



SAFER HARTLEPOOL PARTNERSHIP AGENDA



Friday 20 March 2020

at 10.00 am

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

MEMBERS: SAFER HARTLEPOOL PARTNERSHIP

Responsible Authority Members:

Councillor Moore, Elected Member, Hartlepool Borough Council
Councillor Tennant, Elected Member, Hartlepool Borough Council
Gill Alexander, Chief Executive, Hartlepool Borough Council
Denise McGuckin, Director of Regeneration and Neighbourhoods, Hartlepool Borough Council
Tony Hanson, Assistant Director, Environment and Neighbourhood Services, Hartlepool Borough Council
Superintendent Sharon Cooney, Neighbourhood Partnership and Policing Command, Cleveland Police
Chief Inspector Peter Graham, Chair of Youth Offending Board
Michael Houghton, Director of Commissioning, Strategy and Delivery, NHS Hartlepool and Stockton on Tees and Darlington Clinical Commissioning Group
Ann Powell, Head of Area, Cleveland National Probation Service
John Graham, Director of Operations, Durham Tees Valley Community Rehabilitation Company
Kevin Harrison, District Manager, Cleveland Fire Authority

Other Members:

Pat Riordan, Director of Public Health, Hartlepool Borough Council
Barry Copping, Office of Police and Crime Commissioner for Cleveland
Joanne Hodgkinson, Voluntary and Community Sector Representative, Chief Executive, Safe in Tees Valley
Angela Corner, Director of Customer Support, Thirteen Group
Sally Robinson, Director of Children's and Joint Commissioning Services, Hartlepool Borough Council
Jill Harrison, Director of Adult and Community Based Services, Hartlepool Borough Council

1. APOLOGIES FOR ABSENCE

2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS



3. MINUTES

- 3.1 To confirm the minutes of the meeting held on 10 January 2020

4. PRESENTATIONS

No items.

5. ITEMS FOR CONSIDERATION

- 5.1 Local Community Wealth Building – *Director of Finance and Policy*
- 5.2 Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services
Fire and Rescue Service Inspection 208/19 – Summary of Findings – *Chief Fire Officer – Cleveland Fire Brigade*
- 5.3 Hartlepool Community Safety Team – Neighbourhood Policing –
Representative from Cleveland Police
- 5.4 Anti-Social Behaviour in Hartlepool – Final Report – *Chair of Audit and Governance Committee*
- 5.5 Community Safety Plan 2020-2023 – *Director of Regeneration and Neighbourhoods*
- 5.6 Safer Hartlepool Partnership Performance – *Director of Regeneration and Neighbourhoods*

6. ANY OTHER BUSINESS WHICH THE CHAIR CONSIDERS URGENT

FOR INFORMATION

Date of next meeting – to be confirmed



SAFER HARTLEPOOL PARTNERSHIP

MINUTES AND DECISION RECORD

10 January 2020

The meeting commenced at 2.00 pm in the Civic Centre, Hartlepool.

Present:

Responsible Authority Members:

Councillor: Shane Moore (In the Chair)
Michael Houghton, NHS Hartlepool and Stockton on Tees and
Darlington CCG
Tony Hanson, Assistant Director, Regeneration and Neighbourhoods

Other Members:

Barry Coppinger, Office of Police and Crime Commissioner for
Cleveland
Sally Robinson, Director of Children's and Joint Commissioning
Services
Joanne Hodgkinson, Safe in Tees Valley
Angela Corner, Thirteen Group

Also Present:

John Lovatt was in attendance as substitute for Jill Harrison and Ian
Armstrong was in attendance as substitute for John Graham

Sue Schofield, Education Manager, Show Racism the Red Card

Officers: Rachel Parker, Community Safety Team Leader
Denise Wimpenny, Principal Democratic Services Officer

39. Apologies for Absence

Apologies for absence were submitted on behalf of Denise McGuckin, Director of Regeneration and Neighbourhoods, Hartlepool Borough Council, Jill Harrison, Director of Adult and Community Based Services, Hartlepool Borough Council, Peter Graham, Chair of Youth Offending Board, John Graham, Durham Tees Valley Community Rehabilitation Company and Ann Powell, Cleveland Area National Probation Service .

40. Declarations of Interest

None.

41. Minutes of the meeting held on 22 November 2019

Confirmed.

42. Show Racism the Red Card Presentation *(Representative from Show Racism the Red Card)***Issue(s) for consideration**

A representative from Show Racism the Red Card, who was in attendance at the meeting, provided the Partnership with a presentation in relation to the aims of the charity which was to educate young people about the causes and consequences of racism, help young people to play an active role as citizens in an increasingly multi-cultural society and to enable young people to develop good relationships and respect the differences between people regardless of their ethnicity, faith, culture or nationality. The presentation included an overview of partnership working arrangements, details of young people's education workshops, adult workshops, workshop outcomes together with workshop statistics. It was noted that since 1 April 2019 education workshop's had been delivered in two Hartlepool Primary Schools.

In the discussion that followed a Member expressed disappointment in terms of the low take-up in Hartlepool schools, feedback of which was queried. The Director of Children's and Joint Commissioning Services advised of the potential reasons that correspondence may not reach Head Teachers and agreed to distribute information on behalf of the charity to Hartlepool schools.

Partnership Members welcomed the work of the charity and the benefits as a result. The Police and Crime Commissioner spoke in support of the initiative and shared with the Partnership the positive experiences of classroom sessions he had observed and highlighted the excellent partnership working with football clubs in delivering anti-racism sessions in schools and was keen to see this continue. The representative commented on a recent anti-racism and hate crime event that had taken place in Middlesbrough with a school foundation trust where four schools had participated. The benefits of holding an event of this type in Hartlepool were highlighted to which the Police and Crime Commissioner expressed his support.

The Chair referred to recent negative press in Hartlepool around issues of this type and suggested that a Members' Seminar be held to raise awareness in this regard.

Decision

- (i) That the contents of the presentation and comments of Partnership Members be noted and actioned as appropriate.
- (ii) That the Director of Children's and Joint Commissioning Services share information with Hartlepool schools in relation to anti-racism workshops available to schools.
- (iii) That a Members' Seminar be arranged in relation to anti-racism.

43. Neighbourhood Safety Group Update *(Director of Regeneration and Neighbourhoods)***Purpose of report**

To provide the Safer Hartlepool Partnership with an update from the Neighbourhood Safety Group.

Issue(s) for consideration

The report provided background information regarding the purpose of the Neighbourhood Safety Group. The Group received updates from the Hartlepool Community Safety Team in terms of performance, workforce development and communications and had an action plan covering a number of work streams as set out in the report.

Members were provided with an update on the work of the Community Safety Team over the last 12 months which included details of changes to Neighbourhood Policing, staffing changes within the Community Safety Team, days of action at Oxford Road, Operation Sentinel, Elizabeth Way Shopping Parade Operation, Operation Grantham and Operation Roadrunner. Details of key engagement and enforcement activity for the period June to November 2019 was provided as well as additional activities and publicity campaigns.

The recently appointed representative from Thirteen Group expressed her interest in providing representation on the Neighbourhood Safety Group which the Assistant Director of Environment and Neighbourhoods agreed to share with the Chair of the Group.

Decision

- (i) That the work of the Hartlepool Community Safety Team be noted.
- (ii) That the interest of Thirteen Group to be represented on the Neighbourhood Safety Group be conveyed to the Chair of the Group.

44. Any Other Items which the Chairman Considers are Urgent

The Chairman ruled that the following item of business should be considered by the Committee as a matter of urgency in accordance with the provisions of Section 100(B) (4)(b) of the Local Government Act 1972 in order that the matter could be dealt with without delay.

45. Any Other Business – Partnership Conference

The Police and Crime Commissioner for Cleveland advised that the team were currently in the process of organising a Partnership Conference on 14 February in relation to serious violence and how they may secure additional resources.

