provision for those groups who do not attend school through an Access to Learning service.

Our activities have

- Increased participation of children and young people in out of school hours learning by approximately 200 primary pupils in 2005
- Resulted in 72% of schools providing healthy breakfast clubs – up 8% since 2004
- Facilitated a multi agency Vulnerable Pupils Group for those who are out of school or have no school place.

Looked after children¹⁴⁰ and young people represent one of Hartlepool's biggest challenges. Their educational achievement has been variable in recent years but is a priority for us to address. Identification and assessment procedures for those with Learning

difficulties and disabilities (LLD) encourage early intervention with an inclusion strategy developed in partnership with schools, agencies and other stakeholders

We have

- Increased the percentage of LAC achieving at least 1 GCSE grade A*-G between 2004 and 2006
- Improved the performance of LAC achieving Level 4+ in SATs from 60 % in between 2004 and 2006
- Reduced the percentage of permanent exclusions for the number of pupils in special schools to zero.

Making a Positive Contribution¹⁴¹

Our aim is to provide all children and young people who live in Hartlepool the opportunity to participate fully in the life of their community.

Consultation and participation in relation to service development is widespread, regular and successful e.g. the Children and Young Peoples plan¹⁴². Children and young people identified bullying as a major issue in consultation for the C&YPSP. An Anti-Bullying Co-ordinator is now in post.

Hartlepool's Youth Offending Service is high achieving compared to national standards and the use of measures to tackle anti-social behaviour¹⁴³ is varied. The range of services to engage and divert children and young people away from anti-social behaviour continues to develop and is getting better.

We have:

- Increased the percentage of young people aged 13-19 using Youth Services to 31.3% from 18.6% in 2003.
- Worked with 2668 young people 13-19 in 2005/06
- Supported and provided a range of programmes and activities for young people who face difficulties with school or who have been excluded¹⁴⁴
- Established a CAMHS children's group¹⁴⁵ (9-12) which focuses on enhancing social skills, self esteem and confidence

Achieving Economic Well Being¹⁴⁶

Our aim is that children and young people will achieve the qualifications, develop the skills and be given the necessary life experiences to enable them to lead full and active lives.

Working collaboratively across the council and with key partners such as local employers, colleges and the LSC, we have helped young people prepare for working life. In particular, those children with learning difficulties and/or disabilities have been targeted. Regeneration activity has been heavily focused on maximising the economic well being of young people, e.g. NRF Step-Up Project 2005 and NDC Raising Aspirations Project 2006.

Our activities have:

- Increased opportunities for young people aged 14-16 with a 60% increase in those following vocational courses in between 2003/4 and 2005/6
- Reduced the percentage of young people classified as NEET from 9.8% in 2004/5 to 8.5% in 2005/6 but this is still too high
- 94% of 15 year olds accessing work placements compared to 91% in the Tees Valley
- Improved performance in relation to A level entry and APS and NVQ success rates are above the Tees Valley averages

Future improvements

Our focus will remain on delivering the five national objectives. To ensure that we achieve our overall aims it is important that we

- Further raise children's attainment levels;
- Improve all aspects of services for looked after children;
- Implement the Building Schools for the Future (BSF) programme
- Further reducing teenage conception;
- Expand the healthy schools initiative;
- Engage with young people and tailor services to their needs.

1 Political Structure overview diagram
 2 Corporate Plan /BVPP
 3 Community and Neighbourhood Renewal Strategy
 4 Departmental plans
 5 Partnerships story board
 6 See Business Growth/Incubation case study,
 Crime reduction case study for examples of
 intelligence led decision making.
 7 Consultation story board
 8 Partnership storyboard and NAPS/Neighbourhood
 Renewal cases study
 9 Consultation story board
 10 Communicating with your Council policies
 11 PCT and Police submissions
 12 Lyons submission
 13 Resource Management and Policy led budgeting
 storyboards
 14 Partnership storyboard
 15 NAP case study
 16 Link to planning framework and guidance for
 departments
 17 Resource Management and Policy led budgeting
 storyboards Evidence from UoR Details are
 provided in Cabinet reports - 2005/06 report
 submitted 7/2/06 - Budget and Policy Framework
 2005/2006. 2006/07 report submitted 10/2/06 -
 Budget and Policy Framework 2006/07 to
 2007/08.
 18 Resource Management story board
 19 Policy led budgeting story board
 20 Constitution
 21 Scrutiny Story Board
 22 Hartlepool Way storyboard
 23 VFM submission to audit commission
 24 Way Forward Change Programme
 25 Cabinet report to attach, this details the rationale
 and links to national and local drivers
 26 HR Strategy
 27 ICT and Risk Management storyboards
 28 Capacity and joint working storyboard
 29 Specification for programme, ITT etc
 30 Member development storyboard
 31 Communications storyboard
 32 Staff survey 2005 report, page 11, Table 4.4
 33 Diversity and equality storyboard
 34 Partnership working storyboard
 35 Safer and Stronger Communities – Crime
 reduction case study
 36 Healthier communities – joint working case study
 37 Final LPSA 1 report
 38 NAPS and Neighbourhood Renewal case study
 39 VfM storyboard
 40 Procurement story board
 41 ICT story board
 42 Contact Centre plan
 43 BPR – approval report and outcomes
 44 Performance Improvement Storyboard

45 Hartlepool's Performance Management
 Framework
 46 Workforce planning and/or Capacity storyboards
 47 Cross ref to corporate Plan all departmental plans
 and examples of service plans
 48 Departmental plans
 49 VFM submission
 50 GONE LSP assessment letter (in file PM folder)
 51 Community Strategy Performance Management
 framework
 52 Performance Improvement storyboard
 53 Outcomes summary
 54 Business formation and growth strategy
 55 Business Incubation case study
 56 Network of reference and remit
 57 Victoria Harbour case study
 58 Under used land and building case study
 59 Tourism strategy
 60 Housing outcome summary
 61 Housing market studies
 62 Housing market renewal study
 63 Housing Strategy
 64 Extra care strategy
 65 Supporting People strategy
 66 Hartfields extra case study
 67 Cleansweep case study
 68 Pride in Hartlepool case study
 69 LTP progress report on web site
 70 Highways maintenance case study
 71 Transport Outcomes summary
 72 Planning policies attached
 73 Bus quality partnership TOR and remit
 74 Hartlepool cycle forum TOR, membership and remit
 75 Concessionary Fares case Study
 76 Safer Roads case study
 77 Safer Hartlepool Membership
 78 Safer Hartlepool Partnership Strategy
 79 Crime Reduction case study
 80 Viewpoint data
 81 Crime, ASB and drugs and alcohol outcomes summary
 82 Hartlepool partnership Performance Management
 Framework Progress Update: Quarter 4 (January -
 March) 2006
 83 Crime and Disorder Audit 2004
 84 Drugs case study
 85 The Burbank story case study
 86 Case study - Prevent and deter process in Hartlepool
 87 ASB outcome summary
 88 Prevent and deter case study
 89 Reducing accidents outcome summary
 90 Action plan with Cleveland Police
 91 Reducing Road Casualties Among Young People
 92 Joint working case study in Healthier Communities
 93 Emergency Planning case study
 94 Safer and stronger communities outcome summary
 95 A follow up survey is being undertaken in December
 2006

96 MR UK Final Report 2002 and MORI Final report 2004
 97 NAP Case study
 98 NAP review report
 99 Diversity case study
 100 Equality Standard action plan
 101 Example INRA and DIA
 102 Feasibility report
 103 Citizenship programme information
 104 Statement of Community Involvement for the LAA and Planning Framework
 105 Review report – Strengthening Communities
 106 Healthier Communities Outcomes summary table
 107 Public Health Strategy
 108 Vision for Care
 109 Owton Health Audit
 110 Social prescribing Scrutiny TOR
 111 Smoking Cessation Case study
 112 Healthier Schools Case study
 113 Case study CS initiatives for older people also relevant here
 114 Outcomes summary
 115 Older people’s Strategy
 116 Link to outcomes
 117 Older peoples strategy
 118 Vision for Care
 119 Quarterly meeting minutes
 120 Minutes of LIT, agreed membership document
 121 Notes from OP champions quarterly meeting
 122[See 6]
 123 Telecare Case Study
 124 Hart fields action plan
 125 User Lead Evaluation of Services Case Study
 126 Our Past Their future report
 127 Home Libraries case study in Healthier Communities folder
 128 Service directory
 129 Choose Life, Choose Health, Ageing well in Hartlepool booklet
 130 See JAR self-assessment for further detail on all areas of this shared outcome.
 131 C&YP Plan
 132 See Be Healthy JAR Information
 133 See Staying Safe JAR Information
 134 See Enjoy and Achieve JAR Information
 135 Early Years case study
 136 Study support case study
 137 School improvement case study
 138 Attendance case study
 139 Children’s centre and extended schools strategy
 140 Looked after children case study
 141 See Making a Positive Contribution JAR Information
 142 Young peoples participation case study
 143 Anti social behaviour case study
 144 Inclusion story board
 145 CAMHS TOR

146 See Achieving Economic Well Being JAR Information

CABINET REPORT

9 October 2006



Report of: Chief Executive

Subject: Future of Locality Based Health Care Services in Hartlepool – Proposal for Community Engagement via Local Poll

SUMMARY

1. PURPOSE OF REPORT

- 1.1 To seek agreement from the Cabinet in principle to undertake exploratory arrangements in relation to the holding of a Local Poll in Hartlepool to determine the strength of feeling of the town with regard to the future of locality based health care services in Hartlepool.

2. SUMMARY OF CONTENTS

- 2.1 The report provides an overview / background to the future provision of locality based health care services in Hartlepool, the statutory requirements of a Local Poll together with the financial implications and seeks endorsement with regard to undertaking exploratory discussions to conduct of Local Poll in Hartlepool.

3. RELEVANCE TO CABINET

- 3.1 Cabinet is able to exercise its executive decision making powers with regard to this issue.

4. TYPE OF DECISION

- 4.1 Non-Key Decision.

5. DECISION MAKING ROUTE

- 5.1 Cabinet meeting of 9 October 2006.

6. DECISION(S) REQUIRED

6.1 It is recommended that the Cabinet-

- (a) agrees in principle to the undertaking of exploratory arrangements in relation to the holding of a Local Poll in Hartlepool to determine the strength of feeling of the town with regard to the future of locality based health care services in Hartlepool; and
- (b) seeks the approval of Full Council with regard to the allocation of additional resources to cover any related expenditure incurred to conduct a Local Poll.

CABINET

9 October 2006



Report of: Chief Executive

Subject: Future of Locality Based Health Care Services in Hartlepool – Proposal for Community Engagement via Local Poll

1. PURPOSE OF THE REPORT

- 1.1 To seek agreement from the Cabinet in principle to undertake exploratory arrangements in relation to the holding of a Local Poll in Hartlepool to determine the strength of feeling of the town with regard to the future of locality based health care services in Hartlepool.

2. BACKGROUND INFORMATION

- 2.1 In light of the recent consultation arrangements undertaken by the Hartlepool Primary Care Trust with regard to its future shared management arrangements together with the Secretary of State for Health's recent decision to refer the provision of maternity and paediatric services in the Tees area to an Independent Reconfiguration Panel (an independent, advisory non-departmental public body that advises Ministers on contested proposals for NHS service change), as part of the Acute Service Review on Teesside, the locality focus of the future delivery and viability of health care services within the town is likely to be threatened.
- 2.2 Furthermore the Secretary of State for Health in her speech to the Institute of Public Policy and Research on 19 September 2006, discussed the likelihood of the future closure of 60 hospitals across the country in light of major changes to the health service with particular reference to accident and emergency services and paediatric and maternity services in smaller district hospitals.
- 2.3 In acknowledging that the acute hospital services proposals should not be looked at in isolation from the primary, community and social care domains, the Authority has fully supported all of Darzi's proposals from the outset, which in summary present a vision for both Hartlepool and Teesside of how clinical services may be organised to ensure that they have a sustainable and

vibrant future, contribute to improving access to treatment, increase the choices open to the patients and the delivery of high quality care.

- 2.4 It is as a result of the significant campaigning efforts generated by this Authority, the town's Member of Parliament, the people of the town and key partners that we should continue to further engage the town's support on this community issue, more so since the Secretary of State for Health has since called in her Government's expert advice undertaken by Professor Darzi, which could ultimately result in some of the recommendations not being implemented thus threatening the long-term sustainability of the University Hospital of Hartlepool.
- 2.5 In order to gauge the strength of feeling amongst the residents of the town in support of the full implementation of the Acute Service Review with emphasis being placed upon retaining the University Hospital of Hartlepool, it is proposed that exploratory arrangements be undertaken to hold a Local Poll across the town, given the very nature of this community issue that would also result in considerable media interest on a national scale.

3. STATUTORY REQUIREMENTS OF A LOCAL POLL

- 3.1 Whilst Local Authorities do not have the statutory powers to hold referendums except in one or two issues where specific legislation applies. Chapter 22, Part 1 (2) of the Local Government Act 2000 does provide a Local Authority with the power under the promotion of well being in conjunction with Chapter 116 (2) of the Local Government Act 2003 to conduct a local poll to ascertain the views of those polled of a significant community issue.

4. FINANCIAL IMPLICATIONS

- 4.1 The cost of conducting a local poll by a traditional election format would involve the use of approximately 60 polling stations, operating standard polling hours of 7.00 am to 10.00 pm with provisions to include postal voting arrangements, would cost in the region of £70,000.
- 4.2 Other options as outlined below would incur much lower costs:-
 - (a) Full Postal Election;
 - (b) Traditional style election with reduced number of polling stations and polling hours (say 1 per ward plus extra provision in outlying villages - approx 20 in total and polling from 12 noon to 9.00 pm - approximately 70% electors vote during this period.);
 - (c) Follow standard procedure for a parish poll with around 60 polling stations open from 5.00 pm - 9.00 pm (with no provision for postal voting); and

- (d) Follow procedure for a parish poll with polling stations open from 5.00 pm - 9.00 pm with arrangements in place for postal voting.
- 4.3 In light of the financial expenditure likely to be incurred as a result of conducting a Local Poll, the approval of additional resources would need to be sought from Full Council.

5. RECOMMENDATION

5.1 It is recommended that the Cabinet:-

- (c) agrees in principle to the undertaking of exploratory arrangements in relation to the holding of a Local Poll in Hartlepool to determine the strength of feeling of the town with regard to the future of locality based health care services in Hartlepool; and
- (d) seeks the approval of Full Council with regard to the allocation of additional resources to cover any related expenditure incurred to conduct the Local Poll.

October 2006

Contact:- Paul Walker – Chief Executive
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BACKGROUND PAPERS

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

- (i) Extract from the Local Government Act 2000, Chapter 22, Part 1 entitled 'Promotion of Well-Being'.
- (ii) Extract from the Local Government Act 2003, Chapter 16 entitled 'Local Polls'
- (iii) Speech by the Rt Hon Patricia Hewitt MP, Secretary of State for Health, 19 September 2006 to the Institute for Public Policy Research.

CABINET

9 October 2006



Report of: Adult and Community Services and Health Scrutiny Forum

Subject: FINAL REPORT - HARTLEPOOL PCT:
CONSULTATION ON PROPOSED MANAGEMENT
ARRANGEMENTS

SUMMARY

1. PURPOSE OF REPORT

- 1.1 To present the response of the Adult and Community Services and Health Scrutiny Forum following its consideration of the proposed management arrangements for Hartlepool PCT.

2. SUMMARY OF CONTENTS

- 2.1 The Final Report outlines the overall aim of the scrutiny enquiry, terms of reference, methods of investigation, findings, conclusions, and subsequent recommendations.
- 2.2 The Forum was requested to respond to Hartlepool PCT's consultation on its management arrangements within three weeks. Given the limited time available during which to undertake this investigation the Forum agreed to expedite the process by hosting a special joint meeting with Scrutiny Coordinating Committee on 29 September 2006 which would enable the Forum to submit an interim report to Cabinet today. The finalised report will be forwarded to Members following the Joint Meeting on 29 September 2006.

3. RELEVANCE TO CABINET

- 3.1 To provide the formal response of the Adult and Community Services and Health Scrutiny Forum for Cabinet's consideration.

4. TYPE OF DECISION

- 4.1 This is a non-key decision.

5. DECISION MAKING ROUTE

- 5.1 Non-Key

6. DECISION(S) REQUIRED

- 6.1 The Cabinet is recommended to consider the content of the Adult and Community Services and Health Scrutiny Forum's Final Report in relation to the proposed management arrangements for Hartlepool PCT.

CABINET
29 September 2006



Report of: Adult and Community Services and Health Scrutiny Forum

Subject: Interim Report - Response to Hartlepool PCTs Consultation on its Proposed Management Arrangements.

1. PURPOSE OF REPORT

- 1.1 To present the Adult and Community Services and Health Scrutiny Forum's interim response to Hartlepool PCT's consultation in relation to its proposed management structure.

2. BACKGROUND INFORMATION

- 2.1 Hartlepool PCT was recently confirmed as a statutory body following the Department of Health exercise, "Commissioning a Patient-Led NHS". In determining its future management arrangements Hartlepool PCT consulted key stakeholders including this Overview and Scrutiny Committee to seek views in relation to its proposed management structure.
- 2.2 The Adult and Community Services and Health Scrutiny Forum met on September 19 2006 to receive from the PCT a presentation of its proposals. This meeting followed the Forum's previous submission to the Strategic Health Authority (SHA) in March 2006, recommending the continuance of 'true' (i.e. one to one) coterminality between the PCT and the Borough Council which is also a view unanimously supported by the Borough Council at its meeting on 16 February 2006.