Decision

That the information given be noted.

46. Date and Time of Next Meeting

The Chair reported that the next meeting would be held on Friday 20 March 2020 at 10.00 am.

The meeting concluded at 2.30 pm.

CHAIR



SAFER HARTLEPOOL PARTNERSHIP

20th March 2020



Report of: Director of Finance and Policy, Hartlepool Borough Council

Subject: LOCAL COMMUNITY WEALTH BUILDING

1. PURPOSE OF REPORT

- 1.1 To provide the Partnership with some background information on Local Community Wealth Building.

2. BACKGROUND

- 2.1 Community Wealth Building is an approach, developed initially by the Democracy Collaborative in the United States of America which aims to ensure the economic system builds wealth and prosperity for everyone. The concept in the UK has four main elements:

- (1) Existing Wealth. Harnessing the power of the money that anchor institutions (such as the Council, Universities, Emergency Services etc.) are spending on procuring goods and services. Aiming to localise as much of that spend as possible, securing investment in local supply chains and improving local economic competitiveness.
- (2) Workforce. Maximising the benefits of investment in staff by building a skilled and committed workforce and providing an exemplar to local businesses. Paying at least the Living Wage to all employees and encouraging staff to spend local and save local, including through Credit Unions.
- (3) Land, Property and Investments. Using anchor institution assets to lever in additional investment, to encourage the development of new businesses and support new methods of financial intermediation. To consider asset transfer to community or private sector interests where this best serves the interests of the wider community.
- (4) Economic democracy. Supporting the growth of alternative models of economic governance which give citizens greater investment in and control over their economic future. This can mean the development of

new co-operatives as well as other ways of helping people feel ownership of assets and decision-making processes.

3. LOCAL COMMUNITY WEALTH BUILDING IN HARTLEPOOL

- 3.1 Hartlepool Borough Council has been working with the Centre for Local Economic Strategies (CLES) and the Wharton Trust to explore what a community wealth building strategy could look like in Hartlepool. Appendix 1 sets out the findings from an early exploratory piece of work with a selection of anchor institutions in Hartlepool.
- 3.2 Following the production of the report a workshop and a number of briefings have been held with a wider set of institutions to discuss the potential for rolling out a community wealth building approach across Hartlepool.
- 3.3 Following these sessions it was agreed that CLES and the Wharton Trust would be invited to attend the Safer Hartlepool Partnership to deliver a presentation on Local Community Wealth Building and explore how other partners can get involved in the development of a Hartlepool approach.

4. OTHER CONSIDERATIONS

Risk Implications	No relevant issues
Financial Considerations	No relevant issues
Legal Considerations	No relevant issues
Consultation	No relevant issues
Child/Family Poverty Considerations	No relevant issues
Equality and Diversity Considerations	No relevant issues
Section 17 of The Crime And Disorder Act 1998 Considerations	No relevant issues
Staff Considerations	No relevant issues
Asset Management Considerations	No relevant issues

5. RECOMMENDATIONS

- 5.1 It is recommended that Members note the report and consider how they can get involved in the development of a Hartlepool approach to Local Community Wealth Building.

6. REASONS FOR RECOMMENDATIONS

- 6.1 To inform Members of the progress made relating to local community wealth building.

7. BACKGROUND PAPERS

7.1 None.

8. CONTACT OFFICER

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Community Wealth Building in Hartlepool



Community Wealth Building in Hartlepool

Paper for information

Health and Wellbeing Board, 9th March 2020

Safer Hartlepool Partnership, 20th March 2020

Presented by CLES, March 2020

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Note to board – For information

The Centre for Local Economic Strategies (CLES) and the Wharton Trust have been working with Hartlepool Borough Council to explore what a community wealth building strategy would look like in Hartlepool.

The Wharton Trust commissioned CLES in 2019, with resources from their Power to Change Empowering Places investment, to support an exploratory piece of work around community wealth building with a selection of anchor institutions in Hartlepool. This findings of this 2019 research are presented in the paper below. We have subsequently held a workshop and a number of briefings with a wider set of institutions to discuss the potential for rolling out a community wealth building approach across Hartlepool.

It was agreed that implementing such an approach would require spaces to work together and collaborate that do not currently exist, and that we would start this process by convening a series of exploratory workshops. This series of workshops with those working in the areas of procurement & commissioning, human resources & employment and land & assets within Hartlepool will allow these staff to come together to explore and share good practice and the potential for closer working and a shared community wealth building strategy.

We are now inviting **procurement & commissioning** staff from the wide range of anchor institutions in Hartlepool to an exploratory workshop on:

- **Wednesday 25th March 2020, 2-4pm, Hartlepool Borough Council**

Exploratory workshops with staff working in human resources & employment and land & assets will be held later this spring/early summer and dates will be circulated when they are confirmed.

Many thanks

CLES, Wharton Trust & Hartlepool Borough Council



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1. Introduction

The Wharton Trust commissioned the Centre for Local Economic Strategies (CLES), with resources from their Power to Change Empowering Places investment to support this exploratory work around Local Wealth Building.

About the Wharton Trust

The Wharton Trust has been supporting the people of Dyke House and Hartlepool since 1990. They provide social, educational and recreational courses and events for all members of the community. They offer a range of services to help improve educational attainment, learn new skills, find employment, volunteer and raise confidence.

About Power to Change's Empowering Places programme

This programme targets funding and resources towards places seeking to develop community businesses with the aim of boosting local economies. Power to Change believe local people are the best people to shape goods and services which will benefit the whole area. By harnessing the combined forces of all the players in an area, community businesses can start up, thrive and achieve positive change for their neighbourhoods, helping to reduce the inequalities felt by many communities across England.

In October 2016, catalyst organisations in places across England were invited to apply for a Learning Grant to develop a deeper understanding of how community business could address the needs of their communities and map local assets and opportunities that could enable new community businesses to develop.

Seven local organisations were selected across the country to help empower their places; each will receive up to £1 million in funding and support over a period of up to five years. Alongside delivery partners and community businesses these catalyst organisations will help to create more connected and inclusive communities and improve the lives of the people who live there. Demonstrating how, given the right conditions and support, community business can flourish and transform places.

Community Wealth Building

Community Wealth Building aims to reorganise and control the local economy so that wealth is not extracted but broadly held and generative, with local roots, so that income is recirculated, communities are put first and people are provided with opportunity, dignity and well-being. Through community wealth building we are seeing a democratic, social and economic movement, which seeks to provide resilience where there is risk and local economic security where there is precarity.

Community wealth Building has a particular focus on the activities of anchor institutions. Anchor institutions are large established organisations, rooted in local communities, which can improve local economic and social wellbeing through the use of their spend, employment practices, and use of land and assets.

At the heart of the community wealth building approach are four strategies for harnessing existing resources to enable local economies to grow and develop from within:

- Procurement & commissioning - Progressive procurement & commissioning can develop dense local supply chain of local enterprises, SMEs, employee owned businesses, social enterprises, cooperatives and other forms of community ownership. This type of procurement is locally enriching because these types of businesses are more likely to support local employment and have greater propensity to retain wealth and surplus locally.
- Employment - Often the biggest employers in a place, the approach that Anchors take to employment can have a defining effect on the employment prospects and incomes of local people. Recruitment from lower income areas, commitment to paying the living wage and building progression routes for workers are all examples of the actions Anchors can take to stimulate the local economy and bring social improvements to local communities.
- Land and assets - Anchors are often major land and property holders and can support equitable land development (through establishment of Community Land Trusts) and development of under-utilised assets for community benefit. In terms of financial investments, directing pension funds to local investment priorities can bring transformative capital to locally rooted enterprises.
- Democratic Ownership of the Local Economy - At the heart of community wealth building is the principle that wealth is broadly held. Community businesses, social enterprises, cooperatives, mutually owned businesses, SMEs, municipally owned companies and local banks enable the wealth generated in a community to stay in that locality and play a vital role in counteracting the extraction of wealth.

Community wealth building in Hartlepool

CLES was commissioned to engage with the range of public institutions represented on the Hartlepool Health and Wellbeing Board to explore how institutional behaviours can be shifted to support a greater democratisation of the economy, provide resilience where there is risk and local economic security where there is precarity, with a particular focus on opportunities for supporting local and social businesses.

All members of the Hartlepool Health and Wellbeing Board were invited to take part in the research, with 5 institutions moving forward into the diagnostic exercise including Hartlepool Borough Council, Cleveland Police, Cleveland Police & Crime Commissioner (PCC), North Tees & Hartlepool NHS Foundation Trust and Ad Astra Academy trust providing a snapshot of the public sector in Hartlepool.

Collectively, these 5 institutions employ around 10,000 people, which given Hartlepool has an economically active population of 40,800, it is clear that even this small snapshot of public sector institutions has a significant role to play in the local economy. Collectively these institutions have an annual budget of £440m, which will have significant impact on the local economy through direct spending and the local economic multipliers that result. Collectively, these institutions own and manage significant amounts of land and property, from school buildings to hospital sites to residential buildings.

2. Hartlepool Borough Council

Procurement and spending

Hartlepool Borough Council have recently changed the rules related to their procurement thresholds and requirements for local contractors. Any contracts over £1,000 require at least 2 quotes, with at least one from a local supplier. From £5,000, at least 3 quotes are required with 2 from local suppliers. The interpretation of 'local' requires a pragmatic approach dependent on the nature of the supply contract, with Hartlepool then Tees Valley considered before broadening out the geography to the North East.

While Hartlepool has developed a Corporate Procurement Team who deal with contracts over £25,000, many of the individual departments in the council still conduct their procurement exercises and monitor this spending. The Adult Services team is decentralised and controls its own significant budget.

Austerity has taken a significant toll on the authority, with a 50% cut in grant from Central Government, however Hartlepool has been successful in securing external grant funding (esp capital funds) and has utilised reserves where possible to maintain services, however in the recent budget setting process, it has been acknowledged that a range of deeper cuts are likely to be required next financial year (2020/21).

The dedicated Schools Grant in 2019/20 had a value of £63.5m, with £32m allocated to maintained schools and £31.5m allocated to Academy schools. There is huge potential to engage with the education sector to seek to understand how much of this spending is retained locally.

Austerity has meant that in procurement, the weighting between price and quality has shifted in favour of price, with an increase from 60% to 70%. In a number of strategic contracts, Hartlepool has built in clauses which increase the likelihood of the contract being awarded locally, for example the letting of the IT contract required a local base and a number of examples exist of where contracts have been broken down into lots to support smaller, and therefore more likely to be local, companies to bid for supply contracts. The council is committed to paying all its contractors within 10 days which can be a significant support for local SME's, with the average payment made within 5.8 days in 2018/19. 95.2% of Hartlepool suppliers paid within 10 days. While Hartlepool Borough Council does not have a set policy on Social Value, through a combination of its Corporate Procurement Strategy and Wellbeing Strategy it does consider the social, economic and wellbeing impacts of its spending and has recently developed an appended self-completion questionnaire to better understand the social value its contractors can provide. This is in the early stages of implementation and so no detailed analysis has been undertaken, and the department lacks the capacity to monitor and evaluate the effectiveness of its social value ask.

The authority is a member of the North East Procurement Organisation (NEPO) and will be shortly piloting a programme to test the National TOM's Framework with a selected tender.

Meet the buyer events are held at a local Hartlepool level, at a Tees Valley wide level and also with the support of NEPO at a regional level. Department heads will attend these meetings where appropriate.

A recent Freedom of Information (FOI) request asked the authority to analyse its spending with Charitable organisations.

The council has conducted some initial analysis of its spending, suggesting that 30.2% of its spending is retained locally, up from 26.5% in 2017/18, however this analysis has been limited to date and has been impeded by issues with understanding the differences between the locations of branches and head offices, which based on invoicing details can skew the analysis and is likely to have understated the value of local spend. For example, the Council's IT contract secured delivery of the service within Hartlepool and the contractor has used this base to grow jobs and secure contract from outside Hartlepool. A detailed understanding of the money spent outside Hartlepool and the extent to which this is influenceable has not yet been completed. This analysis would also need to reflect the Council's policy of seeking to deliver services in-house to maximise local employment opportunities, for example opening of a Children's Home and bringing recycling services back in-house.

Hartlepool procurement spending

	16/17	17/18	18/19 to date
% Local Spend - Hartlepool	27.0%	26.5%	30.2%
% Tees Valley	47.0%	49.2%	52.3%
% North East Region	62.8%	65.0%	67.9%

The nature of Hartlepool, its geographic size and position and its local supplier base means that the procurement department has an intuitive understanding of how to shape its contracts to provide the greatest local economic benefit. In some areas of spending, it is considered a sellers' market, with little local competition in the social care market for example. While the department has a good understanding, in part due to a lack of capacity, it is yet to develop an evidence base which allows it to articulate the scale of the economic multiplier effect of procuring locally has, and in making difficult decisions around cutting budgets is therefore not taking account of the wider economic impacts of these decisions.

Recommendations

- Reflect on the experience of testing the TOMs and consider options for developing a bespoke Hartlepool Social Value policy;
- Develop an understanding of the local economic multiplier effect of local spending on the local economy via a survey of the supply chain;
- Invest resources in understanding the extent and type of spending which is outside of Hartlepool;
- Engage with new emerging structures for community development to promote contracting opportunities to the VCSE sector;
- Work with VCSE organisations to direct and monitor social value commitments made in contracts;¹

Explore the implications for the Hartlepool Living Wage within a social value framework for procurement.

Wharton Trust actions

- Work with the procurement department to develop an approach to supporting and directing, then monitoring and evaluating the impacts of social value commitments made in procurement exercises. ***

¹ This could be done by providing details of key VCSE organisations locally which bidding firms can engage with in developing their social value commitments, so that they are a) better directed to local need and b) have somebody answerable to if they are not delivered.

5.1 APPENDIX 1

A role for the VCSE in Social Value Procurement/Commissioning

The VCSE sector can play a supporting role in directing, tracking, monitoring and evaluating social value in procurement and commissioning. With a shared Social Value Framework and a VCSE broker, companies interested in working with the public sector can be asked to shape their social value commitments with the VCSE sector on the ground, who can in turn direct this to address local need and hold companies to account when they don't deliver.



Commissioning

Hartlepool has developed a detailed commissioning cycle which considers the needs of society, services users and providers in the design of its commissions. In a recent commission of a supported living service for young people, the design process included engagement with providers in a process of market testing and also engagement with young people who had experience of supported living. A similar approach is being adopted in the commissioning of substance misuse services and this pre-tender planning can support the development of more effective services. This is however a resource intensive process and requires good planning with a significant lead in time to be able to effectively influence service design.

The Hartlepool Health & Wellbeing strategy sets the direction for the authority in its approach to commissioning children's and adults services and public health.

There are a number of local providers from the VCSE sector, with the authority commissioning organisations such as Hartlepool Families First to provide specialist children's provision, Changing Futures North East who provide a mentoring service, to organisations such as Hospital of God and Carewatch who provide adult services locally. While community-based models of care are high on the agenda, this does not directly translate to supporting the development of community owned business models.

The authority has developed a good understanding of the capability of the VCSE sector organisations it has worked with, however it lacks a more strategic approach to this sector in part because of the absence of any overarching body to represent VCSE organisations. The Hartlepool Voluntary Development Agency (HVDA) closed down in September 2017 after cuts made to its grants and changes to Big Lottery Funding criteria. Hartlepool Borough Council are currently developing a new model for supporting the VCSE sector via Volunteer Hartlepool, which will bring together vital community development staff and resources.