3. INTRODUCTION – SETTING THE SCENE

- 3.1 On 28 July 2005, Sir Nigel Crisp, Chief Executive of the NHS, issued a policy document – “Commissioning a Patient-Led NHS” in which he set out his views on the next steps in creating a Patient Led NHS. The document builds upon the “NHS Improvement Plan” and “Creating a Patient-Led NHS”. It was described as seeking to create a step change in the way services are commissioned by frontline staff to reflect patient choices. The document outlined a programme of reform to improve health services. It included proposed changes to the roles and functions of Primary Care Trusts (PCTs) and Strategic Health Authorities (SHAs), which would have implications for the configuration of these organisations.
- 3.2 The SHA submitted its proposals for the implementation of “Commissioning a Patient Led NHS” during October 2005, to an “expert panel” specifically established by the Secretary of State to examine all proposals. Their proposal, so far as Durham and the Tees Valley was concerned, was for a single PCT for County Durham and Darlington and a single PCT for “Teesside” through merging the existing PCTs for Hartlepool, North Tees, Middlesbrough and Langbaugh.
- 3.3 Having received the advice of the expert panel and, taking into consideration “representations from other interested parties”, the Secretary of State informed the SHA that proposals for the reconfiguration of SHAs and PCTs could go forward for consultation on the following basis:-
- (a) 1 option for a SHA coterminous with the boundaries of the Government Office of the North East Region.
 - (b) 2 options for PCTs:-
 - (i). Option 1 – two PCTs: a County Durham and Darlington PCT and a Teesside PCT.
 - (ii). Option 2 – six PCTs, retaining the five Tees Valley unitary authority PCTs and a single County Durham PCT.
- 3.4 However, the SHA's subsequent consultation document included as part of Option 2 a proposal for a single management team across all the Tees Valley PCTs. This proposal does not appear to be consistent with the Secretary of State's decision. Moreover, the SHA's consultation document states:

“There has been previous experience of sharing director posts across two PCTs in the area and this has proved unworkable. The existing PCT chief

executive community does not believe that it would be possible to work effectively in this way.”

In proposing option 2, therefore, the SHA was simultaneously arguing that it was unworkable or ineffective, thus it is arguable only one genuine option was consulted upon and that the Secretary of State's requirement following the first round of consultation was not met.

- 3.5 The new consultation period commenced 14 December 2005 with a completion date of 22 March 2006. During the consultation process strong support was expressed from the main public sector bodies in Hartlepool to retain a Hartlepool PCT with its own management team. This includes Hartlepool Partnership's response: 'Locality Plus' – Retaining a Co-terminus PCT in Hartlepool (**Appendix 1**) and also Hartlepool Borough Council. The Adult and Community Services and Health Scrutiny Forum response to the consultation process is attached at **Appendix 2**. The LSP's document, based on independently commissioned research, argued for management savings to be made through the sharing of back office and other management functions between the NHS and other local bodies. It was submitted as part of the initial round of consultation which led to the Secretary of State's decision to extend the options include those for one to one coterminosity
- 3.6 In May 2006 the Secretary of State's announced that there would be twelve PCTs in the North East region which included four PCTs in Tees Valley co-terminous with their corresponding Local Authority boundaries.
- 3.7 The Department of Health's Acting Permanent Secretary wrote on the 16 May 2006 (**Appendix 3**) to the Chief Executive of the Strategic Health Authority to explain that the Secretary of State's decision was subject to a number of conditions (outlined below). The Acting Permanent Secretary's letter required the SHA to inform Local Authorities and other Stakeholders of the new arrangements 'with immediate effect.' HBC was formally informed on 30 May 2006 and management proposals were due for submission by HPCT on 05 June 2006. By not informing HBC 'with immediate effect' of the proposals this may have prevented HPCT and HBC engaging in a meaningful manner to develop locality plus proposals.
- (i) All PCTs must retain and build on current partnership arrangements, including Local Area Agreements already established in partnership with local authorities. They should also consider the use of joint appointments with local authorities where appropriate.

- (ii) A strong locality focus must be retained, and where necessary, locality structures should be put in place. Funding plans to reduce health inequalities and address poverty in socially and economically deprived areas such as Easington and Chester le Street must be maintained and PCTs should ensure patient and public involvement and Practice Based Commissioning arrangements are maintained and improved.
 - (iii) All PCTs must also deliver their share of the 15% management cost savings, strengthen commissioning and ensure robust management of financial balance and risk.
 - (iv) The SHA should consider whether shared management teams would benefit PCTs in meeting these criteria. The Department would be very supportive of plans for joint management teams where you believe that to be the best solution.
 - (v) Where joint management teams are proposed, the SHA should also consider shared PEC arrangements and how clinical time spent on corporate business could be minimised, allowing them to focus instead on service redesign, bringing benefit to patients in their locality.
 - (vi) Where recommendations were made in the consultation reports setting out conditions that should be applied to the new configuration, the new PCTs and SHAs should consider these conditions and determine how they should be taken forward and monitored.
- 3.9 Following the announcement, the Strategic Health Authority wrote to all NHS PCT Executives and Chairs on 23 May 2006 to consider the conditions set out in the Acting Permanent Secretary's letter and 'to work with Chief Executives within their cluster to begin to identify the shared management arrangements that will deliver Primary Care Trusts that are fit for purpose for the future.' (**Appendix 4**). This letter effectively ruled out consideration of the establishment of a Hartlepool PCT with its own management team prior to any discussion with the council or public. There has been no subsequent consultation on this option.
- 3.10 Thereafter, the Strategic Health Authority wrote on the 30th May 2006 (**Appendix 5**) to all Local Authority Chief Executives to outline the savings requirement from the twelve PCTs. The twelve PCTs have to reduce management expenditure by £10 million without impacting on service delivery. For the Tees Valley PCTs this amounts to approx £2 million and, for Hartlepool specifically, the savings requirement is £376k. However, the Forum was told by the PCT on June 23 2006 that the Hartlepool target

was still being finalised and it was not until September 19th that the Forum was informed that it amounted to £376k. This uncertainty, may have impacted on the ability of council officers to develop proposals consistent with the 'Locality Plus' approach.

- 3.11 The Department of Health has given PCTs guidance on how those efficiency savings can be made and these conditions limit even further the way in which the PCTs can release savings. For example no savings can be made from management costs relating to the implementation of Choosing Health i.e. no management savings can be made from areas relating to Public Health. The Forum was also advised that any savings made as a result of PCT deficit reduction can be considered so savings against vacant managers posts can not be counted twice. However, in the absence of any source and having noted that this point does not appear to be covered within the October 3rd guidance on savings, the Forum would be grateful for further clarification in relation to this point.
- 3.12 In his letter of the 30th May the Strategic Health Authority Chief Executive indicated that the twelve PCTs should submit proposals by the 5th June on how these issues and efficiency savings would be addressed. The Tees Valley PCT Chief Executives have submitted their proposals for management to the SHA but the forum was informed by the PCT at its meeting on 23 June 2006 that these proposals were not shared with the PCT Staff, PCT Board or the corresponding Local Authority.
- 3.13 In the absence of any formal proposals the Adult and Community Services and Health Scrutiny Forum met on the 23 June 2006 to consider a series of options that the Local Authority could assume that PCT Chief Executives considered. It also received details from Council officers of options that involve greater integration with the Local Authorities, which they assumed had not been accorded serious consideration by the PCT Chief Executives as no formal discussions took place with the Local Authority in relation to the way in which the 15% savings could be made.
- 3.13 Hartlepool PCT finally presented its proposals to the Forum on 19th September for its management structure (outlined below) which it believes will enable the organisation to deliver its share of the 15% management cost savings, strengthen commissioning and ensure robust financial management of financial balance and risk.

4. BASIS FOR CONSULTATION

- 4.1 Hartlepool Council has obtained legal advice from leading counsel on the duties of the SHA and PCT to consult under the terms of the Health & Social Care Act 2003 and Health Scrutiny Regulations. This advice was communicated to these bodies by the Chief Executive in letters dated 28

- July 2006 and 11 August 2006. The SHA rejected the view that it had a legal duty to consult. The PCT did not express a view on its legal obligations or otherwise but agreed to consult. The Adult and Community Services and Health Scrutiny Forum has necessarily conducted this enquiry in line with the legal advice received by the Council that the PCT Consultation in relation to the proposed management structure comprised a substantial change in the provision of health services which necessitates a formal consultation process involving the local authorities and the Patients and Public Involvement Forums. The requirement for such consultation enables a Health Scrutiny Committee to refer disputed matters to the Secretary of State for consideration before any changes can be implemented.
- 4.2 Whilst Hartlepool PCT did not accept that management arrangements are subject to a formal statutory consultation both parties agreed to proceed with the investigation in the spirit of partnership working whilst operating within their respective legal frameworks. While Members of the Adult and Community Services and Health Scrutiny Forum considered that the timetable proposed by HPCT (3 weeks) was too short to allow due process, it nevertheless wished to interpret its statutory duty as flexibly as possible in the circumstances. Consequently, the Forum agreed to consider its response to the PCT's proposals at a joint meeting with the, Scrutiny Co-ordinating Committee on September 29 2006. The normal process would be for the Forum to conclude its enquiry and submit its report to the next meeting of Scrutiny Coordinating within the normal meetings cycle. The special joint meeting was arranged with the minimum notice that could be given to comply with Scrutiny process. The Forum's aim was that at least an interim report could be submitted to the authority's Cabinet at its scheduled meeting on 9th October. The Forum was however disappointed to learn that, despite its best efforts to respond as rapidly as possible, the HPCT Board intended to make a decision on October 2 2006 about the proposals presented to the Forum. Thus, it would be making decisions on the outcome of its consultation in the absence of a response from Scrutiny.
- 4.3 Whilst the nature of the consultation exercise (statutory or not) remains unresolved between the PCT and the Borough Council the Forum notes that the consultation process adopted by HPCT did not comply with the Cabinet Office, Code of Practice on written consultations. The code of practice clearly outlines that one of the main purposes of consultation is to "improve decision making by ensuring that decisions are soundly based on evidence, that they take into account the views and experience of those affected by them, that innovative and creative options are considered and that new arrangements are workable." In addition the code of practice outlines that sufficient time should be allowed for considered responses from all groups with an interest, and twelve weeks is

considered as a standard minimum. In light of this the Forum does not consider that HPCT has consulted in a proper or effective manner irrespective of whether the consultation required was of a statutory nature. The Forum will need to explore the implications of this finding before producing its final report.

5. OVERALL AIM OF THE SCRUTINY INQUIRY

- 5.1 The overall aim of the Scrutiny Inquiry was to provide a response to the Hartlepool PCT in relation to its proposed management structure.

6. MEMBERSHIP OF THE ADULT AND COMMUNITY SERVICES AND HEALTH SCRUTINY FORUM

- 6.1 The membership of the Adult and Community Services and Health Scrutiny Forum 2006/07 Municipal Year was as detailed below:-

Councillors: Barker (Vice-Chair), Belcher, Brash, Fleet, Griffin, Lauderdale, Lilley, Rayner, Wistow (Chair), Worthy and Young.

Resident Representatives: Mary Green and Evelyn Leck

7. METHODS OF INVESTIGATION

- 7.1 Members of the Scrutiny Forum met on 19 September 2006 to discuss and receive evidence in relation to this inquiry. A detailed record of the issues raised during this meeting is available from the Council's Democratic Services.
- 7.2 Due to the limited time available during which to undertake this inquiry, the key method of investigation involved detailed reports supplemented by verbal evidence by representatives of Hartlepool Primary Care Trust.

SCRUTINY FINDINGS

8. CHALLENGES FACING HARTLEPOOL PCT

- 8.1 Members were informed about the major challenges facing Hartlepool PCT which are outlined below. The Forum was advised that it is within the context of these challenges that the management options for Hartlepool PCT have been developed.
- 8.2 **Management Cost Savings** – The Forum was informed that Hartlepool PCT has been unable to find the necessary 15% savings while retaining management capacity and the skill base that it requires to achieve Fitness for Purpose. However, the Forum has not been provided with data to

demonstrate how this conclusion was reached. In addition the Forum considered that there is an over-emphasis on meeting the 15% management saving criteria in that insufficient details were provided about how all the other conditions (as detailed in the Acting Permanent Secretary's letter) had been considered or would be achieved.

- 8.3 **Joint/Shared Management** – Hartlepool PCT informed Members that the SHA, in line with the Acting Permanent Secretary's letter, is considering the feasibility of shared management arrangements among PCTs. However, as noted above the SHA in May did not consider or invite PCTs to consider any other option. Further, given the high priority placed on achieving financial targets Members were informed that the SHA may favour one shared management team, including Chief Executive and Executive Directors for Hartlepool, Stockton, Middlesbrough and Redcar & Cleveland. While Members were informed that this would drive out the required savings by drastically reducing staff, no financial details were provided to support this statement.
- 8.4 The Forum's concerns about the extent to which the SHA and PCT have met the conditions set out in the Acting permanent Secretary's letter of May 16 2006 are further reinforced by the Statement made by Andy Burnham MP, Minister for the State of Health, when he announced the reconfigured PCTs to the House on 16 May 2006 and stated:-

"In some areas, concerns have been expressed that larger PCTs could lose a locality focus and divert resources away from deprived areas or that smaller PCTs could lack commissioning power. We acknowledge those concerns and have sought to strike a careful balance between those conflicting demands.

In response, we propose that four general conditions be applied: first, that all PCTs retain and build on partnership arrangements; secondly, that a strong locality focus must be retained and, where necessary, that local structures should be put in place; thirdly, that all PCTs must deliver their share of the 15 per cent. management cost saving, strengthen commissioning and ensure robust management of financial balance and risk; and fourthly, that the new PCTs and SHAs should consider how any further conditions relating to issues that arose during the consultation could be applied.

In some areas, the new proposals differ from those suggested by the SHA and the external panel. Having taken into account all the evidence and sought local consensus wherever possible, we have judged that in those circumstances, the alternatives could better

satisfy the “Commissioning a Patient-led NHS” criteria and have the best possible chance of success.

Patients will receive the right care and treatment in the right place, and at the right time. The taxpayer will see the release of £250 million worth of savings annually, through the merging of back-office functions and a reduction in administrative costs, for reinvestment in front-line services from 2008-09. Patients will receive the right care and treatment in the right place, and at the right time. The taxpayer will see the release of £250 million worth of savings annually, through the merging of back-office functions and a reduction in administrative costs, for reinvestment in front-line services from 2008-09.”

- 8.4.1 The Forum notes that the Minister while reiterating the importance of achieving the 15% management savings does clearly state that the savings should be made through the merging of back-office functions. Furthermore, the Minister states that any issues which arose during the reconfiguration consultation should be applied, which is clearly absent from the proposals presented by HPCT under the direction of the SHA. On the evidence available to it, therefore, ministerial statements again do not appear to have been complied with. The Forum will need to consider the implications of this finding in preparing its final report.
- 8.5 **Budget Deficit** - Hartlepool PCT has never balanced its books since its inception in 2001 without repayable aid from the SHA known as brokerage. The size of the deficit has increased until it currently stands at £6 million. The Department of Health and the SHA require this deficit to be cleared by 2008 and a surplus to be generated. Forum Members expressed significant concern around the financial situation of the PCT, particularly in light of its increasing underfunding, which it understands is now more than £4 million per year.
- 8.6 Members were informed that every health organisation has a statutory duty to break even each year - failure to do so is increasingly likely to result in Boards/senior officers being removed and turnaround teams brought in to run the organisation. In view of this the Forum was alerted to the possibility that the SHA may question Hartlepool PCTs long-term viability as a stand-alone organisation. The deficit has led directly to an Audit Commission Public Interest Report (PIR).
- 8.7 **Fitness for Purpose** - As an unreconfigured organisation, Hartlepool PCT is subject to an extensive Fitness for Purpose assessment, currently being undertaken by McKinsey & Co. Although a full report is awaited, Forum Members were informed that it is becoming clear that the assessment considers that the PCT has neither sufficient management capacity nor

capability to face new challenges, especially with regard to commissioning. The Forum was informed however, that Hartlepool is by no means unique in this respect and suggests that the 'Locality Plus' proposals were explicitly designed to strengthen commissioning for the town. It is further surprised, given the nature of the financial and management difficulties facing the PCT that its established Acting Chief Executive was not retained and that the post was transferred to the Chief Executive of North Tees PCT on a necessarily part time basis.

- 8.8 **Commissioning Services** - Hartlepool's role as a commissioner of services will become a much more significant part of its function in the future. The Forum was advised that in common with its neighbour PCTs, the organisation has neither the capacity nor the expertise to fulfil this role effectively.
- 8.9 The PCT suggested that a sensible way forward is to establish a Tees-wide commissioning structure, which, once the member PCTs have identified their own health needs, would commission requisite services on behalf of all. The Forum queried the extent to which proposals to undertake Joint Commissioning is line with expectations of Ministers and the requests of a number of local bodies within Hartlepool including this Overview and Scrutiny Committee to further integrate the PCT within the locality structures. Additionally, based on evidence presented to the Forum Members were concerned to discover the potential for commissioning to become privatised and thereby further displaced from locality structures.
- 8.10 Furthermore, Members of the Forum expressed significant concerns around the extent to which Hartlepool PCT would be delegating its powers to a joint sub committee. It was concerned that this might lead to a loss of local accountability and responsiveness to local health needs. Members considered that this was not in the best interests of the health and wellbeing of the residents of Hartlepool, given the extent and widening nature of health inequalities in the town together with the need to be responsive to local choices and preferences for the planning and delivery of health services alongside local authority and community services.
- 8.11 **Joint working and Locality Focus** - The Forum was advised that Hartlepool PCT was keen to retain the ability to make policies and decisions that are driven by the needs and wishes of Hartlepool's communities and residents. As such, any management team must be able to carry out the decisions of the HPCT Board. In addition, the PCT wished to protect and retain its ability and capacity to work jointly and meaningfully with its partners, including HBC.

- 8.12 In light of the evidence presented to the Forum, however, Members expressed concern that a joint management team, including a joint Chief Executive would in practice be compromised in its ability to carry out decisions relating to healthcare in two localities. Forum Members highlighted the Acute Services Review as one example where a Joint Acting Chief Executive of both Hartlepool PCT and North-Tees PCT would have to support two competing localities in respect of Maternity and Paediatric Services. The Forum was not convinced that this arrangement was workable.
- 8.13 The Forum was informed that while the future of management is undecided, the position of the Non-Executive Chair and Non-Executive Directors are not. Hartlepool PCT will have a dedicated team of Non-Executives appointed by the NHS Appointments Commission. The Chairman of HPCT stated that under any Joint Management Proposals the Non-Executive Directors would play a key role in ensuring that the needs of Hartlepool were maintained and developed. However, Forum Members expressed significant concerns around the ability of the Board to become an effective challenger at a Tees-wide level. This concern was magnified when Members considered that the new Board (appointed 29 September 2006) would approve future management options at a Board meeting on 2 October 2006. Members queried the level of involvement, debate and consideration of these proposals by the new Non-Executive Directors.