While the children's & adults services/public health commissioning ask questions around 'added value' contractors provide, it does not have any formal framework to measure the social impacts generated by providers.

While there has been significant development of the required forums and relationships to support joint working between the anchor institutions in Hartlepool, in particular in relation to health, and integrated working between health and social care has developed significantly, this is still to translate into effective joint commissioning. While small pockets of joint commissioning have occurred, the strategic approach agreed is yet to translate into widespread practice.

Recommendations

- Work with the emerging community development structure (Volunteer Hartlepool) to disseminate information on commissioning opportunities and hold open meetings when long term contracts are coming up for renewal;
- Prepare a list of commissioned services (length of contract, date of renewal) providing sufficient lead in time for VCSE sector bodies to develop local business models;
- Consider the potential of VCSE provision as part of the commissioning cycle and engage with potential VCSE providers in a process of co-constructing future services;
- Develop a social value policy and measurement framework (with procurement) which supports the commissioning of children's & adults services/public health;
- Work with VCSE organisations to direct and monitor social value commitments made in contracts (see procurement section above)

- Explore the implications for the Hartlepool Living Wage within a social value framework for procurement.

Wharton Trust actions

- Work with commissioners to develop an approach to supporting and directing, then monitoring and evaluating the impacts of social value commitments made in commissioning exercises.
- Develop a strategic understanding of the timetable for the commissioning of major contracts, with one eye on supporting new community business models to take advantage of opportunities in the future.

Workforce and employment

Hartlepool Borough Council employees approx. 2,325 people, with 69% of these females. It regularly collates statistics on the breakdown of the staff body by gender, age and ethnicity, and 73.7% of council employees live within Hartlepool (for school staff is 70.74% and combined Council and school employees is 72.7%). There is potential to cross reference this data with the Index of Multiple Deprivation (IMD) to explore the extent to which employees are drawn from the most deprived communities.

Delving further into the staffing analysis would allow the authority to understand trends not previously understood, such as a lack of recruits (or recruits with particular attributes e.g. young females) from particular neighbourhoods. This type of analysis could underpin a range of further work, from understanding local economic multipliers from staff employment to travel to work policies and understanding carbon emissions.

Hartlepool Borough Council has an ageing workforce with only 7% aged under 25 years of age. Staff turnover is however relatively low overall, but does tend to rise for certain job roles.

The Hartlepool Living Wage is currently set at £9.36 per hour and this is applied to all council jobs, full time, part time and casual. As a result of this, the authority does not use the first 3 pay scales within the NJC national pay structure.

Following the introduction of the Apprenticeship Levy in April 2017, Hartlepool Borough Council has invested in the development of its apprenticeship and professional development programmes and has one of the highest levels of apprenticeship relative to council size in the North East. The authority has been proactive in working with the local college to promote opportunities to work for the local authority to local young people, given the highly annual nature of the recruitment process (early summer), the authority is keen to develop its approach to the recruitment of apprentices in 2019 and is considering how it can reach a wider audience in the promotion of its opportunities. As part of a commitment, the council support Care Leavers gain apprenticeships with the council to help them make the transition to adult life.

The authority's professional development programme supports employees to progress in work and provides opportunities to study part time towards higher education qualifications from degrees to MBA's.

Hartlepool Borough Council's Workforce Development Strategy is currently being refreshed, with the previous strategy having lapsed recently. While the pressures of austerity may have pushed workforce development down the priority list, it has been acknowledged that austerity itself has had significant impact on the workforce of the authority, with managers under significant pressures to do more with less and with a loss of the institutional knowledge that comes from cuts to staffing.

The authority is putting in place the building blocks of a new strategy which supports staff to deal with the added pressure of working in the current funding climate and considers staff mental health for example, which is now the 2nd highest reason for sickness. Managerial development programmes are being developed and a staff sounding board is now in place to help understand and address workforce issues as they arise.

The authority has recently changed its approach to recruitment, with 95% of its jobs now being advertised via North East Jobs Recruitment Portal (NEREO). Internal systems for processing recruitment have been improved, however these new systems now prevent the practice of name/gender/postcode blind recruitment practices. There has been an investment in the development of social media channels

for sharing job opportunities. Agencies are used on an ad-hoc basis, typically for the most senior of roles or roles which are specialist. As with the recruitment of apprentices, the authority is keen to broaden its reach locally in the promotion of employment opportunities.

Recommendations

- Develop a spatial map of employees using postcode data with an overlay of the IMD2015 to develop outreach approaches for promoting apprenticeship and employment opportunities in communities most excluded from the labour market;
- Work with VCSE brokers (e.g. Volunteer Hartlepool) to share information on apprentice positions, potentially holding information sessions in the community with organisations such as the Wharton Trust;
- Work with VCSE organisations on an ongoing basis to disseminate information on employment opportunities.

Wharton Trust actions

- Develop effective communication channels with Hartlepool Borough Council with respect of apprenticeship and employment opportunities.

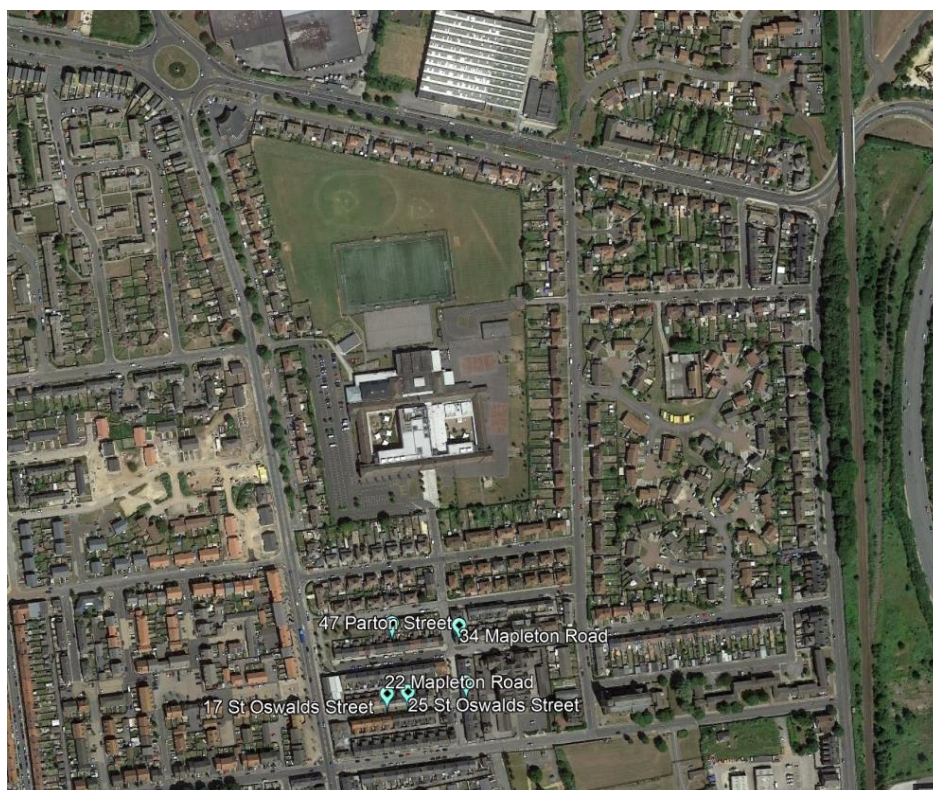
Buildings and assets

Hartlepool Borough Council have a strategic asset management team of 4 people who deal with enquiries and leases for its properties. The authority has taken a position that it will retain assets and provide these on long term leases wherever possible and offer a 'social benefit' discount of up to 75%. Hartlepool FC was recently recognised for the social benefit it provides for the town and the social benefit discount has been applied to its lease.

Hartlepool Borough Council have been purchasing residential properties from errant landlords – and have built up a stock of 270 properties across the town, with 5 of these in the Dyke House area of Hartlepool. Hartlepool Borough Council are keen to explore options for working with community led housing groups, however, are concerned that there is a co-ordination gap locally, and while there is interest in community housing initiatives at a Tees Valley level, little has progressed. The Wharton Trust, in its 5-year plan submitted to Power to Change, have identified housing as potential community business and have been working with the Joseph Rowntree Foundation on plans for developing a community led housing business.

Dyke House dwelling units listed on the local authority's asset register include:

- 34 Mapleton Road, TS24 8NL
- 22 Mapleton Road, TS24 8NP
- 47 Parton Street, TS24 8NJ
- 25 St Oswalds Street, TS24 8NR
- 17 St Oswalds Street, TS24 8NR



The local authority has also been actively acquiring business premises, buying up vacant units along Church Street to support the wider townscape heritage improvements. The approach to business premises is to only intervene where the market is failing, however the scale at which the local authority can intervene on it's own is limited.

The authority would like to pursue the development of student housing within the town, however large-scale projects are challenging for the authority to pursue alone. The Tees Valley Pension Fund is looking to invest in projects locally, however has a higher aversion to risk due to its fiduciary duties, however there is scope for the authority to actively broker relationships to develop the required student housing.

Recommendations

- Explore with the Corporate Management Team options for supporting the Wharton Trust with its plans for developing a community run housing company.

Wharton Trust actions

- Engage with Hartlepool Borough Council's Strategic Asset manager, Tim Wynn to discuss the potential of local authority assets for community business use in the Dyke House area, including residential units currently owned by the council.

Economic and community development

Hartlepool Borough Council is in the process of reviewing its economic development strategy, and its Council Plan sets out an agenda for delivering more inclusive growth. Community economic development has a significant role to play in delivering this aspiration and given the extent of change in council funding, going forwards an approach to community economic development could be built jointly with public sector anchor organisations to ensure a level of sustainability.

Hartlepool Voluntary Development Agency closed its doors in 2017 after more than 30 years of operating. Struggling for resources it had moved away from its central mission of supporting the wider sector and ended up in competition with it. The local authority decision to end its annual grant meant it was no longer able to function, and Hartlepool has had no VCSE infrastructure body in operation since 2017.

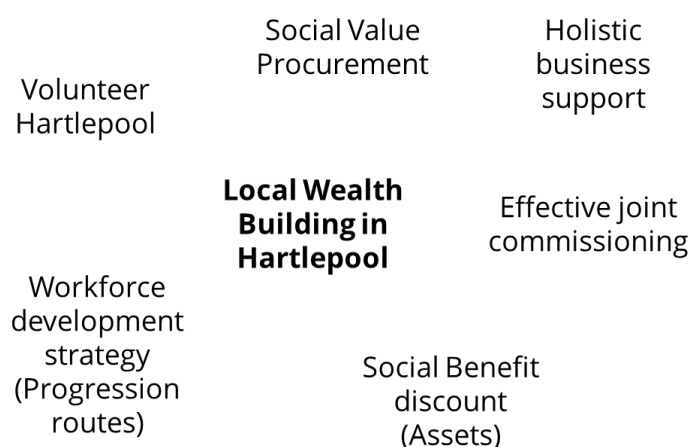
A community development team of 3 staff have been retained by the council despite funding pressures, providing advice and guidance to the sector. The local authority are however in the process of establishing a new approach to VCSE support and engagement, moving these staff to work within the Volunteer Hartlepool service with stronger connections to adult education and lifelong learning and skills within the council. This new structure is expected to be in place by April 2019 with a launch event expected followed by quarterly networking events.

Hartlepool Borough Council are simultaneously restructuring business support services, with 6 advisors having their work re profiled to provide more holistic support services to businesses. The Hartlepool Enterprise Centre (HEC) remains a key asset, located within Dyke House.

Across the local authority there appears to be a strong drive to refresh approaches, with a new workforce development strategy, initial exploration of social value in procurement, ambitions to develop more effective joint commissioning, a social benefit discount for asset use by the VCSE sector. This combined with re-structuring of VCSE and business support, offers an opportunity to join up these approaches to form the basis of a Local Wealth Building approach in Hartlepool.

In this, we would suggest that the economic development department would be central in linking, connecting and brokering the connections between services and between anchor institutions to maximise benefit for the local economy and the most vulnerable local communities in Hartlepool. We would go further, and suggest if timing allows, that these principles be written into the refresh of the economic development strategy.

Bringing it all together – Local Wealth Building in Hartlepool



Recommendations

- Consider an anchor approach to community economic development;
- Develop a joined-up offer based around the principles of Local Wealth Building;
- Build a community wealth building approach into the refresh of the economic development strategy.

Wharton Trust actions

- Engage with the new structures for supporting the VCSE sector locally, attending the upcoming launch event.

3. North Tees and Hartlepool NHS Foundation Trust

Workforce and employment

The North Tees and Hartlepool NHS Foundation Trust employees approximately 4,800 staff and approximately 700 via a subsidiary firm North Tees and Hartlepool Solutions LLP. Staff from Procurement, Supplies, Estates and Facilities moved to the company on 1 March 2018.

Professional development is geared towards the needs of professionally registered staff, working with Further and Higher Educational establishments including Hartlepool College and Teesside University. The introduction of the Apprenticeship Levy sees the trust and LLP contribute in the region of £900,000 a year to fund apprenticeships and support progression, however many of the pathways that have developed around the government push in this agenda are not relevant to the trusts staff, with new skills programmes taking too long to develop. While the trust is spending their levy funds, they are however spending it in a way that is perceived as sub optimal for the trust and a significant amount of effort is taking place to effectively utilise the levy with our educational partners for the benefit of all staff.

The trust has an organisational development team of 5 people who focus on developing leadership skills across the organisation and driving efficiency across staffing roles. A recent focus has seen clinical staffing roles observed closely to ensure jobs roles and assigned duties make the most of clinical staff skills sets, with a rationale for introducing more support staff roles (non-registered) to increase efficiency of clinical staff.

The trusts 'People Strategy 2016-2020' is focused on attracting, developing and retaining staff. This strategy focus has prompted deep and holistic thinking about the long-term role the trust can play in, not only developing a more effective trust, but also in supporting those in the most vulnerable communities to break cycles of poverty and declining population health. The trust is currently exploring an approach which brings together education, employment and housing to tackle issues of low social mobility and limited life chances. The trust launched their Health Academy with Hartlepool College in October 2018 and are in early discussions with local housing groups to further develop and refine this embryonic approach. This is an excellent example of Local Wealth Building principles being applied and we would encourage the trust to continue to develop and refine this vision, but more critically to articulate it to public sector partners across Hartlepool.

The trust use recruitment centres to provide potential recruits with a taste of nursing, allowing an approach to recruitment that allows both employee and employer to explore if the individual would thrive in the role. The Nursing FINEST programme also allows nurses in training to rotate around departments in a similar fashion to training doctors, allowing nurses to find areas of specialism with the support of mentors. The loss of local authority workforce co-ordinators in recent years has limited the ability of the trust to reach out and promote employment opportunities. The trust attend traditional recruitment fairs and are invited to attend local school careers fairs to promote clinical roles, however there is a piecemeal approach and little by way of a coherent strategy for promoting careers among the

local community. In pursuing its vision of a holistic approach to education, employment and housing, we would suggest the trusts develops working relationships with both the local authority and a range of VCSE sector organisations locally to support outreach into communities, going beyond the reach of the college for example.

The trust has conducted detailed mapping of staff by postcode for the purposes of exploring correlations between areas of deprivation and sickness absence. This mapping work revealed for example that a significant proportion of our staff are from the most deprived local communities and that musculoskeletal and mental health conditions account for the majority of sickness. This level of detail allows the trust to provide targeted support to promote workforce health and wellbeing initiatives to keep people in employment for longer in a community where average healthy life expectancy through ill health is high and growing. This detailed understanding of the geographic and demographic characteristics of the staff body data has however not yet been used to inform approaches to recruitment, and could be utilised to assess unsuccessful applicants to assess if opportunities are reaching under-represented groups.