9. FUTURE MANAGEMENT OPTIONS FOR HARTLEPOOL PCT – OPTIONS ASSESSMENT

- 9.1 The Forum heard that despite best efforts, HPCT's Senior Management Team cannot find a way to maintain a separate management structure dedicated solely to the Hartlepool PCT Board, which achieves the necessary 15% savings, satisfies Fit-for-Purpose criteria and enables delivery of the financial recovery plan. Consequently, the following two options were suggested as a possible way forward by the PCT:-
- (1) **Option 1** – One management team servicing four PCT Boards.
 - (2) **Option 2** – Two management teams, one servicing Hartlepool and North Tees PCT, the other Middlesbrough and Redcar & Cleveland

9.2 The following options assessment was presented by Hartlepool PCT:-

(a) Option 1 – One Tees Valley Management Team

Advantages

- (i). Easily achieves 15% management savings – and more – that can be invested in front-line services.
- (ii). Very likely to gain approval from SHA
- (iii). Could ease pressure on financial recovery plan.

Disadvantages

- (i). Concerns that management team would find it hard to give proper focus to each Board's wishes.
- (ii). Risk that the four PCTs will become clones of one another, rather than organisations that develop to meet their own area's health demands
- (iii). Risk of the need for extra locality staff, which would add a layer of bureaucracy and lessen the financial benefits.
- (iv). Risk of power centralising in Middlesbrough, as the centre of the patch.

9.3 While Members recognised the challenging nature of the financial savings to be achieved by the PCT, the Forum considered that there are considerable risks to the partnership working which has led to a number of innovative approaches to meet local healthcare needs in Hartlepool if the PCT was to become subsumed within a Tees-wide PCT.

9.4 The Connected Care Pilot within the Owton Ward in Hartlepool constitutes an excellent example of partnership working across a compact and coterminous locality and Members considered that this sort of innovation would be threatened by a more distant partner.

(b) Option 2- Management Team shared with North Tees PCT

Advantages

- (i). Hartlepool and Stockton currently enjoy a good working relationship, both between Chairs and officers.

- (ii). Director posts would become more demanding, but would reduce the risk of extra locality deputies.
- (iii). Non-Executive Directors would find it easier to maintain control over individual PCT strategy.
- (iv). Protects jobs in Hartlepool better than Option 1.
- (v). Properly thought through, will protect ability to work jointly with HBC regarding service delivery, joint commissioning and health improvement.

Disadvantages

- (i). Does not drive out savings equivalent to Option 1: meeting targets will still be challenging.
- (ii). May need to persuade the SHA.
- (iii). Assumes that North Tees PCT agrees – its own Board has yet to take a view.

- 9.5 The Forum learnt that Hartlepool PCT considers that the proposals seek to ensure that commissioning is strengthened both locally by working with Local Authority colleagues and Practice Based Commissioning (PBC) Groups at a larger population level to bring about a step change in commissioning skills and capacity. The details of these proposed arrangements were significantly less well developed in the presentation than those at the Tees wide level.
- 9.6 In addition, the PCT informed Members that local management of community services will be maintained under the proposals presented by facilitating integrated/joint management of front line community services where appropriate. However, the proposed Tees Management arrangement (appendix 7 refers) demonstrates a joint appointment across a proposed 'north of the tees' management structure.
- 9.7 The Forum was advised that local management of community services will be complemented by the development of a joint role of Associate Director/Director of Health of Improvement in each PCT/LA area that addresses local issues effectively for both PCTs & Local Authorities. The forum was told this arrangement would ensure that the 15% savings target is achieved whilst maintaining/enhancing capacity and skills by the creation of more shared functions, where this will be more efficient and effective. In addition, this proposal ensures that redundancies are kept to

a minimum. We recommend that the council seek detailed proposals of how this arrangement would work in order to determine that its own requirements of this role can be met

- 9.8 While accepting that option two did strengthen commissioning Members were disappointed to note the lack of information in relation to PBC and firm proposals demonstrating how the PCT under this option proposed to maintain local understanding and networks that will deliver a locally sensitive shift to PBC. The Forum was keen to ensure that PBC leads to improvements in services for patients and that the proposals ensured that the PCT would engage appropriately with the wider Hartlepool agenda.
- 9.9 Furthermore, Members expressed concern around the ability of a joint management team to deal with differing, and potentially competing local needs.

10. HARTLEPOOL PCT MANAGEMENT PROPOSALS

- 10.1 The Forum was advised that under the proposals presented to the SHA:-
- (a) Hartlepool PCT will be a statutory body with its own Board with a Chairman & Non Executive Directors appointed by the Appointments Commission.
 - (b) HPCT will receive its own financial allocations to meet the health and health care needs of its population and will need to meet its statutory duties to achieve financial balance and the re-payment of previous deficits.
 - (c) HPCT Board will consider how it can best meet its duties and responsibilities, and where appropriate may decide to work collaboratively with other organisations, including other PCTs or Local Authorities. **Appendix 6** shows the Board and proposed Sub Committees for consideration by the 4 Tees PCTs' Boards.
- 10.2 The PCT informed Members that after careful consideration involving discussions with a range of stakeholders and the initial feedback following the Fitness for Purpose Review, Hartlepool PCT is proposing that the best way to meet all the requirements of PCTs and partner agencies is to create a joint management team with North Tees PCT together with a range of Tees wide functions including commissioning. In further developing these arrangements, the PCT chairman stated that his 'bottom line' was that decision making in the joint committee would be on the basis of unanimity rather than majority voting.

- 10.3 The proposal is shown in **Appendix 7** and the PCT advised Members that it demonstrates a significant presence at a senior level north of Tees, supported by some Tees wide functions where this is the most effective way to undertake these. Further, the PCT informed the Forum that several areas must have senior local leaders in each PCT/LA area and may lead to the creation of joint posts, subject to further discussion and agreement over governance and funding arrangements. This is shown in **Appendix 8**. In summary the PCT stated that for Hartlepool this option will enable the PCT to create senior posts focussed on areas of work with direct relevance to Hartlepool Borough Council. However, no detail of these proposals is yet available to enable the Forum to form a view on whether they might meet the conditions in the letter from the Acting Permanent Secretary and comments by Ministers.
- 10.4 In respect of the Professional Executive Committee (PEC) arrangements the Forum was informed that national guidance on the role and establishment of PECs is awaited and discussions are underway with PEC Chairs in Hartlepool and North Tees to develop proposals for consideration by both Boards and given the emergence of 2 effective Practice Based Commissioning Groups (in Hartlepool and North Tees) the option of having a single PEC for North of Tees is being considered. The PCT confirmed that views will be sought on this.
- 10.5 Having considered the PCT proposal for a revised management structure Members expressed concerns around the complex nature of the arrangements being proposed as the proposal results in a move away from a two layer structure of PCT and SHA to a multi-layered structure with PBC Boards, PCT Boards, Joint Management Teams and a number of Tees Wide Sub-Committees. Consequently Members questioned the actual level of managerial efficiency to be gained by a restructure that increases the number of layers from two levels to five including the SHA.
- 10.6 The Forum recognised that good partnership working across public sector agencies within localities is essential in reducing health inequalities and improving health outcomes for local people. While recognising the challenges facing Hartlepool PCT, Members were keen to ensure that future progress would not be hindered by the new structures and wished to preserve close working in vital areas of service. They have yet to receive sufficient evidence to demonstrate that this condition will be met by the PCT re-configuration and that the Council will be able to relate its own working arrangements to them. Consequently, it has yet to be convinced that even the existing levels of joint needs identification, joint commissioning or joint service delivery can be maintained and still less improved, as required by the Acting Permanent Secretary and Minister.

- 10.7 Members further considered that any reduction in influence over the establishment of local priorities would, if not carefully managed and closely integrated within local governance structures reduce the scope for local innovation, the impact of which could be considerable at a time when inequalities in health are widening.
- 10.8 In relation to the proposal to establish two management teams north and south of the Tees Members expressed concern at the loss of local accountability as decision-making is devolved to the 'Joint Strategic Planning and Commissioning Committee' as the accountable body.
- 10.9 In light of all these issues, the Forum considers that the proposals need to be developed further to demonstrate clearly how local responsiveness will be maintained to deal with differing local needs. This need is highlighted in particular by the Acute Services Review where a joint management team must support both Hartlepool and North-Tees PCT Boards in their respective acceptance/rejection of the Darzi proposals.
- 10.11 Members therefore reached the view that the loss of a locally-focussed PCT in favour of a Joint Management Structure will make health improvement in Hartlepool and joint commissioning more difficult to achieve. Members consider it vital to preserve joint working in Hartlepool and reinforce the community and public health agenda. Members consider that the direction in 'Delivering the NHS Improvement Plan' [2005] which refers to the relationship with local authorities as being crucial and states: *"all PCTs need to play strongly into LSPs and where applicable LAAs"* (para 5.11 refers) is a possible way forward that must be explored to ensure Hartlepool PCT remains integrated within the local governance structures.

11. CONCLUSIONS

- 11.1 The Adult and Community Services and Health Scrutiny Forum concluded:-

Strategic Health Authority

- (a) That the SHA failed to consult on two genuine options for Hartlepool, including one to retain a co-terminous PCT for Hartlepool as originally required by the Secretary of State;
- (b) That in directing HPCT to submit shared management proposals to achieve the 15% management cost savings the SHA limited at the outset the potential for innovation and further integration with local stakeholders;

- (c) That the SHA has not placed sufficient weight upon the other criteria (in addition to the 15% management cost savings) as outlined in the Acting Permanent Secretary's Letter and the statements by Ministers.
- (d) That following the Acting Permanent Secretary's letter (dated 16 May) the SHA did not inform Local Authorities and other Local Stakeholders of the new arrangements 'with immediate effect' as required. HBC was informed in a letter dated 30 May 2006 and management proposals were due for submission by PCT Chief Executives on 05 June 2006.
- (e) That the SHA failed to allow adequate time to enable HPCT to consult local stakeholders during the formative stages of developing the management proposals;
- (f) That the SHA failed to take into account issues that arose during the consultation, in line with the statement of Ministers, and particularly the widespread stakeholder support for further local integration;
- (g) That the SHA required HPCT to develop Joint management proposals that it previously regarded as unworkable based on the views of the existing PCT chief executive community.

Consultation by HPCT

- (h) That the Health Scrutiny Forum is undertaking this inquiry on the basis of legal advice received by Council that a statutory consultation is required;
- (i) That Hartlepool PCT is consulting with this Health Scrutiny Forum in an informal capacity;
- (j) That the consultation process adopted by HPCT did not comply with the Cabinet Office, Code of Practice on written consultations. Consequently the Forum was not provided with sufficient time to "improve decision making by ensuring that decisions are soundly based on evidence, that they take into account the views and experience of those affected by them, that innovative and creative options are considered and that new arrangements are workable."
- (k) That HPCT has not consulted in an effective manner, nor does the Forum consider that HPCT opened up decision-making in relation to its proposed management structure;
- (l) That HPCT requested an endorsement of its Management Proposals from this Scrutiny Committee in advance of developing detailed

proposals on the future allocation of resources, decision making structures and plans to integrate within locality structures;

HPCT Management Proposals

- (m) That healthcare in Hartlepool has benefited from the existence of a true co-terminous PCT, the continuation of which would be Forums preferred option as part of the LSP's 'Locality Plus approach;
- (n) That the Forum recognises that HPCT is facing significant pressures in developing management proposals that meet the 15% management savings requirement;
- (o) That under the proposals developed local accountability and local decision making needs to be protected to ensure that health inequalities and poverty are tackled appropriately in a socially and economically deprived area such as Hartlepool;
- (p) That HPCTs management proposals are not fully developed and do not demonstrate how local flexibility will be maintained to deal with differing local needs;
- (q) That the actual managerial efficiency gains to be accrued from a management structure that is being increased from two layers to five is questionable and that HPCT has not provided financial information to support its case for joint management within a multi-levelled structure and the subsequent financial efficiencies to be accrued;
- (r) That both options proposed by HPCT pose considerable risks to the partnership working which has led to a number of innovative approaches to meet local healthcare needs in Hartlepool;
- (s) That local influence is greatly diminished under the proposals as powers of decision and spending are delegated to a Tees-wide commissioning organisation;
- (t) That the proposal to establish a joint management team results in a loss of local accountability as decision-making is devolved to the 'Joint Strategic Planning and Commissioning Committee';
- (u) That whether this committee operates by majority voting or unanimity, it may prove unworkable as suggested in the SHA consultation

document. In this respect the SHA's original option is undoubtedly preferable and likely to be more cost effective;

- (v) That there is a considerable threat that commissioning may be further divorced from the locality structures if it was to become privatised; and,
- (w) That the direction in 'Delivering the NHS Improvement Plan' [2005] which refers to the relationship with local authorities as being crucial and states: *"all PCTs need to play strongly into LSPs and where applicable LAAs"* (para 5.11 refers) is a possible way forward that must be explored to ensure Hartlepool PCT remains integrated within the local governance structures.

12. RECOMMENDATIONS

12.1 Based on the evidence considered during the undertaking of this Scrutiny Investigation, the Adult and Community Services and Health Scrutiny Forum recommends that:-

- (a) That the Forum seek further clarification from HPCT on the extent to which statements by Ministers have been taken into account and are reflected in the proposals for management changes;
- (b) That clarification be sought from HPCT as to the grounds on which a proposal previously considered as 'unworkable' by the PCT chief executive community was subsequently considered as workable and consulted upon by HPCT;
- (c) That HPCT engage in a meaningful consultation exercise with HBC and the Community and Voluntary Sector around Joint Commissioning and other Locality arrangements and bring its proposals back to this Forum;
- (d) That the role and terms of reference of all bodies within the Teeswide sub committee arrangement are shared with key partners including HBC and Hartlepool Partnership;
- (e) That a review of the role and decision making processes of all Teeswide bodies is undertaken after 6 months of operation and a complete assessment be presented to this Forum no later than 1 April 2007;
- (f) That any future proposal to outsource commissioning be referred to this Scrutiny Forum at the earliest opportunity, and that the Forum is immediately informed about any implications for Hartlepool and

Teesside arising from the OJEU advert of commissioning services;
and,

- (g) That the Scrutiny Forum will make available its final report in relation to this issue once the PCT have responded to the issues raised in this report within 28 days of receipt as outlined in the Health Scrutiny Guidance.

13. ACKNOWLEDGMENTS

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

Chairman of Hartlepool PCT;

Officers representing Hartlepool PCT;

Hartlepool Borough Council's Chief Executive; and

Hartlepool Borough Council's Chief Solicitor.

COUNCILLOR GERALD WISTOW,

**CHAIRMAN OF THE ADULT AND COMMUNITY SERVICES AND HEALTH
SCRUTINY FORUM**

September 2006

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BACKGROUND PAPERS

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

- (i) Report of Hartlepool Partnership entitled 'Locality Plus – Retaining a Cotermminus PCT in Hartlepool'
- (ii) "Locality Plus" - Hartlepool Borough Council's Health Scrutiny response to the County Durham and Tees Valley Strategic Health Authorities consultation document on new Primary Care Trust arrangements in County Durham and the Tees Valley.
- (iii) Letter from Acting Permanent Secretary Hugh Taylor to David Flory – Dated 16 May 2006.
- (iv) Letter from SHA to PCT Chairs and Chief Executives – Dated 23 May 2006.
- (v) Letter from David Flory SHA Chief Executive to Local Authority Chief Executives - Dated 30 May 2006
- (vi) Report of the Director of Adult and Community Services entitled 'PCT Reconfiguration – Tees Valley' presented to the Adult and Community Services and Health Scrutiny Forum held on 23 June 2006.
- (vii) Report of the Chairman of Hartlepool PCT entitled 'Hartlepool PCT – Future Board and Management Arrangements' presented to the Adult and Community Services and Health Scrutiny Forum held on 19 September 2006.
- (viii) Statement by Andy Burnham MP to the House of Commons on 16 May 2006.

‘LOCALITY PLUS’

RETAINING A COTERMINOUS PCT IN HARTLEPOOL

INTRODUCTION

This document is a submission from the Hartlepool Partnership in respect of the proposals for PCT reconfiguration arising from *Commissioning a Patient-Led NHS*, and the submission made by Northumberland, Tyne and Wear, and County Durham and Tees Valley Strategic Health Authorities [1]. It presents the case for the retention of Hartlepool PCT in respect of its coterminous boundaries with Hartlepool Borough Council, as opposed to the ‘single Tees PCT’ option proposed by the two SHAs.

Hartlepool PCT commenced operation in April 2001 and was awarded 3-star status in 2005. It has a coterminous boundary with the local authority. Hartlepool Borough Council has been given an “excellent” Comprehensive Performance Assessment (CPA) rating for each of the last 3 years and its Local Strategic Partnership, which is chaired by Iain Wright MP with the Mayor as vice-chair, has been given the top rating by the Government Office for the North East (GONE). Social Services have been awarded a consistently high 2 star rating for several years. Hartlepool is therefore a high performing ‘city state’ – achievements of which the town is proud and which should not be put at risk without due consideration of the consequences.

The reconfiguration issue was discussed by Hartlepool PCT Board on 6th October 2005, at which the Board strongly indicated its “preference to maintain a Hartlepool Primary Care Trust, which had local ownership, addressing local needs and avoiding the potentially damaging effect of organisational change on staff”.

At its meeting on 15th September 2005 the full Hartlepool Borough Council resolved to agree the views of its Cabinet, namely:

”Hartlepool PCT remains in its current form and develops

- Stronger links to the Local Strategic Partnership
- Formal pooled commissioning budgets and governance arrangements between the PCT and the Council
- Local Area Agreements
- Democratic accountability;

and Council supports the PCT in requesting that this option be included as part of the Strategic Health Authority’s consultation process.”

It is clear, therefore, that there is strong support from the main public sector bodies in Hartlepool for the retention of a coterminous relationship. Moreover, the agencies are of the view that this is also the preference of the people of Hartlepool themselves. It is within this context of strong local opinion that the future configuration of the local NHS needs to be considered.

This document is structured in the following way:

- Part I briefly refers to the distinctiveness of the Hartlepool location, history and culture and describes the health and Council configuration for Hartlepool;
- *Part II* describes some of the achievements in Hartlepool relevant to the case;
- *Part III* identifies relevant plans that are contingent upon the continuation of coterminosity;
- *Part IV* offers a risk assessment of the proposed Tees PCT option.

PART I: The DISTINCTIVE POSITION of HARTLEPOOL

It is important to emphasise the *distinctiveness* of Hartlepool. The town is not a recent creation - the first recorded settlement was at the Saxon Monastery in 640AD, and the first charter for the town was issued in 1145. The town as it is today has grown around the natural haven that became its commercial port, and around which its heavy industrial base developed. The areas vacated by heavy industry are now populated by high quality business facilities and exciting visitor attractions.

The Borough of Hartlepool covers an area of over 36 square miles and has a population of around 90,000. It is bounded to the east by the North Sea and encompasses the main urban area of the town of Hartlepool and a rural hinterland containing the five villages of Hart, Elwick, Dalton Piercy, Newton Bewley and Greatham.

The Borough comprises part of the Tees Valley area, formed by the five boroughs of Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton-on-Tees. Diagram 1.2 shows Hartlepool in its regional and local settings.



This geographical distinctiveness of Hartlepool has some major implications for *Commissioning a Patient-Led NHS*. First, Hartlepool is a compact, sustainable settlement within which most of the needs of the residents in terms of housing,

employment, shopping and leisure can be met. Secondly, this has resulted in a very strong sense of ‘belonging’ – a distinct sense of civic pride.

The creation of Hartlepool Borough Council in 1996 was a tangible and highly popular recognition of this distinctiveness, and a reaction to the unpopularity of the former Cleveland County Council – indeed, it is worth noting that the proposed Tees PCT would recreate these old Cleveland County Council boundaries. As well as acquiring unitary status, Hartlepool BC has also developed one of the few elected mayor systems in the country – a highly successful development that has reinforced a culture of civic pride. The Borough also has its own MP, Iain Wright, who plays a leading role in supporting partnership working across the Borough.

Hartlepool faces many problems associated with deprivation. The English Indices of Deprivation 2004 [2] rank Hartlepool as being the 11th (concentration), 12th (average score), 15th (extent) and 18th (average rank) most deprived district nationally, and there are multiple symptoms of social and economic decline such as unemployment, crime and major health issues. Priority is attached to these issues through the Local Strategic Partnership and for example the proposed spending profile for neighbourhood renewal funding in the period to 2008. The view within Hartlepool is that these problems need to be [and are being] tackled *in partnership* with others – it is the reason why we have titled this paper ‘*Locality Plus*’. Health is one of the most important partners. As one of the most deprived areas in England, Hartlepool PCT has been designated as a Spearhead PCT charged with delivering the public health targets earlier than other areas – a task that can only be achieved through joint working with other local partners.

PART II ACHIEVEMENTS of the HARTLEPOOL PARTNERSHIP MODEL

The Local Strategic Partnership (LSP) is known as the **Hartlepool Partnership**. This key Borough-wide strategic planning mechanism consists of a network of partnerships and statutory, business, community and voluntary sector partners working in the best interests of the residents of the Borough. It is afforded a very high priority by its 40+ members and is chaired by the town’s MP, Iain Wright with the elected Mayor as vice chair. Hartlepool PCT is a core and vital member of the Partnership. The Hartlepool Partnership model has already registered a number of significant achievements relevant to health and wellbeing:

The Community Strategy

The Community Strategy is the product of the Local Strategic Partnership [LSP]. It serves to:

- bring together the different parts of the public sector and the private business, community and voluntary sectors;
- operate at a level that enables strategic decisions to be taken, while still close enough to individual neighbourhoods to allow actions to be determined at a local level;
- create strengthened, empowered, healthier and safer communities.

The Community Strategy consists of seven themes, each with a Priority Aim.

THEME	PRIORITY AIM
Jobs and the Economy	Develop a more enterprising, vigorous and diverse local economy that will attract investment, be globally competitive and create more employment opportunities for local people
Lifelong Learning and Skills	Help all individuals, groups and organisations realise their full potential, ensure the highest quality opportunities in education, lifelong learning and training, and raise standards of attainment
Health and Care	Ensure access to the highest quality health, social care and support services, and improve the health, life and expectancy and wellbeing of the community
Community Safety	Make Hartlepool a safer place by reducing crime, disorder and fear of crime
Environment and Housing	Secure a more attractive and sustainable environment that is safe, clean and tidy; a good infrastructure; and access to good quality and affordable housing
Culture and Leisure	Ensure a wide range of good quality, affordable and accessible leisure and cultural opportunities
Strengthening Communities	Empower individuals, groups and communities, and increase the involvement of citizens in all decisions that affect their lives

Although Health and Care is the most evident way in which health issues are integrated into a wider strategy, it is evident that *all* of the themes impinge upon the health and wellbeing of Hartlepool residents. The Health and Care theme is the responsibility of the Health & Care Strategy Group [H&CSG], a multi-agency group chaired by the CEO of the PCT that sets the strategic direction for the development and provision of health and care services across all care groups. It oversees the work of the Planning Groups, Local Implementation Teams and Partnership Boards, and – through the Local Delivery Plan – links to the community strategy and other plans across the LSP. There are seven planning groups that feed into the H&SCG:

- welfare to work group [for people with disabilities]
- supporting people
- mental health LIT
- older persons NSF LIT
- health inequalities group
- learning disabilities partnership board
- children and families planning group

This is a broad approach to health and wellbeing, and one that encourages the PCT to work constructively and effectively with key local partners. Currently the PCT has two members on the H&SCG, alongside membership from the various parts of the Borough Council, the voluntary sector, police and probation, and hospital trusts. The LSP and the resultant Community Strategy are seen as crucial to the enhancement of health and wellbeing. The loss of the locally-focused PCT as a key partner would be

of serious concern to the partners and – more importantly – make health improvement for the people of Hartlepool more difficult to achieve.

The Local Area Agreement

Our achievements have resulted in a successful application to join Round 2 of Local Area Agreement [LAA] development, and the award of ‘single pot’ status. Single pot recognition has been based upon several factors:

- the unique geographic and organisational circumstances within the unitary authority area;
- the record of delivery by local agencies;
- an integrated strategy based on clear priorities;
- an elected Mayor and effective partnership arrangements;
- an accredited performance management framework.

The vision and expectation for the LAA is that it will establish simplified and streamlined local governance arrangements in which local agencies have the freedom and flexibility to deliver in a manner that suits local circumstances. Joint arrangements are central to this vision, and both the Borough Council and the PCT are seeking ways to use the LAA to further refine joint working and reinforce the community and public health agenda [3]. *Delivering the NHS Improvement Plan* [2005] refers to the relationship with local authorities as ‘crucial’ and states: ‘all PCTs need to play strongly into LSPs and, where applicable, LAAs’ [para 5.11]. This has been precisely the strategy for Hartlepool PCT.

In the context of the public sector reform agenda, the Council and its partners have a longer-term aspiration that the LAA will provide a platform for developing locality based governance with enhanced democratic oversight of services in Hartlepool. It is intended to pursue this with GONE as part of the ongoing negotiations around the LAA. The Council, PCT and other partners consider that the Hartlepool LAA will bring significant opportunities to establish arrangements in which local agencies have the freedom and flexibility to get on and deliver for the people of the town – and health is a critical part of this opportunity. We are not simply referring here to traditional Section 31 arrangements – our ambition for a ‘Locality Plus’ approach stretches to every part of the economic, health and wellbeing agenda of the locality.

This unique opportunity to develop a locality-wide ‘single pot’ strategy amongst local partners will be significantly undermined if a local PCT is no longer sitting round the table. We intend to vigorously pursue the ‘Next Steps’ agenda laid out in the Carolyn Regan letter of October 5th and believe we are in a very strong position to do so given the right partnership configuration. Within the Hartlepool Partnership we are committed to working across boundaries and we look to central government to encourage us in this mission.

Policy Networks

In Hartlepool we understand that plans, structures and processes are driven by individuals who meet regularly, are committed to a local focus and have a high degree of mutual trust and respect. We have several policy network forums, involving both elected representatives and senior officers, with PCT involvement:

- The ‘*Foresight Group*’ is an informal meeting which originally comprised the PCT CEO, the Cabinet member with the portfolio for social services, and the Director of Social Services. It now includes the Cabinet members with responsibility for Children and Adult services, the Acting Director of Social Services, and the Assistant Director of Social Services. The purpose of the group is to look at the strategic development of health and social care across Hartlepool.
- The PCT Management Team and the Borough Council SSD Directorate Team meet regularly as a Joint Directorate.
- The Cabinet of Hartlepool BC and the Board of the PCT meet as the Joint Forum to discuss shared concerns, priorities and new policy developments.

The PCT and Borough Council firmly believe that the loss of Hartlepool PCT will seriously weaken these important mechanisms and reduce significantly future opportunities to develop increased democratic accountabilities. The next phase of our governance agenda is to develop more formal arrangements to underpin our relationship, and this will be difficult to achieve with a Tees PCT.

Joint appointments and collaborative working

These networks have already had an impact with a commitment to exploring the scope for joint appointments. The two statutory agencies have now jointly appointed a Director of Public Health to take forward the shared agenda, as well as a joint Head of Mental Health who is managed by the PCT Director of Planning and Assistant Director of Social Services. In addition the Joint Forum has agreed to work towards a ‘collaborative commissioning’ approach for learning disability and mental health services [in 2005] and older people’s and children’s services [2006]. In the future the Council and PCT would wish to explore further opportunities for joint appointments and collaborative working in relation to support arrangements as well as commissioning requirements.

PART III PLANS and ASPIRATIONS

Although our achievements in Hartlepool have been substantial, we have no intention of lessening the pace of change. The main vision and blueprint for the future is the ‘*Vision for Care*’ agenda that has been developed jointly by the PCT and Borough Council on behalf of the H&CSG of the Hartlepool Partnership. It has been endorsed by the Board of the PCT, Borough Council Cabinet and the Hartlepool Partnership. A fundamental element of the vision is the development of multi-disciplinary, multi-

agency teams working together, focusing on a whole person's needs, sharing information and budgets, and using the same systems and procedures. *Vision for Care* has been given high priority by all of the partners involved, with a large amount of management time dedicated to ensuring its implementation. The PCT has invested in a Director of Partnerships, Vision for Care, who is working with the partners to drive the policy forward.

Notwithstanding the uncertainty about the current provider activities of PCTs, the drive for multi-disciplinary working will still need to be addressed and commissioned. Given the pending shortage of community nurses, we see an integrated workforce approach as an essential part of the future equation, and this implies a closer relationship with social care and the wider local authority. Indeed, this seems to be the conclusion coming from DH – the recent publication '*A Workforce Response to LDPs: A Challenge for NHS Boards*' has asked NHS Boards to improve the integration of health and social care staff, and develop strategies for redesigning staff roles to counter staff shortages in community nursing.

The recent announcement by the Secretary of State that '*district nurses, health visitors and other staff delivering clinical services will continue to be employed by their PCT unless and until the PCT decides otherwise*' suggests that it is still possible for the PCT and HBC to continue plans for integrated community teams. In Hartlepool we already have integrated teams for mental health services, learning disability services, intermediate care, Sure Start and the youth offending team. However, our plans for multi-disciplinary working go far beyond this. We are planning to develop 'primary care centres' in neighbourhoods where people will be able to access a wide range of services including GPs, nurses, therapists, social workers, home carers, advice workers, some specialist services and shops and leisure facilities. The PCT has identified four 'natural communities' across the town that are coterminous with social services older people's teams and the Neighbourhood Forum areas.

The recent social care Green Paper, *Independence, Wellbeing and Choice* emphasised the need for innovative approaches to meeting local need, and singled out the Connected Care model as one that Government wished to see developed. In Hartlepool we are already developing a Connected Care model following a visit to the Owton area of the town by officials from DH, ODPM and Turning Point. Agreement was reached to sponsor a pilot project in Owton, and the intention is to engage other Hartlepool communities in similar ways to inform the commissioning and delivery of services.

This model is intended to address the broader aspects of care for people, including those with 'complex' needs, and a key feature is the provision of 'bespoke' personalised care. Partnering is anticipated between social care providers, the police, courts, housing, employment and health, and the model is organised around several common principles:

- single point of entry
- common assessment
- shared information
- managed transitions between services
- co-location of health, social care and voluntary services
- round the clock support

The pilot is not only relevant to the pending White Paper on out of hospital care, but also to *Choosing Health* and *Supporting People*. It constitutes an excellent example of partnership working across a compact and coterminous locality. We are not convinced that this sort of innovation would flourish if the PCT was outside of the local governance arrangements. It is at this neighbourhood level that the strength of coterminosity between local partners has strengths that could not realistically be sustained by a more distant partner. The neighbourhood is the critical level at which people engage, and at which change is delivered on the ground. The Government's five year strategy on sustainable communities [4] states that:

'Neighbourhoods are the areas which people identify with most, the places where they live, work and relax. We intend to put more power in the hands of local people and communities to shape their neighbourhoods and the services they rely on – including housing, schools, health, policing and community safety' [p18].

Central to the Government's subsequent proposals for more neighbourhood engagement is the desire to develop responsive and customer-focused public services with opportunities for communities to influence and improve the delivery of public services. Crucial to this vision is the need for bodies operating at neighbourhood level to have effective partnerships between themselves – sometimes they are tackling the same or similar problems, even dealing with the same people, without knowing it. It is this recognition that underpins the *Together We Can* strategy recently launched by the Government [5] which identifies three essential ways of neighbourhood working:

- *active citizens*: people with the motivation, skills and confidence to speak up for their communities and say what improvements are needed;
- *strengthened communities*: community groups with the capability and resources to bring people together to work out shared solutions;
- *partnership with public bodies*: public bodies willing and able to work as partners with local people.

This is an innovative and challenging agenda to which Hartlepool PCT is fully committed and one that we believe would be at risk should the PCT functions be subsumed within a larger Tees PCT.

PART IV TEES PC TO PTION: RISK ASSESSMENT

Strengths of the Tees PCT Model

We understand the reasoning behind CPLNHS and we acknowledge the fact that the advent of both practice-based commissioning and payment by results needs a strong commissioning role to be in place. On the other hand, it is widely acknowledged that in the creation of large [and therefore seemingly stronger] PCTs, there is the danger of losing sensitivity to local needs along with the loss of valued partnering arrangements. There is no easy answer to this dilemma, and certainly no 'perfect solution'.

In respect of the nine criteria for reconfiguration judgement laid down in CPLNHS, the SHA [1] concedes that *‘some criteria are better met by smaller organisations, some by larger’*. We wish to argue that it is possible to have the best of all worlds with our model based upon the principles of *‘mixed mode commissioning’* and *‘subsidiarity’*.

The main gain that could be expected from a single Tees PCT is that of greater commissioning leverage, and we acknowledge that a smaller stand alone PCT like Hartlepool would not possess such leverage. This is an important issue, but should not be overstated. First, the PCT has long recognised the need to work collaboratively across Teesside in a number of areas around strategic planning and collaborative commissioning, and proposals would have been coming to the PCT Board to enter into a Tees and Easington Commissioning Consortium even if CPLNHS had not been forthcoming. We see no reason why a stand alone Hartlepool PCT could not enter into sensible collaborative commissioning arrangements with a wider Tees PCT under some federative arrangement.

Secondly, the benefits of merging cannot be assumed. In a review of the evidence, Field and Peck [6], for example, concluded that:

‘...strategic objectives are rarely achieved, financial savings are rarely attained, productivity initially drops, staff morale deteriorates, and there is considerable anxiety and stress among the workforce.’

Strengths of the Hartlepool PCT Model

We believe the strengths of the Tees Model can be compensated for in other ways, but the strengths of the stand alone Hartlepool PCT will be difficult to replace by a ‘locality’ arrangement made by a distant Tees PCT.

The Strength of Coterminosity

We have already demonstrated that Hartlepool PCT is an embedded partner at strategic level [in the Hartlepool Partnership] and at neighbourhood level. All are agreed that coterminosity between local authority and PCT boundaries is important, but it seems to be more important to some than others. CPLNHS notes that: *‘As a general principle we will be looking to reconfigured PCTs to have a clear relationship with local authority social services boundaries; this does not need to mean a rigid 1:1 coterminosity.’*

Our SHA submission acknowledges the coterminosity principle but in practice has disregarded it in favour of what it believes is a stronger commissioning function. Not all SHAs take such a line – the submission by Cumbria and Lancashire SHA, for example, describes the coterminosity principle as *‘fundamental and immutable’*, and goes on to propose the retention of coterminosity for Blackpool PCT and Blackburn with Darwen PCT. Similarly, the South Yorkshire SHA submission rejects the concept of a ‘South Yorkshire PCT’ in favour of 4 PCTs coterminous with the 4 local authorities.

It is vital to emphasise that the SHA proposal for Hartlepool would leave us with a large PCT that has no coterminosity with any local authority. This is not in the best interests of the health and wellbeing of the residents of Hartlepool.