The trust has a low staff turnover, with approximately 7 nurse vacancies, this is among the lowest vacancy rates in the country. Overall turnover at 7.8% is the second lowest with the trusts benchmarking group. Recruitment is all conducted in house and the trust regularly monitors the staff body against a wide range of protected characteristics including gender, ethnicity, disability and LGBT, acknowledging a need to do more work in recruitment of staff with disabilities and staff from the LGBT community.

Recommendations

- Share the trusts vision for a joined-up approach to education, employment & housing;
- Utilise staff mapping and develop applicant mapping to inform approaches to recruitment;
- Develop relationships with VCSE organisations to promote more diverse recruitment, with a particular focus on reaching out to organisations that support under-represented disabled and LGBT groups;
- Develop relationships with economic development to develop a strategic approach to workforce development.

Wharton Trust actions

- Develop communication channels with the NHS trusts recruitment and connect with the Health Academy at Hartlepool College to promote opportunities locally;
- Follow the development of the trusts vision for linking education, employment & housing, relating to your plans for a community housing business.

Oldham Hospital Employee Mapping

CLES worked alongside Oldham Hospital to explore the distribution of its staffing across Oldham and the spend on employee wages by geography. We then conducted further analysis of this data cross-correlated with gender, ethnicity, job role and length of tenure to give the hospital trust a picture of how its staffing body reflected the local population, allowing it to identify gaps and develop new outreach approaches to sharing information on employment opportunities and career pathways at the hospital.

The analysis highlighted that the higher paid positions were dominated by employees from outside of Oldham, suggesting a local skills deficit. This opened up conversations around skills escalator programmes and work with Oldham College as a route to moving Oldham residents higher up the pay scales and therefore retaining more wealth locally.

4. Cleveland Police

Procurement and spending

Cleveland Police have a small procurement team who struggle for capacity to deliver beyond its current scope. Focus is on procuring locally however regulations mean that contracts above a certain value have to be advertised nationally and internationally. Cleveland Police have however explored approaches which allow local providers to succeed. For example, in its fleet maintenance contract, Cleveland Police broke the contract down into geographical lots to encourage local provision and then conducted extensive pre-market engagement with a range of local garages in each geographical area. The force tapped into staff knowledge of suppliers in each location. In one of these geographies they received only one bid, from a local business that did not present the strongest of proposals, however they took the opportunity to understand the businesses capacity and work with them over a 6-month trial period to support them to deliver against the contract requirements.

Cleveland Police utilises social value criteria in its tendering processes and on a case by case basis, dependant of the goods or services being commissioned will ask tendering businesses to outline how they can provide apprenticeship opportunities, how they will utilise local suppliers (e.g. local builders merchants) and how they will reduce their carbon footprint. The weighting on social value is developed on a case by case basis, informed by understanding of the local supply chain. They currently have no way of tracking or measuring the impact of social value commitments. It's an ambition of the force to embed its approach to social value more formally, but they lack the capacity and resources to do so.

The force has historically mapped out their spending but found that the analysis was not been utilised and so have stopped doing this on a regular basis, however data is still collected in a way which would allow for this mapping to be conducted. The last available analysis indicated a local spend (within the force area) of 26%, however it is unclear how this has changed over time.

Cleveland Police have no working relationship with the local authority with regard to its procurement strategy, however is working closely with Cleveland Fire Brigade with a shared minor works procurement framework. Cleveland Police and Cleveland Fire Service have a minor works procurement framework with around 100 local providers, divided into lots based on expertise. Closer working in the past year or so has seen the Police and Fire jointly procure their lift maintenance contract. There are examples of joint commissioning with the NHS around sexual assault services.

Recommendations

- Work with the VCSE sector to develop an approach for directing, monitoring and evaluating the effectiveness of social value in procurement;
- Revisit the mapping of procurement spend to assess how effective internal approaches to procuring locally are;
- Develop a more formalised approach to social value within procurement.

Wharton Trust actions

- Work with the procurement team to develop an approach to supporting and directing, then monitoring and evaluating the impacts of social value commitments made in procurement exercises.

Social Value Policy – Office of the Police and Crime
Commissioner for
Lancashire and Lancashire Constabulary

In April 2017, the Office of The Police and Crime Commissioner for Lancashire (OPCC) and Lancashire Constabulary published its first Social Value policy, recognising the important role they can play in enabling sustainable development through their procurement and commissioning activity. In 2016/17 they spent approximately £46 million via procurement activity. The policy aims to:

- Further the forces sustainable procurement objectives to protect and enhance the environment, e.g. by reducing waste, limiting energy consumption and procuring materials from sustainable sources;
- To promote the local economy by supporting micro, small and medium sized enterprises and the voluntary and community sector in Lancashire to thrive, and by doing so promote training and employment opportunities for the people of Lancashire;
- To involve local people and organisations in how we meet the needs of local communities through the commissioning cycle and procurement process.

<https://www.lancashire-pcc.gov.uk/wp-content/uploads/2017/09/social-value-policy-updated-1718.pdf>

Cleveland Police over the past 4 years have been focused on delivering their blueprint for rationalising their estate and reducing costs wherever possible to ameliorate the impact of cuts to budgets. Police Headquarters at Ladgate Lane was sold to Persimmon Homes and a new HQ was built at Hemlington Grange in Middlesbrough. As part of this process the force has shed all property leases bar 1, with many of the outlying and neighbourhood-based Police stations having been closed. In Hartlepool 4 outlying stations have been closed, all of which were leased property. Staff have been relocated to the central Hartlepool station.

The force is currently exploring options for selling Thornaby Police Station, with market valuations received. The force have explored options of demolishing and preparing the land for redevelopment, which may bring a greater return and have also considered options for redeveloping the site for affordable rental housing, however the force is risk averse and have valid concerns of how it may be perceived should they invest in preparing the land but then fail to sell it, or how they would operate as a landlord when it came to dealing with difficult tenants. The force used to own residential property, but this has been disposed of long ago.

The estates team focus is now on improving the condition of its owned property, with stock condition surveys indicating around £7m of works required. With a total budget of around £400,000 a year, this is not an insignificant task and focus has been placed on driving down the costs of improvement works. The estates team work alongside procurement to evaluate tenders and develop the minor works framework and each tender includes a section for tenderers to outline how they would benefit the local economy through their approach to service delivery (e.g. by using local suppliers, employing local apprentices) and this is often weighted at 15% of the tender score. An additional 15% weighting is given to environmental impacts, with a focus on how services will be delivered with the lowest carbon impact, which favours local suppliers who can deliver services with reduced travel requirements.

When the small works framework is refreshed, the force alert all current suppliers and promote the opportunity to new suppliers by distributing flyers and posters among local building merchants and suppliers to reach out to local trades. Adverts are placed in the local press. Contracts above the OJEU threshold are also advertised on the Bluelight eTendering site, a procurement portal used by the Police and Fire and Rescue services.

Joint working between the Police and Fire Brigade is developing, with Police starting to utilise Fire Stations for drop in sessions with local communities, and with much larger plans for the two services to merge their back-office functions by 2020.

The Police estates team does not have much engagement with the local authority or the VCSE sector, but would like to have a stronger presence in communities given its recent rationalisation of its estate and would be interested, where the local authority has assets in neighbourhoods, which could perhaps be developed in conjunction with the VCSE sector.

The Police estates team attended One Public Estate meetings in Hartlepool where ambitious plans were being explored to redevelop the Hartlepool Civic Centre, law courts and Police station, however this plan appears to have fizzled out due to a lack of funding.

Recommendations

- Work with local authority asset teams to explore potential for shared uses;
- Collaborate with the local authority to share details of approaches to social value for works.

Wharton Trust actions

- There may be scope for working with the Police on community business models that impact positively on a reduction in offending;
- Consider a neighbourhood policing physical presence in future community assets (e.g. Odeon redevelopment).