Capitalising on the ‘Out of Hospital’ Agenda

CPLNHS states that one of the purposes of the consultation and White Paper on health and care services outside hospital will be to consider how to develop a wider variety of local services and models of provision in response to patient needs. It is said that: *‘The White Paper will undoubtedly explore different service models. This may mean that SHAs and PCTs will want to refine proposals on service provision.’*

All of this is expected to lead to *‘more diverse community services providing earlier intervention and diagnosis, better support for people with long-term conditions, more day case procedures, and more effective care for people discharged from hospital’.*

We have demonstrated that through such initiatives as the Connected Care model, the Hartlepool partners are already at an advanced stage in this respect, and the PCT is keen to work with its partners to develop the emerging out of hospital agenda. Around 80% of the commissioning resources of the PCT are health focused and commissioned with other PCTs, whilst 20% has a joint NHS-local authority commissioning approach – an important contribution that we would wish to see increased. The PCT and local authority responded jointly to the Green Paper consultation. In doing so the partners welcomed the direction of travel and indicated that they were already developing person centred services rooted in a preventive model. It is crucial that this work continues and we believe a Hartlepool PCT is best placed to carry it forward.

Engaging with Practice Based Commissioning

The PCT has a sound relationship with local clinicians and it is important that this is not put in jeopardy by unsuitable structural change. The PCT is supportive of the shift to PBC, and our view is that it is vital that the close understanding and trust between the PCT and GP constituency is sustained during this important phase of change. The PCT PEC is also anxious that a local PCT remains in existence in order to deliver a locally sensitive shift to PBC, and there is concern that local understandings and networks will be lost in a wider configuration.

It is important in all of this to remember that the end product of PBC needs to be improvements in services for patients – PBC is not an end in itself. These improvements will be in new community based services, and ensuring that PBC is an integral part of the commissioning cycle that involves other players, partners and members of the public. In effect, then, the issue for PBC is the ways in which it engages with the wider ‘Hartlepool Agenda’ such that it can properly shape referral patterns into secondary care and into community based services. A Hartlepool PCT is the vehicle for ensuring this happens.

There will also need to be sufficient local flexibility to deal with differing local needs and the capacity and willingness of GPs to engage with the PBC agenda. This is especially true in Hartlepool, where although there is agreement to work on a single

town wide commissioning group, many of the practices are currently unsuitable for practice development and the provision of a wider range of services. We believe there is still an important role here for a PCT that is coterminous with *both* the local council and the PBC governance forum. This role would consist of:

- acting as the purchasing agent: negotiating and monitoring contracts and – in federation with the Tees PCT – reducing transaction costs;
- performance managing the town wide commissioning group, ensuring local and national targets are met and financial balance achieved;
- ensuring appropriate access to public health and service improvement expertise;
- providing support to the commissioning group.

Engaging with Payment by Results

One of the criteria by which reconfiguration proposals will be judged is the ability to engage with the roll out of payment by results [PBR]. We understand that PCTs will face risks under this regime since they will be committed to paying for work at a nationally set price, but will have only limited influence over volumes. On the other hand PCTs will have an incentive to manage demand for acute services in order to reduce unnecessary admissions, and to develop appropriate community based alternatives to hospital. It is in these two respects that our relationship with our coterminous partners is crucial, for PBR will not, on its own, encourage the provision of care in a more appropriate setting – this will come through a strong local partnership committed to service redesign.

Demand management has already been identified as a top priority in the Local Delivery Plan of the PCT for 2005/6 – 2007/8. However, it is our belief that the more remote the PCT, the less will be its ability to manage demand for hospital activity in a ‘whole systems’ manner, whereas a robust local partnership based in Hartlepool offers a more effective model. The introduction of practice based commissioning will also introduce incentives to manage the demand for hospital activity and develop community based services, but it is through a constellation of local partners – PCT, GPs and the local authority – that this can become a reality. Our LDP recognises the need to strengthen primary and community services in order to reduce reliance upon secondary care, but also states that:

‘Partnership work is essential to achievement; many of the targets cannot be achieved without a multi-agency approach.’

The Hartlepool Model: Mixed Mode Commissioning and Subsidiarity

Some of the functions of the NHS are best designed and delivered locally, whereas others require the influence and impact that larger commissioning units can bring. There is evidence [7] that matrix structures in which different levels of a Primary Care Organisation are vested with specific responsibilities for service commissioning can be effective. In such a model, the planning and commissioning of extended primary

care services, for example, would lie with PBC, the planning and commissioning of locality wide services [like intermediate care] would rest with the local PCT and council, and services requiring a wider population based perspective [acute and specialist services] may best be dealt with at a supra-PCT levels such as that proposed for Teesside.

Our view is that the guiding principle for commissioning should be that of *subsidiarity* – activities are undertaken locally unless there are compelling reasons to aggregate or centralise them. This approach encourages an explicit focus on the relationship between organisational form and function. It is a model that makes sense for a compact and distinctive unitary locality such as Hartlepool. The strength of the PCT lies in its links with the LSP and the local authority for the commissioning of innovative locality wide services, and with both the local authority and GPs for the planning and commissioning of sub-locality activity. This does leave the need for federative commissioning with neighbouring PCTs for acute and specialist services. Hartlepool PCT has good relationships with its neighbouring PCTs and is confident that it can form robust commissioning relationships through a Tees wide PCT for acute and specialist care, while retaining the strengths that come from our commitment to corporate strategic planning and ‘new localism’.

Financial Savings

We do not think it is realistic to deliver a 15% reduction in management and administrative costs from within the PCT – to do so would put at risk the very strengths that have been identified in this submission. However, we would make two points about such savings:

- Our model will lead to future savings, but this will arise not so much from merging with neighbouring PCTs as from cost sharing with the local authority;
- Our understanding is that the 15% can be gathered from across the SHA and the other PCTs – it does not require *each* PCT to find the same level of savings.

If Hartlepool is able to retain a coterminous future with HBC, this still leaves a reduction in PCT numbers across the Durham and Tees Valley area from 10 to 3 – a reduction big enough to generate 15% savings across the patch. In addition, the SHA itself will no longer exist, further increasing the scope for saving. We would urge the panel to take a view across Durham and Tees Valley rather than apply a rigid formula to every case – the *raison d’être* of our submission is that one size does not fit all.

Conclusion

We have examined the checklist contained in the HSMC Discussion Paper [8] and we see a strong correlation between the criteria laid out in Figure 5 and the case we have presented in this submission. In respect of the DH criteria for assessing reconfiguration, we believe the points made in this paper lead to the conclusion that a stand alone Hartlepool PCT scores more highly on the criteria than the Tees PCT proposal made by the Strategic Health Authority. Our position is summarised in the box below.

CRITERIA	TEES PCT	HARTLEPOOL PCT	COMMENT
Secure high quality, safe services	√	√	Locally with Hartlepool partners; in wider arrangements where appropriate
Improve health and reduce inequalities	X	√	Through LSP and LAA
Improve the engagement of GPs and rollout of PBC with support	X	√	Sustain robust and locally sensitive relationships
Improve public involvement	X	√	PCT already locked into strong local participative forums
Improve commissioning and effective use of resources	√	√	Mixed mode commissioning and subsidiarity
Manage financial balance and risk	√	√	Both options can deliver
Improve coordination with social services and local government	X	√	Tees PCT cannot deliver here
Deliver 15% reduction in management and administrative costs	√	X	PCT cannot deliver this in isolation, but scope for cost sharing with LA and for savings across the SHA area

REFERENCES

[1] Northumberland, Tyne and Wear and County Durham and Tees Valley Strategic Health Authorities, *Commissioning a Patient-Led NHS: Proposal for Implementation*. October 2005.

[2] Office of the Deputy Prime Minister The English Indices of Deprivation 2004

[3] Hartlepool Partnership [2005], *Local Area Agreement Position Statement*.

[4] Office of the Deputy Prime Minister [2005], *Sustainable Communities: People, Places and Prosperity: A Five Year Plan*.

[5] Office of the Deputy Prime Minister/Home Office [2005], *Citizen Engagement and Public Services: Why Neighbourhoods Matter*.

[6] Field, J. and Peck, E. [2003], Mergers and Acquisitions in the Private Sector: What Are the Lessons for Health and Social Services? *Social Policy & Administration*, 37[7] pp 742-55.

[7] Peck, E. and Freeman, T. [2005], *Reconfiguring PCTs: Influences and Options*. NHS Alliance/Health Services Management Centre.

[8] Glasby, J. [2005], *Commissioning a patient-Led NHS: criteria for considering the partnership implications of proposed changes*. Health Services Management Centre.

LOCALITY PLUS

Hartlepool Borough Council's Health Scrutiny Committee's response to the County Durham and Tees Valley Strategic Health Authority's consultation on new Primary Care Trust arrangements in County Durham and the Tees Valley:

Ensuring a patient-led NHS.

Locality Plus

Hartlepool Borough Council's Health Scrutiny Committee's response to SHA consultation on PCT Reconfiguration

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Locality Plus

On 28 July 2005, Sir Nigel Crisp, Chief Executive of the NHS, issued a policy document, Commissioning a Patient-Led NHS, in which he set out his views on the next steps in creating a patient led NHS. The document builds upon the NHS Improvement Plan and Creating a Patient-Led NHS and is intended to create a step change in the way services are commissioned by frontline staff to reflect patient choices. The policy outlines a programme of reform to improve health services. It includes proposed changes to the roles and functions of Primary Care Trusts (PCTs) and Strategic Health Authorities (SHAs), which will have implications for the configuration of these organisations.

Sir Nigel Crisp expects that PCT reconfigurations will be completed by October 2006; SHA reconfiguration will be completed by 2007; PCTs will divest themselves of the majority of their provider functions by December 2008, to support the introduction of "contestability" (competition) in service provision. (The current position on provider functions seems to be that PCTs will be allowed to continue to directly provide services so long as they prove through market-testing that they are the most efficient, effective and economic providers.)

The first milestone related to the commissioning functions of PCTs. SHAs were required to review their local health economy's ability to deliver commissioning objectives and submit plans to ensure they are achieved (including reconfiguration plans where required) by 15 October 2005. County Durham and Tees Valley SHA did not consider their review of their local health economy required them to consult with local authorities at that stage.

The SHA submitted its proposals for the implementation of Commissioning a Patient Led NHS, during October 2005, to an expert panel specifically established by the Secretary of State to examine all proposals. Their proposal, so far as Durham and the Tees Valley was concerned, was for a single PCT for County Durham and Darlington and a single PCT for 'Teesside' through merging the existing PCTs for Hartlepool, North Tees, Middlesbrough and Langbaugh.

Having received the advice of the expert panel, and taking into consideration representations from other

interested parties, the Secretary of State informed the SHA that proposals for the reconfiguration of SHAs and PCTs could go forward for consultation on the following basis:

- One option for a SHA for the Government Office of the North East Region.
- Two options for PCTs:
 - Option 1 – two PCTs, a County Durham and Darlington PCT and a Teesside PCT.
 - Option 2 – six PCTs, retaining the five Tees Valley unitary authority PCTs and a single County Durham PCT.

Sir Nigel Crisp has stipulated that proposals will be assessed against the following criteria:

- Secure high quality, safe services;
- Improve health and reduce inequalities;
- Improve the engagement of GPs and rollout of practice based commissioning with demonstrable practical support;
- Improve public involvement;
- Improve commissioning and effective use of resources;
- Management financial balance and risk;
- Improve co-ordinating with social services through greater congruence of PCT and Local Government boundaries;
- Deliver at least 15% reduction in management and administrative costs.

As a general principle, he said *"we will be looking to reconfigured PCTs to have a clear relationship with local authority social services boundaries"*.

The SHA produced a formal document, Consultation on new Primary Care Trust arrangements in County Durham and Tees Valley, which the Chief Executive of the SHA presented to the Adult and Community Services and Health Scrutiny Forum on 14 February 2006.

The consultation period commenced 14 December 2005 with a completion date of 22 March 2006.

This is the formal response of Hartlepool Borough Council's Health Scrutiny Committee.

SUMMARY

Hartlepool Borough Council's Health Scrutiny Committee thanks the SHA for providing the opportunity to comment upon the possible reconfiguration of local PCTs. Unfortunately however, we believe the consultation process is flawed for the following reasons:

- The Secretary of State required the SHA to consult on two options, the second of which was to retain the five Tees Valley unitary authority PCTs. This is not the second option presented for consultation by the SHA. Your Option 2 is the retention of the four 'unitary' PCT Boards and Professional Executive Committees (PECs), with centralised management and administration for the (now defunct) Teesside area. It is also proposed that management and administration for Darlington PCT, part of the Tees Valley City Region, be centralised within the proposed County Durham PCT.
- Your consultation document states: *"There has been previous experience of sharing director posts across two PCTs in the area and this proved unworkable. The existing PCT chief executive community does not believe that it would be possible to work effectively in this way."* This effectively dismisses your Option 2 as being a viable option.
- The above comments from your consultation document refer to management working practices which would be the same under both options. Consequently, if Option 2 is not viable neither is Option 1, thus we have no viable options to consider.

We consider there is an over-emphasis on financial savings within the consultation document at the expense of the other criteria, particularly given Sir Nigel Crisp's statement that *"we will be looking to reconfigured PCTs to have a clear relationship with local authority social services boundaries"*.

The SHA should request that the Secretary of State makes the North East a special case in so far as the level of financial savings are concerned, so that the

true coterminosity' option she proposed for consideration can be considered on a level playing field with other regions of the country. In other areas of the country the concept of true coterminosity has been accepted, with savings being made in PCTs other than those based upon unitary council boundaries. The North East is unique in having such a high proportion of unitary councils (10 out of 16 PCT areas) that it might not be possible to achieve the required savings from the remaining areas.

The consultation document implies that Option 1 is favoured over Option 2 in that it does not require reductions in employee costs to achieve the £6 Million savings proposed. However, no alternative options to achieve that level of saving have been considered. e.g.

- A Strategic Health Authority is no longer necessary. The Government has centralised regional administration for planning, transportation, housing, etc. within regional government offices, with some democratic input from their regional assemblies. Strategic health can be administered in the same manner, with the North East acting as a pilot. What level of saving would this approach achieve?
- How much will be saved if the Secretary of State's proposed option of true coterminosity is implemented? Economies will be obtained by merging local authority and PCT commissioning teams, with management being provided by the local authority and/or joint appointments.
- Sir Nigel Crisp's letter of 28 July 2005 states: *"Under practice based commissioning GPs will not be responsible for placing or managing contracts. That will be done by PCTs on behalf of practice groups, with back office functions including payment administered by regional/national hubs."* Back office savings have not been included in the consultation paper.

The assessment of the options against the required criteria presented in your consultation document does not include an assessment of Option 2 against the improve commissioning and effective use of resources criterion.

Under our assessment of the Secretary of State's proposed option of true coterminosity, it is shown to be a relatively stronger option than either of those assessed by the SHA.

The following statement made in your Submission to the Secretary of State, October 2005, is even more relevant today given the proposals within the White Paper Our Health, Our Care, Our Say for greater integration of PCT and local authority commissioning services:

"This option (Option 1) is contentious because of the risks that we may not be able to meet our partners' needs for close working in vital areas of service provision such as older people, children and people with mental health problems and learning difficulties, or we may not be able to maintain a close and local relationship with GPs and other clinical and social care staff in the community."

Given the reasons set out above, Hartlepool Borough Council's Health Scrutiny Committee recommends and strongly urges the SHA to recommend to the Secretary of State that she authorises the implementation of the true coterminosity option for Hartlepool and the Tees Valley. For the avoidance of doubt this requires five PCTs based upon the five unitary authority boundaries, each consisting of a Board, a PEC, management and commissioning teams integrated with those of their local authority, and where they can be shown to be the most efficient and effective providers, back office functions and direct service provision.

BACKGROUND

Hartlepool PCT commenced operation in April 2001 and was awarded 3-star status in 2005. It has a coterminous boundary with the local authority. Hartlepool Borough Council has been given an "excellent" (now 4 star) Comprehensive Performance Assessment (CPA) rating for each of the last 4 years. The Local Strategic Partnership, which is chaired by Iain Wright MP with the Mayor as vice-chair, has been given the top rating by the Government Office for the North East (GONE). Hartlepool is therefore a high performing 'city state', achievements of which the town is proud and which should not be put at risk without due consideration of the consequences.

The reconfiguration issue was discussed by Hartlepool PCT Board on 6th October 2005, at which the Board strongly indicated its *"preference to maintain a Hartlepool Primary Care Trust, which had local ownership, addressing local needs and avoiding the potentially damaging effect of organisational change on staff"*.

The full Hartlepool Borough Council, at its meeting on 16 February 2006, resolved as follows:

- To support a continued Hartlepool PCT with a management team based in Hartlepool working closely with the Council and through Hartlepool Partnership in order to minimise management costs and increase local control over decisions about health services.
- That Scrutiny Co-ordinating Committee should establish whether Option 2 in the current SHA consultation document meets this objective.
- That Scrutiny should consider whether the SHA consultation document treats Options 1 and 2 even-handedly, as required by Ministers, in expressing the unanimous view of PCT Chief Executives that option 2 is *"unworkable"*.

It is clear, therefore, that there is strong support from the main public sector bodies in Hartlepool for the retention of a true coterminous relationship. Moreover, the agencies are of the view that this is also the preference of the people of Hartlepool themselves. It is within this context of strong local

opinion that the future configuration of the local NHS needs to be considered.

HARTLEPOOL

It is important to emphasise the distinctiveness of Hartlepool. The town is not a recent creation - the first recorded settlement was at the Saxon Monastery in 640AD, and the first charter for the town was issued in 1145AD. The town as it is today has grown around the natural haven that became its commercial port, and around which its heavy industrial base developed. The areas vacated by heavy industry are now populated by high quality business facilities and exciting visitor attractions.

The Borough of Hartlepool covers an area of over 36 square miles and has a population of around 90,000. It is bounded to the east by the North Sea and encompasses the main urban area of the town of Hartlepool and a rural hinterland containing the five villages of Hart, Elwick, Dalton Piercy, Newton Bewley and Greatham. The Borough comprises part of the Tees Valley 'city region', formed by the five boroughs of Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland, Stockton-on-Tees, and their hinterlands.

This geographical distinctiveness of Hartlepool has some major implications for Commissioning a Patient-Led NHS. First, Hartlepool is a compact, sustainable settlement within which most of the needs of the residents in terms of housing, employment, shopping and leisure can be met. Secondly, this has resulted in a very strong sense of belonging – a distinct sense of civic pride.

The creation of Hartlepool Borough Council in 1996 was a tangible and highly popular recognition of this distinctiveness, and a reaction to the unpopularity of the former Cleveland County Council. It is worth noting that both options upon which the SHA is consulting would recreate these old Cleveland County Council (previously Teesside) boundaries. As well as acquiring unitary status, Hartlepool Borough Council has also developed one of the few elected mayor systems in the country, a highly successful development which has reinforced a culture of civic pride. The Borough also has its own MP, Iain Wright, who plays a leading role in supporting partnership working across the Borough.

Hartlepool faces many problems associated with deprivation. The English Indices of Deprivation 2004

LOCALITY PLUS Hartlepool Borough Council's Health Scrutiny Committee's response to SHA consultation on PCT Reconfiguration

rank Hartlepool as being the 11th (concentration), 12th (average score), 15th (extent) and 18th (average rank) most deprived district nationally, and there are multiple symptoms of social and economic decline such as unemployment, crime and major health issues. Priority is attached to these issues through the Hartlepool Partnership and, for example, through the proposed spending profile for neighbourhood renewal funding in the period to 2008.

The view within Hartlepool is that these problems need to be, and are being tackled in partnership, and is the reason why we have titled this paper **Locality Plus**. Health is one of the most important partners. Serving one of the most deprived areas in England, Hartlepool PCT has been designated as a Spearhead PCT charged with delivering the public health targets earlier than other areas, a task that can only be achieved through joint working with other local partners.

ACHIEVEMENTS

Our Local Strategic Partnership (LSP) is known as the Hartlepool Partnership. This key Boroughwide strategic planning mechanism consists of a network of partnerships and statutory, business, community and voluntary sector partners working in the best interests of the residents of the Borough. It is afforded a very high priority by its 40+ members and is chaired by the town's MP, Iain Wright with our elected Mayor as vice chair. Hartlepool PCT is a core and vital member of the Partnership.

Our Community Strategy provides the Partnership's vision for Hartlepool. It serves to:

- bring together the different parts of the public sector and the private business, community and voluntary sectors;
- operate at a level that enables strategic decisions to be taken, while still close enough to individual neighbourhoods to allow actions to be determined at a local level;
- create strengthened, empowered, healthier and safer communities.

The Strategy consists of seven themes, each with a Priority Aim:

Jobs and the Economy

Develop a more enterprising, vigorous and diverse local economy that will attract investment, be globally competitive and create more employment opportunities for local people.

Lifelong Learning and Skills

Help all individuals, groups and organisations realise their full potential, ensure the highest quality opportunities in education, lifelong learning and training, and raise standards of attainment

Health and Care

Ensure access to the highest quality health, social care and support services, and improve the health, life and expectancy and wellbeing of the community.

Community Safety

Make Hartlepool a safer place by reducing crime, disorder and fear of crime.

Environment and Housing

Secure a more attractive and sustainable environment that is safe, clean and tidy; a good infrastructure; and access to good quality and affordable housing.

Culture and Leisure

Ensure a wide range of good quality, affordable and accessible leisure and cultural opportunities.

Strengthening Communities

Empower individuals, groups and communities, and increase the involvement of citizens in all decisions that affect their lives.

Although Health and Care is the most evident way in which health issues are integrated into a wider strategy, it is evident that all the themes impinge upon the health and wellbeing of Hartlepool residents. The Health and Care theme is the responsibility of the Health & Care Strategy Group (H&CSG), a multi-agency group chaired by the Chief Executive of the PCT, which sets the strategic direction for the development and provision of health and care services across all care groups. It oversees the work of the planning groups, local implementation teams and partnership boards, and, through the Local Delivery Plan, links to the community strategy and other plans across the LSP. There are seven planning groups that feed into the H&CSG:

- welfare to work (for people with disabilities)
- supporting people
- mental health LIT

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LOCALITY PLUS Hartlepool Borough Council's Health Scrutiny Committee's response to SHA consultation on PCT Reconfiguration

- older persons NSF LIT
- health inequalities
- learning disabilities partnership board
- children and families planning group

This is a broad approach to health and wellbeing, and one which encourages the PCT to work constructively and effectively with key local partners. Currently the PCT has two members on the H&SCG, alongside membership from the various parts of the Borough Council, the voluntary sector, police and probation, and hospital trusts. The loss of the locally-focused PCT as a key partner would be of serious concern to the other partners and more importantly, make health improvement for the people of Hartlepool more difficult to achieve.

Our track record of achievement within Hartlepool has resulted in our being awarded a Local Area Agreement (LAA) with 'single pot' status. Single pot recognition has been based upon several factors:

- the unique geographic and organisational circumstances within the unitary authority area;
- the record of delivery by local agencies;
- an integrated strategy based on clear priorities;
- an elected Mayor and effective partnership arrangements;
- an accredited performance management framework.

The vision and expectation for the LAA is that it will establish simplified and streamlined local governance arrangements in which local agencies have the freedom and flexibility to deliver in a manner that suits local circumstances. Joint arrangements are central to this vision, and both the Council and the PCT are seeking ways to use the LAA to further refine joint working and reinforce the community and public health agenda. Delivering the NHS Improvement Plan [2005] refers to the relationship with local authorities as being crucial and states: *"all PCTs need to play strongly into LSPs and, where applicable, LAAs"* (para 5.11). This has been precisely the strategy for Hartlepool PCT.

In the context of the public sector reform agenda, the Council and its partners have a longer-term aspiration that the LAA will provide a platform for developing locality based governance with enhanced democratic oversight of services in Hartlepool. The Council, PCT

and other partners consider that the LAA will bring significant opportunities to establish arrangements in which local agencies have the freedom and flexibility to get on and deliver for the people of the town, and health is a critical part of this opportunity. We are not simply referring here to traditional Section 31 arrangements, our ambition for a Locality Plus approach stretches to every part of the economic, health and wellbeing agenda of the locality.

This unique opportunity to develop a locality-wide single pot strategy amongst local partners will be significantly undermined if a local PCT is no longer sitting round the table. We intend to vigorously pursue the Next Steps agenda laid out in the Carolyn Regan letter of 5 October 2005 and believe we are in a very strong position to do so given the right partnership configuration. Within the Hartlepool Partnership we are committed to working across boundaries and we look to the SHA and Government to encourage us in this mission.

In Hartlepool we understand that plans, structures and processes are driven by individuals who meet regularly, are committed to a local focus and have a high degree of mutual trust and respect. We have several policy network forums, involving both elected representatives and senior officers, with PCT involvement:

- The Foresight Group is an informal meeting which originally comprised the PCT CEO, the Cabinet member with the portfolio for Social Services, and the Director of Social Services. It now includes the Cabinet members with responsibility for Children and Adult services, the Directors for Children's Services and Adult and Community Services and the Assistant Director for Adult Care. The purpose of the group is to look at the strategic development of health and social care across Hartlepool.
- The PCT Management Team and the Council's Adult and Community Services Department Management Team meet regularly as a Joint Directorate.
- The Cabinet of Hartlepool BC and the Board of the PCT meet as the Joint Forum to discuss shared concerns, priorities and new policy developments.

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The Council firmly believes that the loss of the current, coterminous Hartlepool PCT will seriously weaken these important mechanisms and reduce significantly future opportunities to develop increased democratic accountabilities. The next phase of our governance agenda is to develop more formal arrangements to underpin our relationship, and this will be difficult to achieve under either option as the both involve the creation of a Teesside PCT.

These networks have already had an impact with a commitment to exploring the scope for joint appointments. The two statutory agencies already have a jointly appointed, managed and funded Director of Public Health, as well as a joint Head of Mental Health and two joint commissioning posts for learning disability and mental health services. We are currently considering a joint appointment at assistant director level, for adult health and social care, and intend to explore further opportunities for joint appointments and collaborative working, in relation to support arrangements as well as commissioning requirements.

Although our achievements in Hartlepool have been substantial, we have no intention of lessening the pace of change. The main vision and blueprint for the future is the 'Vision for Care' agenda that has been developed jointly by the PCT and Borough Council on behalf of the H&CSG of the Hartlepool Partnership. It has been endorsed by the Board of the PCT, Borough Council Cabinet and the Hartlepool Partnership. A fundamental element of the vision is the development of multi-disciplinary, multi-agency teams working together, focusing on a whole person's needs, sharing information and budgets, and using the same systems and procedures. *Vision for Care* has been given high priority by all of the partners involved, with a large amount of management time dedicated to ensuring its implementation. The PCT has invested in a Director of Partnerships, Vision for Care, who is working with the partners to drive the policy forward.

Notwithstanding the uncertainty about the current provider activities of PCTs, the drive for multi-disciplinary working will still need to be addressed and commissioned. Given the pending shortage of community nurses, we see an integrated workforce approach as an essential part of the future equation, and this implies a closer relationship with social care and the wider local authority. Indeed, this seems to be the conclusion reached by the Department of Health. The recent publication 'A Workforce

Response to LDPs: A Challenge for NHS Boards has asked NHS Boards to improve the integration of health and social care staff, and develop strategies for redesigning staff roles to counter staff shortages in community nursing.

The announcement by the Secretary of State late last year that "*district nurses, health visitors and other staff delivering clinical services will continue to be employed by their PCT unless and until the PCT decides otherwise*" suggests it is still possible for the PCT and Council to continue plans for integrated community teams. In Hartlepool we already have integrated teams for mental health services, learning disability services, intermediate care, Sure Start and the youth offending team. However, our plans for multi-disciplinary working go far beyond this. We are planning to develop 'primary care centres' in neighbourhoods where people will be able to access a wide range of services including GPs, nurses, therapists, social workers, home carers, advice workers, some specialist services and shops and leisure facilities. The PCT has identified four natural communities across the town that are coterminous with social services older people's teams and the Council's Neighbourhood Forum areas.

The social care Green Paper, *Independence, Wellbeing and Choice* emphasised the need for innovative approaches to meeting local need, and singled out the Connected Care model as one that Government wished to see developed. In Hartlepool we are already developing a Connected Care model. Following a visit to the Owton area of the town by officials from DH, ODPM and Turning Point, agreement was reached to sponsor a pilot project in Owton, and we intend to engage other Hartlepool communities in similar ways to inform the commissioning and delivery of services.

This model is intended to address the broader aspects of care for people, including those with complex needs, and a key feature is the provision of bespoke personalised care. Partnering is anticipated between social care providers, the police, courts, housing, employment and health, and the model is organised around several common principles:

- single point of entry
- common assessment
- shared information
- managed transitions between services

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- co-location of health, social care and voluntary services
- round the clock support

The pilot is not only relevant to the White Paper Our Health, Our Care, Our Say, but also to Choosing Health and Supporting People. It constitutes an excellent example of partnership working across a compact and coterminous locality. We are not convinced that this sort of innovation would flourish if the PCT was outside of the local governance arrangements. It is at this neighbourhood level that coterminosity of local partners has strengths that could not realistically be sustained by a more distant partner. The neighbourhood is the critical level at which people engage, and at which change is delivered on the ground. The Government's five year strategy on sustainable communities states that:

"Neighbourhoods are the areas which people identify with most, the places where they live, work and relax.. We intend to put more power in the hands of local people and communities to shape their neighbourhoods and the services they rely on – including housing, schools, health, policing and community safety".

Central to the Government's subsequent proposals for more neighbourhood engagement is the desire to develop responsive and customer-focused public services with opportunities for communities to influence and improve the delivery of public services. Crucial to this vision is the need for bodies operating at neighbourhood level to have effective partnerships between one another. Sometimes they are tackling the same or similar problems, even dealing with the same people, without knowing it. It is this recognition that underpins the Government's Together We Can strategy which identifies three essential ways of neighbourhood working:

- *active citizens*: people with the motivation, skills and confidence to speak up for their communities and say what improvements are needed;
- *strengthened communities*: community groups with the capability and resources to bring people together to work out shared solutions;
- *partnership with public bodies*: public bodies willing and able to work as partners with local people.

This is an innovative and challenging agenda to which Hartlepool Council and PCT are fully committed and one we believe would be at risk should the PCT functions be subsumed within a larger Tees PCT.

We believe the strengths of the stand alone Hartlepool PCT will be difficult to replace by a locality arrangement made by a distant Teesside PCT, as proposed under both options in your consultation document.

We have already demonstrated that Hartlepool PCT is an embedded partner at strategic level through the Hartlepool Partnership and at neighbourhood level. All are agreed that coterminosity between local authority and PCT boundaries is important, but it seems to be more important to some than others. Commissioning a Patient Led NHS (CPLNHS) notes that: *"As a general principle we will be looking to reconfigured PCTs to have a clear relationship with local authority social services boundaries; this does not need to mean a rigid 1:1 coterminosity".*

Your consultation document acknowledges the coterminosity principle, but in practice has disregarded it in favour of what you believe is a stronger commissioning function. Not all SHAs take such a line. The Cumbria and Lancashire SHA submission to the Secretary of State, for example, describes the coterminosity principle as *"fundamental and immutable"*, and goes on to propose the retention of coterminosity for Blackpool PCT and Blackburn with Darwen PCT. Similarly, the South Yorkshire SHA submission rejects the concept of a South Yorkshire PCT in favour of 4 PCTs coterminous with the 4 local authorities.

It is vital to emphasise that your proposals for Hartlepool and Teesside would leave us with a large PCT having no coterminosity with any local authority. This is not in the best interests of the health and wellbeing of the residents of Hartlepool.

The White Paper Our Health, Our Care, Our Say is expected to lead to more diverse community services providing earlier intervention and diagnosis, better support for people with long-term conditions, more day case procedures, and more effective care for people discharged from hospital. We have demonstrated through such initiatives as our highly acclaimed Connected Care model, that the Hartlepool partners are already at an advanced stage in this respect, and the PCT is keen to work with its partners to develop the emerging out of hospital agenda.

Around 80% of the commissioning resources of the PCT are health focused and commissioned with other PCTs, whilst 20% has a joint NHS/local authority commissioning approach, an important contribution which we wish to see increased. We are now working together in developing person centred services rooted in a preventive model. It is crucial that this work continues and we believe a Hartlepool PCT is best placed to carry it forward.

The PCT is supportive of the shift to Practice Based Commissioning (PBC), and our view is that it is vital that the close understanding and trust between the PCT and GP constituency is sustained during this important phase of change. The PCT PEC is also anxious that a local PCT remains in existence in order to deliver a locally sensitive shift to PBC, and there is concern that local understandings and networks will be lost in a wider configuration. The PCT has a sound relationship with local clinicians and it is important that this is not put in jeopardy by unsuitable structural change.

It is important in all of this to remember that the end product of PBC needs to be improvements in services for patients, PBC is not an end in itself. These improvements will be in new community based services, and ensuring that PBC is an integral part of the commissioning cycle that involves other players, partners and members of the public. In effect then, the issue for PBC is the ways in which it engages with the wider Hartlepool agenda such that it can properly shape referral patterns into secondary care and into community based services. A Hartlepool PCT is the vehicle for ensuring this happens.

There will also need to be sufficient local flexibility to deal with differing local needs and the capacity and willingness of GPs to engage with the PBC agenda. This is especially true in Hartlepool, where although there is agreement to work on a single town wide commissioning group, many of the practices are currently unsuitable for practice development and the provision of a wider range of services. We believe there is still an important role here for a PCT that is coterminous with both the local authority and the PBC governance forum. This role would consist of:

- acting as the purchasing agent: negotiating and monitoring contracts;
- performance managing the town wide commissioning group, ensuring local and national targets are met and financial balance achieved;

- ensuring appropriate access to public health and service improvement expertise;
- providing support to the commissioning group.

One of the criteria by which reconfiguration proposals will be judged is the ability to engage with the roll out of Payment By Results (PBR). We understand that PCTs will face risks under this regime since they will be committed to paying for work at a nationally set price, but will have only limited influence over volumes. On the other hand PCTs will have an incentive to manage demand for acute services in order to reduce unnecessary admissions, and to develop appropriate community based alternatives to hospital. It is in these two respects that our PCT's relationship with its coterminous partners is crucial, for PBR will not, on its own, encourage the provision of care in a more appropriate setting, this will only come through a strong local partnership committed to service redesign.

Demand management has already been identified as a top priority in the Local Delivery Plan (LDP) of the PCT for 2005/6 – 2007/8. The introduction of practice based commissioning will also introduce incentives to manage the demand for hospital activity and develop community based services, but it is through a constellation of local partners, PCT, GPs and the local authority, that this can become a reality. The LDP recognises the need to strengthen primary and community services in order to reduce reliance upon secondary care, but also states that "*Partnership work is essential to achievement; many of the targets cannot be achieved without a multi-agency approach*".

OPTION ASSESSMENT

Option 2 in your consultation document is based on the premise that a PCT merely consists of a PCT Board and its Professional Executive Committee (PEC), but clearly this cannot be correct as any definition of a PCT must include its employees. Whilst your incredibly narrow definition enables you to claim you are consulting upon two options, in practice there is only one option dressed up as two. As a consequence we consider the consultation process to be flawed.

The consultation document states for Option 2: "*There has been previous experience of sharing director posts across two PCTs in the area and this*

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proved unworkable. The existing PCT chief executive community does not believe that it would be possible to work effectively in this way." This statement effectively dismisses Option 2 as being viable.

However, the comments relate to management working practices which would be the same under both options. Therefore if Option 2 is unworkable, so is Option 1, thus we have no workable option to consider. The consultation process is flawed.

The four Teesside PCT Boards proposed under Option 2 will be responsible and accountable for their own actions, but how will they be held to account for the financial consequences of their decisions if management arrangements are pooled? For example, if Hartlepool's Board makes decisions, which results in them incurring a financial deficit, will it be picked up by the other partners? If so, how will Hartlepool's Board be held to account?

Sir Nigel Crisp requires £250 million of savings in overhead costs across the country. The SHA state this equates to £6 million for County Durham and the Tees Valley. Your consultation document implies that Option 1 is favoured over Option 2 in that it does not require reductions in employee costs to achieve the £6 Million savings proposed. However, no alternative options to achieve that level of saving have been considered, e.g.