Rose Hill Community Centre

The Rose Hill, Iffley and Littlemore Neighbourhood Policing Team moved into Rose Hill Community Centre, Oxford in September 2017. The move provided an additional service in centre that already hosted Rose Hill and Donnington advice centre, Rose Hill Social Club, a community library, gym, and youth and community groups.

Ed Turner, Deputy Leader of Oxford City Council and ward councillor for Rose Hill, said at the time: "it is very good news that Thames Valley Police is taking a base in our new community centre. Our local police team is an important part of the community, and having a local base helps them use their time most effectively, and also increases their visibility. It is also positive that the move will release a council flat for someone who needs it."

Rose Hill community centre is one of the examples of oxford city council's efforts to build stronger communities through providing improved community facilities.

5. Cleveland Police & Crime Commissioner (PCC)

The Police & Crime Commissioners (PCC) office have a key objective of forging partnerships which drive an increasingly localised approach to commissioning of services, particularly around victim support, sexual violence and restorative justice. The PCC works closely with the Middlesbrough Voluntary Development Agency (MVDA) to develop the Safer Future Communities Network who engages with VCSE sector organisations on our behalf to encourage collaborative working. The PCC for example has commissioned Harbour (based in Hartlepool) that works with families and individuals who are affected by abuse from a partner, former partner or other family member. The PCC have commissioned or grant funded in excess of 100 organisations since the PCC was elected in 2012.

The PCC is playing an active role in supporting the VCSE sector locally, and runs a community grant fund which provides small pots of funding to organisations that actively reduce crime and disorder and reduce the fear of crime. The Police and Crime Commissioner also receives funds from central government to distribute to organisations and groups who are committed to improving community safety in Cleveland.

The PCC does not utilise social value indicators in its procurement or commissioning processes, but would be keen to develop an understanding of how other public actors are using social value in Hartlepool/Cleveland. Internally the PCC does analyse the distribution of its spending across its geography and this is detailed on its website.

Local authority level relationships at a community safety level are very strong, however the nature of Police Force areas overlapping local authority boundaries mean that collaboration becomes more difficult, with different footprints having different agendas. The Police & Crime Commissioners office find it difficult to engage with the architecture of health institutions and understand where remits start and end within the CCG, NHS, Public Health England and the Local Authority for example. The PCC has no direct relationships with the local authority economic development department.

The Police & Crime Commissioner for Cleveland, Barry Coppinger is not a member of the Hartlepool Health and Wellbeing board, however would welcome an invitation to join and share the details of its approach to supporting the development of the VCSE sector locally.

Recommendations

- Explore how funding programmes could be used to help support the development of sustainable community businesses that contribute to their objectives;
- Develop an understanding of social value in procurement;
- Engage with and understand emerging structures for supporting the VCSE through Volunteer Hartlepool.

Wharton Trust actions

- Develop an understanding of the types of funding available via the PCC;

- Develop an understanding of the types of services commissioned by the PCC;
- Develop a strategic understanding of the timetable for the commissioning of major contracts, with one eye on supporting new community business models to take advantage of opportunities in the future.

Social Value Policy – Office of the Police and Crime Commissioner for Lancashire and Lancashire Constabulary

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<https://www.lancashire-pcc.gov.uk/wp-content/uploads/2017/09/social-value-policy-updated-1718.pdf>

6. Brougham Primary School

Ad Astra Trust was established in 2014 with 6 primary schools (3 in Hartlepool). The Brougham Primary School is located in the Dyke House area of Hartlepool. The trust has approx. 2,700 pupils and has ambitions to grow to around 12 schools.

Procurement and spending

Brougham Primary School manage their entire allocation from the DfE. Real term reductions in government funding have seen budgets significantly reduced and reserves depleted. Combined with a recently mandated pay award of up to 3.5% for all teaching staff and up to 7.5% for all support staff who have experienced 7 years of pay restraint, the school have been forced into a position where the staff count has been reduced by 14, with support staff and lunchtime organisers disproportionality affected, many of whom live locally to the school in the Dyke House community. Support for high need students has been cut via a reduction in 1-2-1 support.

The school has a total budget of around £1.8m, with £1.4m spent on salaries. The trust as a whole has a turnover of £12.6m. The school procures goods and services from a range of sources, with service contracts including speech and language and counselling services, gardening and maintenance services. Goods procured include ICT equipment, sports equipment and stationary. The school's food supply is tied up within a local authority level contract and the school do not currently own their own kitchen equipment. Milk is supplied from a local dairy.

As part of the Ad Astra Academy group, the school is beginning to explore how it can procure supplies as part of a group to achieve economies of scale and is moving towards trust level procurement. The school utilises its local contacts and local networks to secure services from the local economy wherever possible. Spending in excess of £3,000 goes through a tender process, and while there is no specific strategy or policy to guide procurement, there is a clear and embedded ethos of buying local wherever possible, with an acknowledgement of the benefits this brings to the local economy. The school would be interested in learning more about the use of social value in its procurement.

While the school has not routinely analysed its spending, the Head Office of the academy trust does have the software which would allow this. The school is unaware of any procurement contract held either historically or currently with the VCSE sector.

Recommendations

- Develop a spend analysis by geography/firm size/type to better understand the local economic impact of the trusts spending;
- Explore social value in procurement at a trust level, potentially in partnership with the local authority.

Wharton Trust actions

- Develop an understanding of the gardening and maintenance services which are tendered every year with one eye on future opportunities for new community businesses.

Pontefract Academies Trust Procurement Strategy

Pontefract Academies Trust Procurement Strategy sets out a range of principles for delivering more sustainable procurement via a process where the academy trust meets its needs for goods, services and works in a way that achieves value for money taking into account its impact on social, economic and environmental factors.

The Trust and its schools are an integral part of the community, and therefore recognise that their procurement activity should, where possible, add value to the community, whether it be social, environmental or economic. In exploring the duty placed on Public Bodies under the Public Services (Social Value) Act 2012, the academy trusts consider the following principles in their procurement and commissioning processes and embraces the principles of social value:

- How what is proposed to be procured might improve the economic, social and environmental well-being of the relevant area, and
- How, in conducting the process of procurement, it might act with a view to securing that improvement.

<https://www.pontefractacademiestrust.org.uk/wp-content/uploads/2018/10/pat-procurement-strategy.pdf>

Workforce and employment

The trust employs around 450 people, with 440 of these school based. Each school has significant autonomy in terms of recruitment, the staff body is stable with low levels of turnover and given pressures on school budgets, there are no plans to increase the teaching staff. The trust has not so far analysed the spatial distribution of its staffing, however, holds the postcode data of all staff centrally and so would be able to develop such an analysis given spare capacity to do so.

Recruitment is conducted via advertising on the trust website, the school website and for some roles could be included via the school newsletter to reach the parents of the schools' students. Jobs are also posted on the Jobs North East jobs portal. The trust has a Safer Recruitment Policy which encompasses DBS checks, right to work and references. Recruitment panels use name/gender- and postcode-blind recruitment in their shortlisting. While the trust does record the details of all applicants, it does not have the resources to analyse applicants in terms of diversity/geography. The trust pays the Hartlepool living wage to all staff and offers flexible working where it is possible to accommodate it.

Recommendations

- Map staff and job applicants by diversity and geography to inform more inclusive recruitment strategies;
- Work with local VCSE organisations in disseminating job opportunities in communities which are excluded from the labour market.