- A Strategic Health Authority is no longer necessary. The Government has "centralised" regional administration for planning, transportation, housing, etc. within regional government offices, with some democratic input from their regional assemblies. Strategic health can be administered in the same manner, with the North East acting as a pilot. What level of saving would this approach achieve?
- How much will be saved if the Secretary of State's proposed option of true coterminosity (five complete PCTs on coterminous boundaries with the five unitary authorities of the Tees Valley) is implemented? Economies will be obtained by merging local authority and PCT commissioning teams, with management being provided by the local authority and/or joint appointments.

- Sir Nigel Crisp's letter of 28 July 2005 states: *"Under practice based commissioning GPs will not be responsible for placing or managing contracts. That will be done by PCTs on behalf of practice groups, with back office functions including payment administered by regional/national hubs."* Back office savings have not been included in the consultation paper.

The £6 Million saving requirement could be fulfilled through a combination of savings from the true coterminosity option, integration of the SHA within the Government Office for the North East, and back office savings as yet not costed.

Alternatively, the SHA could request that the Secretary of State makes the North East a special case in so far as the level of financial savings are concerned, in order that the true coterminosity option she proposed can be considered on a level playing field with other regions of the country. In other areas of the country the concept of true coterminosity has been accepted, with savings being made in PCTs other than those based upon unitary council boundaries. The North East is unique in having such a high proportion of unitary councils (10 out of 16 PCT areas) that the required savings can not be made within the remaining areas.

Your October 2005 submission to the Secretary of State and your consultation document include assessments of Option 1 and Option 2 (although there is no assessment of Option 2 against the improve commissioning and effective use of resources criterion), but contains no assessment of the true coterminosity option requested by the Secretary of State. Consequently, we set out below our assessment of true coterminosity against your assessments.

1. Secure high quality, safe services

There is no evidence to suggest that PCTs are unable to commission safely. Much of the quality and safety issue relies on the way providers deliver services, and that is their own responsibility. The NHS has many audit and quality frameworks for which SHAs are accountable, rather than PCTs. The inference from the consultation document and the presentation of it is that safety concerns are more about the lack of resource in the acute provider sector and not the commissioning agencies. Further integration with Council

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commissioning services should produce more efficient and effective commissioning.

2 Improve health and reduce inequalities

It is recognised nationally that good partnership working across public sector agencies within localities is essential in reducing health inequalities. True coterminosity with integrated commissioning will enhance partnership working. Your consultation options have the potential to damage past achievement and hinder future progress.

3 Improve the engagement of GPs and rollout practice based commissioning with demonstrable practice support

The consultation document recognises good arrangements currently exist and therefore will continue with true coterminosity. The fact you recognise that the larger PCTs you propose would have to set up local arrangements to attempt to preserve relationships, suggests local arrangements such as ours, are the ideal.

4 Improve public involvement

The consultation document recognises these have been substantial improvements in public involvement over the past 3 or 4 years. A more remote PCT would lose these benefits, whereas true coterminosity will provide the platform on which to build.

5 Improve commissioning and effective use of resources

Surprisingly, given the importance of this criterion to NHS management, there is no reference to it in the consultation document. The SHA submission to Government states that the current system of 16 PCTs across the North East with their own commissioning teams led by directors of commissioning and/or performance ties up too much finance and makes capacity difficult to maintain. However, it then goes on to relate this capacity problem solely to the commissioning of acute services.

It seems that this concentration on acute commissioning is being allowed to jeopardise longstanding and effective commissioning arrangements with local authorities across the range of services for vulnerable people. There is no evidence to support the SHA view that larger PCTs

can influence the acute commissioning agenda to a greater extent than the present structure, whilst at the same time working with local authorities on joint commissioning of non acute health and social care services.

The effectiveness of commissioning of acute services is not necessarily as a consequence of the size of the PCT. It is more likely to depend on the degree of delegation given to PCTs. True coterminosity with greater integration of PCT and local authority commissioning teams will improve the efficiency and effectiveness of those non acute services.

6 Manage financial balance and risk

There is no evidence to support the SHAs contention that larger PCTs have a greater ability to avoid or deal with financial difficulties. Indeed, there are concerns that measures taken within a larger PCT to alleviate overspending might result in unfair allocation of funds across existing PCT communities. Financial balance is heavily dependant upon Government policy and national decision-making. Whilst true coterminosity is unlikely to improve upon the current risk of financial imbalance, equally, there is no evidence of larger PCTs so doing.

7 Improved co-ordination with Social Services and other local authority services through greater congruence of PCT and local government boundaries

Only true coterminosity will fulfil this criterion.

SUMMARY

Criteria	1	2	True
1	✓	x	✓
2	✓	x	✓
3	x	x	✓
4	x	✓	✓
5	✓	x	✓
6	✓	✓	x
7	x	x	✓

(NB the crosses and ticks are relative measures.)

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* Assessment taken from SHA submission to Government, October 2005

+ Assessment taken from current SHA Consultation document, December 2005

True Coterminality

True coterminality with greater integration of PCT and local authority management and commissioning teams is the best fit with the criteria laid down by Government.

CONCLUSIONS

Option 1

We agree with your comment (SHA Submission to Government, October 2005) that:

"This option is contentious because of the risks that we may not be able to meet our partners' needs for close working in vital areas of service provision such as older people, children and people with mental health problems and learning difficulties, or we may not be able to maintain a close and "local" relationship with GPs and other clinical and social care staff in the community."

We consider this option not to be viable.

Option 2

Risks are similar to Option 1 although the consultation document is written in a manner which suggests the risks are even greater under Option 2, consequently we consider this option to be less viable than Option 1.



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 16 May 2006

Gateway reference: 6550

Dear DMA,

Commissioning a Patient-Led NHS: Primary Care Trusts

Thank you for your hard work over the last few months and your report on the outcome of the local consultations.

I know that this has been a testing and difficult time for you and your staff and I wanted to put on record my thanks for the strong leadership you have shown in seeing this through.

The Secretary of State has carefully considered the proposals made by the SHA, along with advice from the External Panel. She has listened carefully and noted the views of a range of local stakeholders and, on balance, has decided that the future configuration of PCTs within your area should be as set out below:

- County Durham PCT,
- Darlington PCT,
- Stockton-on-Tees PCT,
- Hartlepool PCT,
- Middlesbrough PCT, and
- Redcar and Cleveland PCT.

The Secretary of State's decision to establish the new PCTs is made on the basis that they and the new SHAs will be subject to the following conditions:

- All PCTs must retain and build on current partnership arrangements, including Local Area Agreements already established in partnership with local authorities. They should also consider the use of joint appointments with local authorities where appropriate.
- A strong locality focus must be retained, and where necessary, locality structures should be put in place. Funding plans to reduce health inequalities and address poverty in socially and economically deprived areas such as Easington and Chester-le-Street must be maintained and PCTs should ensure patient and public involvement and Practice Based Commissioning arrangements are maintained and improved.



- All PCTs must also deliver their share of the 15% management cost savings, strengthen commissioning and ensure robust management of financial balance and risk.
- The SHA should consider whether shared management teams would benefit PCTs in meeting these criteria. The Department would be very supportive of plans for joint management teams where you believe that to be the best solution.
- Where joint management teams are proposed, the SHA should also consider shared PEC arrangements and how clinical time spent on corporate business could be minimised, allowing them to focus instead on service redesign, bringing benefit to patients in their locality.
- Where recommendations were made in the consultation reports setting out conditions that should be applied to the new configuration, the new PCTs and SHAs should consider those conditions and determine how they should be taken forward and monitored.

I attach maps and tables which show the current and future PCT configuration in each SHA and nationally. Our aim, as you know, is for the new PCTs to be established on 1 October 2006.

Ambulance Trust Configuration

We have now considered the feedback received on the consultation on ambulance trust configuration. I am pleased to be able to tell you that the Secretary of State has agreed that from 1 July 2006 there will be 12 ambulance trusts in England, with a move to reduce to 11 trusts later. Feedback from most areas did not indicate any significant reasons to change our original proposals. However, in a few areas we have responded to concerns by modifying the detail of the configuration. Full details of the final configuration is set out in the enclosed map and table.

Some concern was raised in the consultation that local responsiveness and flexibility could be lost through having larger trusts. The Secretary of State has therefore decided that ambulance trusts will be required to ensure that their services are meeting the needs of all localities and populations within their boundaries. A direction to this effect will be issued to the new trusts at the time of establishment.

An announcement will be made this week on the designate Chairs and designate Chief Executives of the new ambulance trusts.

You will wish to be aware that Lord Warner has today written to MPs of all English constituencies to set out the future PCT and ambulance trust configurations and enclosing a copy of this letter.



I have also written to the Government Offices for the Regions to inform them of the new configurations. I would be grateful if you could communicate these decisions to your other local stakeholders, with immediate effect, in particular to those local authorities that have social services responsibilities.

Yours ever,

A handwritten signature in black ink, appearing to read 'Hugh'.

HUGH TAYLOR
ACTING PERMANENT SECRETARY

cc. Chair, County Durham and Tees Valley SHA,
Chief Executive Designate, North East SHA
Chair Designate, North East SHA
Chief Executives, Local PCTs
Chairs, Local PCTs
Local MPs

Primary Care Trust Configurations

England

KEY

- | | | | |
|----|---------------------------------|----|-------------------------------------|
| 1 | Northumberland Care Trust | 51 | North Staffordshire |
| 2 | Newcastle | 52 | Stoke on Trent Teaching |
| 3 | North Tyneside | 53 | Shropshire County |
| 4 | Gateshead | 54 | Telford and Wrekin |
| 5 | South Tyneside | 55 | South Staffordshire |
| 6 | Sunderland Teaching | 56 | Wolverhampton City |
| 7 | County Durham | 57 | Walsall Teaching |
| 8 | Hartlepool | 58 | Dudley |
| 9 | Darlington | 59 | Sandwell |
| 10 | Stockton-on-Tees Teaching | 60 | Heart of Birmingham Teaching |
| 11 | Middlesbrough | 61 | Birmingham East and North |
| 12 | Redcar and Cleveland | 62 | South Birmingham |
| 13 | Cumbria | 63 | Solihull |
| 14 | North Lancashire | 64 | Coventry Teaching |
| 15 | Blackpool | 65 | Herefordshire |
| 16 | East Lancashire | 66 | Worcestershire |
| 17 | Sefton | 67 | Warwickshire |
| 18 | Central Lancashire | 68 | Derbyshire County |
| 19 | Blackburn with Darwen Teaching | 69 | Derby City |
| 20 | Wirral | 70 | Bassetlaw |
| 21 | Liverpool | 71 | Nottingham City |
| 22 | Knowsley | 72 | Nottinghamshire County Teaching |
| 23 | Halton and St. Helens | 73 | Lincolnshire Teaching |
| 24 | Ashton, Leigh and Wigan | 74 | Leicester City Teaching |
| 25 | Bolton | 75 | Leicestershire County and Rutland |
| 26 | Bury | 76 | Northamptonshire Teaching |
| 27 | Rochdale, Heywood and Middleton | 77 | Peterborough |
| 28 | Warrington | 78 | Norfolk |
| 29 | Salford Teaching | 79 | Cambridgeshire |
| 30 | Trafford | 80 | Suffolk |
| 31 | Manchester | 81 | Great Yarmouth and Waveney Teaching |
| 32 | Oldham | 82 | Bedfordshire |
| 33 | Tameside and Glossop | 83 | Luton Teaching |
| 34 | Stockport | 84 | West Hertfordshire |
| 35 | West Cheshire | 85 | East and North Hertfordshire |
| 36 | East Cheshire | 86 | West Essex |
| 37 | North Yorkshire and York | 87 | Mid Essex |
| 38 | Bradford and Airedale Teaching | 88 | North East Essex |
| 39 | Leeds | | |
| 40 | Calderdale | | |
| 41 | Kirklees | | |
| 42 | Wakefield | | |
| 43 | Barnsley | | |
| 44 | Sheffield | | |
| 45 | Rotherham | | |
| 46 | Doncaster | | |
| 47 | East Riding of Yorkshire | | |
| 48 | Hull Teaching | | |
| 49 | North Lincolnshire | | |
| 50 | North East Lincolnshire | | |

Map is for illustrative purposes only.

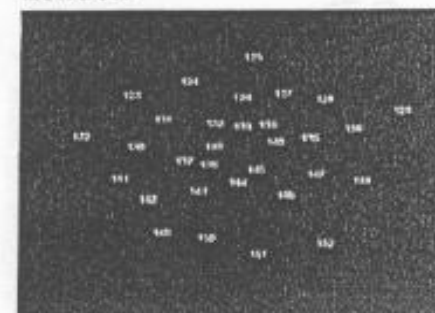
Map shows proposed boundaries of PCTs. Actual boundaries to be prescribed by statutory orders. Names of PCTs subject to final approval.

Teaching status to be confirmed.

- | | |
|-----|-----------------------------------|
| 89 | South West Essex Teaching |
| 90 | South East Essex |
| 91 | Gloucestershire |
| 92 | South Gloucestershire |
| 93 | Bristol Teaching |
| 94 | North Somerset |
| 95 | Bath and North East Somerset |
| 96 | Swindon |
| 97 | Wiltshire |
| 98 | Cornwall and Isles of Scilly |
| 99 | Plymouth Teaching |
| 100 | Devon |
| 101 | Torbay Care Trust |
| 102 | Somerset |
| 103 | Dorset |
| 104 | Bournemouth and Poole Teaching |
| 105 | Oxfordshire |
| 106 | Buckinghamshire |
| 107 | Milton Keynes |
| 108 | Berkshire West |
| 109 | Berkshire East Teaching |
| 110 | Hampshire |
| 111 | Southampton City |
| 112 | Portsmouth City Teaching |
| 113 | Isle of Wight Healthcare |
| 114 | Surrey |
| 115 | West Kent |
| 116 | Medway Teaching |
| 117 | Eastern and Coastal Kent Teaching |
| 118 | West Sussex Teaching |
| 119 | Brighton and Hove City Teaching |
| 120 | East Sussex Downs and Weald |
| 121 | Hastings and Rother |

NHS

London



LONDON

- | | |
|-----|---------------------------|
| 122 | Hillingdon |
| 123 | Harrow |
| 124 | Barnet |
| 125 | Enfield |
| 126 | Harlingey Teaching |
| 127 | Waltham Forest |
| 128 | Redbridge |
| 129 | Havering |
| 130 | Ealing |
| 131 | Brent Teaching |
| 132 | Camden |
| 133 | Islington |
| 134 | City and Hackney Teaching |
| 135 | Newham |
| 136 | Barking and Dagenham |
| 137 | Hammersmith and Fulham |
| 138 | Kensington and Chelsea |
| 139 | Westminster |
| 140 | Tower Hamlets |
| 141 | Hounslow |
| 142 | Richmond and Twickenham |
| 143 | Wandsworth Teaching |
| 144 | Lambeth |
| 145 | Southwark |
| 146 | Lewisham |
| 147 | Greenwich Teaching |
| 148 | Bexley Care Trust |
| 149 | Kingston |
| 150 | Sutton and Merton |
| 151 | Croydon |
| 152 | Bromley |

For full details see overleaf

Primary Care Trust Configurations



England

	Population		Population		Population
1 Northumbria Clinical Trust	640,000	62 Stockport North Greater	225,000	103 Oxford	200,000
2 Newcastle	280,000	63 Shropshire	260,000	104 Shropshire and Powys Local	200,000
3 North Tyneside	250,000	64 Suffolk	180,000	105 Shropshire	200,000
4 Gateshead	150,000	65 South Staffordshire	250,000	106 Shropshire	200,000
5 South Tyneside	150,000	66 Walsley and Walsley	250,000	107 Shropshire	200,000
6 Shropshire and Powys Local	200,000	67 Walsley and Walsley	250,000	108 Shropshire	200,000
7 County Durham	250,000	68 Walsley and Walsley	250,000	109 Shropshire	200,000
8 Newcastle	280,000	69 Walsley and Walsley	250,000	110 Shropshire	200,000
9 Cumbria	250,000	70 Walsley and Walsley	250,000	111 Shropshire	200,000
10 Shropshire and Powys Local	200,000	71 Walsley and Walsley	250,000	112 Shropshire	200,000
11 Walsley and Walsley	250,000	72 Walsley and Walsley	250,000	113 Shropshire	200,000
12 Walsley and Walsley	250,000	73 Walsley and Walsley	250,000	114 Shropshire	200,000
13 Walsley and Walsley	250,000	74 Walsley and Walsley	250,000	115 Shropshire	200,000
14 North Staffordshire	250,000	75 Walsley and Walsley	250,000	116 Shropshire	200,000
15 Shropshire	200,000	76 Walsley and Walsley	250,000	117 Shropshire	200,000
16 Shropshire	200,000	77 Walsley and Walsley	250,000	118 Shropshire	200,000
17 Shropshire	200,000	78 Walsley and Walsley	250,000	119 Shropshire	200,000
18 Shropshire	200,000	79 Walsley and Walsley	250,000	120 Shropshire	200,000
19 Shropshire	200,000	80 Walsley and Walsley	250,000	121 Shropshire	200,000
20 Shropshire	200,000	81 Walsley and Walsley	250,000	122 Shropshire	200,000
21 Shropshire	200,000	82 Walsley and Walsley	250,000	123 Shropshire	200,000
22 Shropshire	200,000	83 Walsley and Walsley	250,000	124 Shropshire	200,000
23 Shropshire	200,000	84 Walsley and Walsley	250,000	125 Shropshire	200,000
24 Shropshire	200,000	85 Walsley and Walsley	250,000	126 Shropshire	200,000
25 Shropshire	200,000	86 Walsley and Walsley	250,000	127 Shropshire	200,000
26 Shropshire	200,000	87 Walsley and Walsley	250,000	128 Shropshire	200,000
27 Shropshire	200,000	88 Walsley and Walsley	250,000	129 Shropshire	200,000
28 Shropshire	200,000	89 Walsley and Walsley	250,000	130 Shropshire	200,000
29 Shropshire	200,000	90 Walsley and Walsley	250,000	131 Shropshire	200,000
30 Shropshire	200,000	91 Walsley and Walsley	250,000	132 Shropshire	200,000
31 Shropshire	200,000	92 Walsley and Walsley	250,000	133 Shropshire	200,000
32 Shropshire	200,000	93 Walsley and Walsley	250,000	134 Shropshire	200,000
33 Shropshire	200,000	94 Walsley and Walsley	250,000	135 Shropshire	200,000
34 Shropshire	200,000	95 Walsley and Walsley	250,000	136 Shropshire	200,000
35 Shropshire	200,000	96 Walsley and Walsley	250,000	137 Shropshire	200,000
36 Shropshire	200,000	97 Walsley and Walsley	250,000	138 Shropshire	200,000
37 Shropshire	200,000	98 Walsley and Walsley	250,000	139 Shropshire	200,000
38 Shropshire	200,000	99 Walsley and Walsley	250,000	140 Shropshire	200,000
39 Shropshire	200,000	100 Walsley and Walsley	250,000	141 Shropshire	200,000
40 Shropshire	200,000	101 Walsley and Walsley	250,000	142 Shropshire	200,000
41 Shropshire	200,000	102 Walsley and Walsley	250,000	143 Shropshire	200,000
42 Shropshire	200,000			144 Shropshire	200,000
43 Shropshire	200,000			145 Shropshire	200,000
44 Shropshire	200,000			146 Shropshire	200,000
45 Shropshire	200,000			147 Shropshire	200,000
46 Shropshire	200,000			148 Shropshire	200,000
47 Shropshire	200,000			149 Shropshire	200,000
48 Shropshire	200,000			150 Shropshire	200,000
49 Shropshire	200,000			151 Shropshire	200,000
50 Shropshire	200,000			152 Shropshire	200,000
51 Shropshire	200,000				

Population sizes are approximate. Source – Population – Mid-2004 Resident Population Estimate (2001 Census Based), Office for National Statistics.

Northumberland, Tyne and Wear

Strategic Health Authority

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Goldcrest Way
Newburn Riverside
Newcastle upon Tyne
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Direct line: 0191 210 6410

Email: lydia.bullivant@ntwsha.nhs.uk

23 May 2006

To: All Local NHS PCT Chief Executives

Cc: All Local NHS Trust Chief Executives
All Local NHS Trust Chairs
All Local NHS PCT Chairs

Dear Colleague

Commissioning a Patient-Led NHS: Primary Care Trusts

Following Hugh Taylor's letter of 16 May 2006 and the meeting with Chairs and Chief Executives on 18 May 2006, we are writing to set out the next steps to develop effective management arrangements for Primary Care Trusts in North East England.

We would ask each Primary Care Trust Chief Executive to now consider the conditions set out in Hugh Taylor's letter and to work with Chief Executives within their cluster to begin to identify the shared management arrangements that will deliver Primary Care Trusts that are fit for purpose for the future. Given the 15% management savings that are required of each individual PCT, we are keen to receive the new principles you would propose for your cluster in relation to:

- streamlined governance arrangements;
- the integration of corporate and managerial functions across Primary Care Trusts;
- strengthened commissioning functions, including practice based commissioning;
- maintaining a locality focus and continuing to develop the health improvement agenda;

In relation to all of these areas you will need to ensure that your initial cluster discussions address the need to:

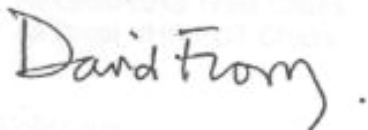
- deliver the 15% management cost saving in each PCT and in each cluster;
- minimise duplication as far as possible;
- demonstrate maximum efficiency;

- make effective use of scarce skills and the management capacity available within the given resources;
- support effective partnership working with many stakeholders;
- establish strong primary care organisations which will be fit for purpose for the future.

We look forward to receiving your initial submission by Monday 5th June 2006. In some clusters, you may wish to provide a range of options with an identified preferred option.

It is the responsibility of the Strategic Health Authority to ensure that effective managerial arrangements are in place for the Primary Care Trusts in North East England. We will consider your initial submissions along with work currently being undertaken at the SHA so that optimum managerial arrangements can be put in place across the North East as soon as is practical. We will, of course, continue to discuss these arrangements with you as they develop.

Yours sincerely



David Flory
Chief Executive



Karen Straughair
Chief Operating Officer

APPENDIX 2
County Durham and Tees Valley
Strategic Health Authority

CC: Mr. Walker
CC: Mr. Flory

NHS

Teesdale House
Westpoint Road
Thornaby
Stockton on Tees
TS17 6BL

Direct line: 0191 210 6410
Ref: MC/sf
30 May 2006

Tel: 01642 666700
Fax: 01642 666701

Mr Paul Walker
Chief Executive
Hartlepool Borough Council
Civic Centre
Victoria Road
Hartlepool
TS24 8AY

Dear Mr Walker

I thought that it would be helpful to write with an outline of the process underway in the region to reorganise the SHAs and PCTs in line with the intentions set out in 'Ensuring a Patient Led NHS'.

The new region-wide SHA will take over from the two existing SHA's on 1 July. The Appointments Commission is currently considering the applications for non-executive positions on the board of the new Authority. The recruitment of an executive team is underway. We confidently expect the new SHA to be in place on the 1 July.

In line with the government's election Manifesto commitment to save from the reorganisation, an annual £250 million nationally in management costs, the region has to reduce its management expenditure by £14 million. Merging the two SHAs will save £4 million, mainly through staff reduction. This is a sensitive process in which there will be an attempt to build individual staff preferences into the decisions.

Following the Secretary of State's announcement on PCT reconfiguration we will have twelve PCTs in the region. The twelve have to reduce management expenditure by £10 million and we have asked the existing PCTs to demonstrate how they would cut management expenditure by 15% without impacting on service delivery. They will provide responses by 5 June. In line with the conditions laid down by the Secretary of State, the PCTs have been asked to consider whether shared management arrangements would benefit the PCTs in meeting the new criteria for enhancing PCT performance.

No decisions at this stage, have been made on the ways in which expenditures can be reduced – but it is unrealistic to believe that a £10 million cut by PCTs can be achieved without a reduction in management jobs.

The Appointments Commission has advertised nationally for Chair appointments in all PCTs. It is currently advertising the appointment of non-executive board members. Where the PCT configuration remains unchanged a new PCT is nonetheless established on 1 October and has a new functional relationship in the system.

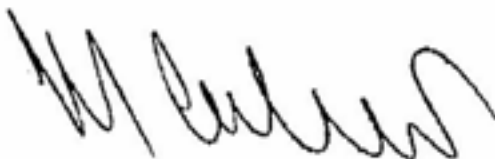
I would emphasise that, once we are through the reorganisation phase, the £14 million regional savings on management costs will go into front line healthcare in the region to the direct benefit of North East patients.

There is a great confidence here that, whilst the reorganisation is difficult, the new structures offer a real opportunity to take the North East healthcare system forward in a substantial way. We measure our success in a number of ways including how speedy, effective and sensitive are the parts of the system in responding to patient needs. We believe the new structures will enable us to maintain and increase the continuous improvement we have achieved in the past four years.

Yours sincerely

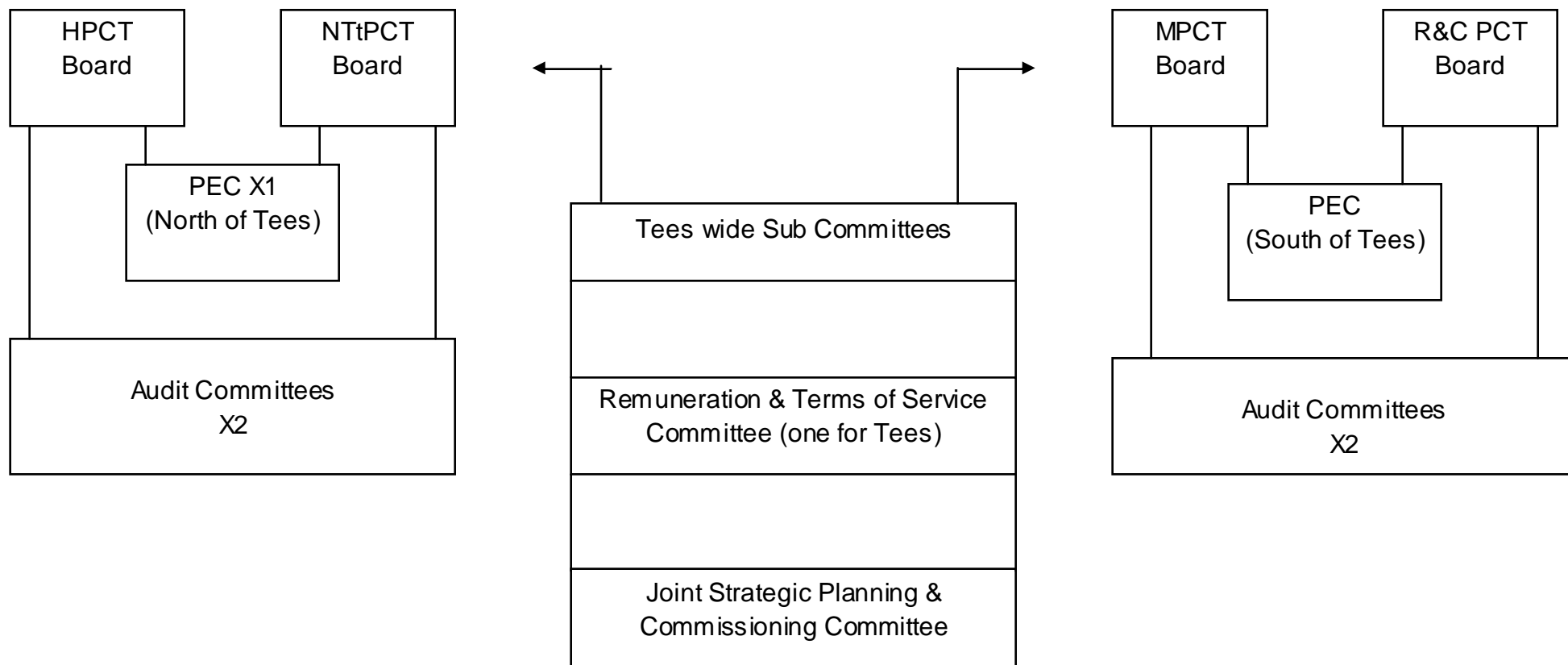


Peter D Carr
Chair
Northumberland, Tyne & Wear SHA



Michael Cardew
Chair
Co Durham & Tees Valley SHA

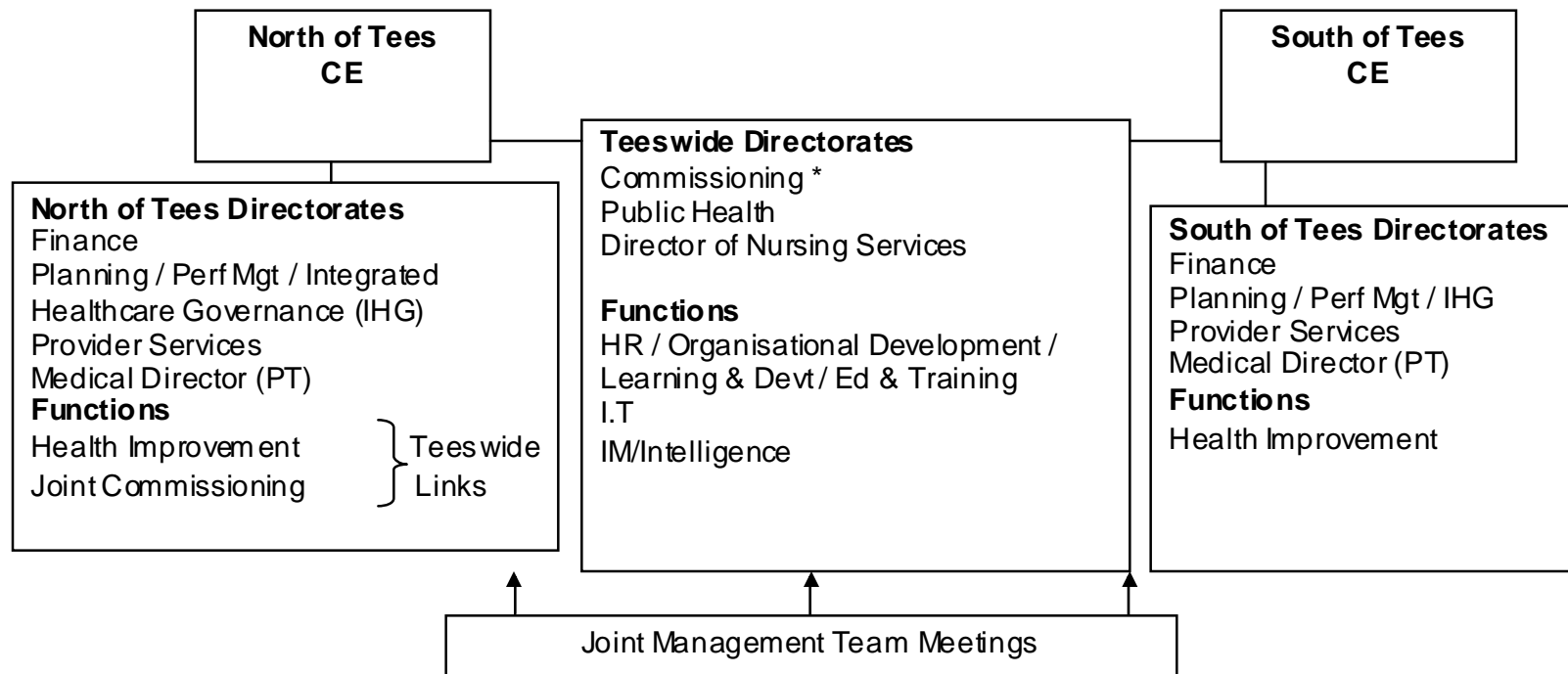
BOARD / SUB COMMITTEE ARRANGEMENTS



Each Board will develop relevant partnership arrangements with its coterminal LA as appropriate but as a minimum will ensure appropriate senior involvement at LSP, Children's Trust and a range of other Partnership Boards.

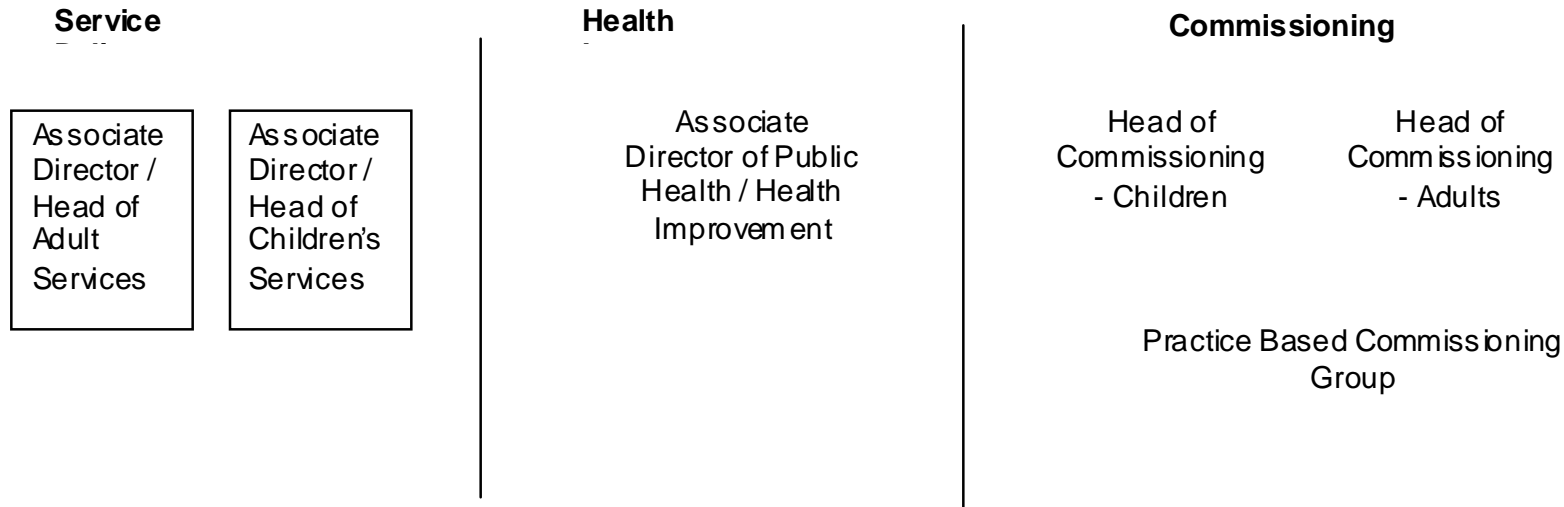
TEES MANAGEMENT ARRANGEMENTS

Appendix 7

Notes

The future commissioning role in PCTs needs significant development and strengthening to become 'fit for purpose'. A Tees wide approach will enable the most effective use of skills and resources to be made on behalf of all 4 PCTs. This function will include contract negotiations (increasingly legally enforceable), supply side management, capacity planning, monitoring of clinical outcomes and clinical effectiveness of services, performance management of providers. The team will work closely with Public Health and Practice Based Commissioning utilising Health Needs Assessment to better inform commissioning decisions. The links with PBC Groups will be essential as PBC will be locally based, focussing on needs and how to meet them and the results reflected in service contracts negotiated by the Commissioning Team. The links with Local Authority colleagues will also be essential. The scope is to be confirmed, but is likely to include Acute Services, Tier 3 and 4 Mental Health Services, Primary Care and Community Services. The work of the Directorate will be overseen by the Joint Strategic Planning & Commissioning Committee, on behalf of 4 PCTs.

HARTLEPOOL – LOCAL MANAGEMENT ARRANGEMENTS



Notes

- Consideration to be given to the further development of Integrated Management and possible Joint posts with HBC
- Specialist support will be provided to these staff/functions from North of Tees and Teeswide teams, including information and analysis, performance management, HR, communications, finance, etc
- Scope of 'Joint Commissioning' posts to be determined but will include areas such as drug and alcohol, LITs, Tiers 1 & 2 Mental Health, Pathways of Care, Continuing Care, Demand Management and will need to work very closely with PBC Group and the Tees wide Commissioning Directorate