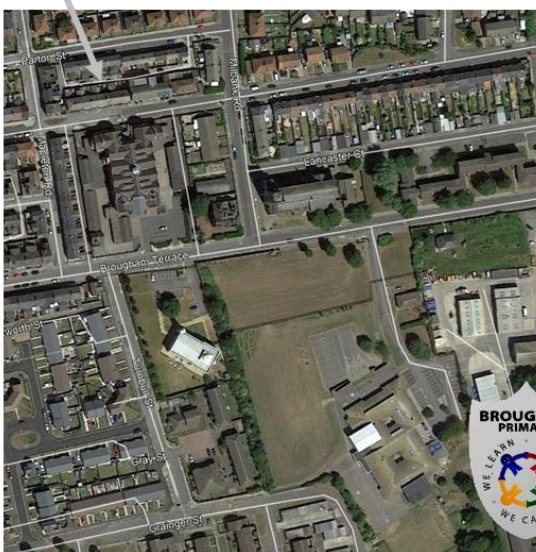
Buildings and assets

The trust has a diverse portfolio of property, with schools ranging from Victorian to newly built. This brings a range of building maintenance challenges, with older property containing asbestos for example. All of the school buildings with the trust (including Brougham Primary School) are leased from the local authority on 125-year leases.

Some of the schools within the academy trust are open to the wider public outside of school hours, in West Park Primary School, Hartlepool the buildings are used for a local Scouts group, West View Primary School, Hartlepool has a community sports facility including Multi Use Games Area (MUGA), however these facilities have been poorly designed with little consideration of what would have been needed to create a facility that was financially sustainable (the sports hall for example is too small for 5 aside football). The MUGA has been vandalised several times and building staff are required to remove litter, broken glass and drugs paraphernalia including needles from the area on a regular basis.

Brougham Primary School historically had an Extended Services Manager, however given the pressures of austerity the Extended Schools agenda has fallen by the wayside (nationally) and Brougham Primary School were forced to cut their Extended Services Manager position. The school field represents a significant green space within the community and has a sports hall. In principle, the trust would be open to sustainable proposals for opening up controlled use of the facilities.

Brougham Primary School has an empty bungalow within its site, which could be developed with a separate access to the school. This is a council owned asset and is currently underutilised. The trust would be open in principle to an approach for community use of this building, as long a properly thought out proposal/business plan was made with considerations of school security and relevant insurances, with no costs to the school.



Recommendations

- Conversations need to be held between the schools and the trust to explore a set of principles for controlled community use of facilities, working with community businesses to reinvigorate the extended school agenda;
- Work with the local VCSE sector to explore how to make use of under-utilised assets (e.g. bungalows);

Wharton Trust actions

- Engage with Brougham Primary School to understand the potential of the under-utilised bungalow on the site (potential for a childcare business);
- There is an opportunity to approach the school to use sports facilities/fields for health and fitness benefit of the local community.

Extended Schools

The Child Poverty Action Group (CPAG) report of April 2018 re-visits the role of extended schools in the context of the rise in charitable food provision. Food banks and feeding initiatives, such as breakfast clubs and holiday clubs are symptomatic of a shift in response to experiences of poverty away from a statutory, rights-based entitlement towards a patchwork of charitable provision. The report explores the potential for the extended schools approach to go well beyond the immediate issue of food provision to form a more inclusive, upstream policy approach, providing valuable resources to all children and their families.

An effective strategy to reduce poverty requires a range of interventions, of which extended schools is only one. Still, the activities provided by extended schools can help to ameliorate the effects of poverty and improve the educational achievement of disadvantaged children, as well as making it easier for parents to raise their incomes through paid employment.

At different times, politicians have emphasised different roles for the extended school's model, however, extended schools can be a potentially powerful policy response to various challenges facing families, including the multi-dimensional drivers of household food insecurity. CPAG have identified five key areas in which extended schools could have a substantial role to play:

- providing childcare in a trusted setting;
- acting as a wider community hub;
- promoting child social and educational development;
- reducing attainment gaps; and
- fulfilling a social justice function by helping poorer children in particular.

Working in partnership with the Warton trust, with the support of Power to Change, there is an opportunity to explore how community business models could be used to deliver against these roles.

http://www.cpag.org.uk/sites/default/files/extendedschools_april2018.pdf

7. Summary

It is now increasingly obvious that that our current growth model is failing. Last year, OECD data showed that the UK is the only developed economy in which wages fell while the economy was actually growing, albeit meagrely. The UK is an economy where one in eight workers live in poverty, and where 1.3 million people (including children) rely on food banks.

Fuelling this inequality is the fact that the fruits of growth are too readily extracted by the already wealthy few, rather than increasing incomes for the majority. The problem is not just a lack of wealth but where this wealth goes, who owns it and who benefits from it. At a local level, the prevailing model of economic development has failed to engage with these questions of wealth distribution, focusing instead on generating contributions to GDP.

A more inclusive economy

The mobilisation of a community wealth building approach requires political buy-in and leadership at the highest level to build a more inclusive economy, one which is focussed on social goals, social justice, environmental sustainability and prosperity for all. This contrasts with 'inclusive growth', which aims to improve living standards and share the benefits of increased prosperity more evenly across social groups. From an inclusive growth perspective, inclusion is about what happens socially to the product of growth. Whilst helpful, however, this aim is limited, and limiting, given the scale of the social issues and economic challenges facing our society.

By contrast, an inclusive economy offers a more voracious conceptual frame to the social benefits that flow from, or feed into, economic activity. In essence, an inclusive economy is a functioning economy which is intrinsically married to social goals, social justice, environmental sustainability and prosperity for all. This is not inclusion after the fact of growth, or inclusion which fits within a liberal market frame. Instead inclusive economy seeks to develop inclusion with or without growth, whilst seeking to address the fundamental social flaws of market liberalism. Inclusive economy is not merely about the poor social effects of economic growth outcomes, it is about addressing the causes which are created by the market liberal approach to growth. This agenda is aligned to a belief in heterodox economics and new forms of economic democracy and urban development such as new municipalism, an alternative characterised by the current wave of progressive policy and practice, emerging across Europe and beyond. This new wave is driven by a need for resilience, and a much deeper concern for place action on economic and social justice.

Local Wealth Building

A community wealth building approach prompts local government to take a more 'activist' position: stepping into the market to enable, mediate and cajole other actors as a means of maximising local community and commercial benefit. Fundamentally this relates to building local wealth, securing social outcomes and new models of ownership. Above all, this is about the principle of economic gains, which occur through the actual functioning of the economy, not just via 'after-the-fact' benefits or through the redistribution of any growth. Work by CLES with a wide range of local municipalities (i.e. Barcelona, Oldham, Preston and Birmingham) and similar work of organisations such as The Democracy Collaborative in the USA, is reflective of this new wave.

Taking forward community wealth building in Hartlepool

CLES would argue that Hartlepool Borough Council is well placed to take forward the community wealth building agenda in Hartlepool. Principally this could be through the current refresh of its economic development strategy, while also bringing together a number of strands of work that are ongoing with the council, weaving a thread through the areas explored in this report to pull together a community wealth building approach in Hartlepool.

For a community wealth building approach to thrive in Hartlepool, the key public, private and social anchor institutions in place need to travel the same path. The Hartlepool Health and Wellbeing Board is an active partnership which brings together many of the public and social anchors, but its remit does not naturally extend to the economic health of place, and the private sector is not well represented. Economic partnerships which sit at the sub regional level are perhaps too distant and lack the specificity of focus on Hartlepool.

We are not recommending the development of a new forum per se, but recognise the need for more collaborative ways of working between Hartlepool anchors across and between the pillars of community wealth building. In this we would envisage the economic development function to drive this level of collaboration through first convening a workshop with a wider range of public and private sector partners than those present on the Health and Wellbeing Board, with education partners specifically not represented. We would suggest building on the momentum of the recently launched campaign #LoveHartlepool, to invite the public sector to play their part showing how passionate they are about the town and the potential economic impacts from working together for the good of the town.



At this first workshop we would propose setting out an action plan of short, medium and long term actions, with discussion around the potential for forming working groups focussed on the pillars of community wealth building, to support the implementation of these action plans collaboratively between anchor institutions. CLES would be happy to facilitate this workshop with resources from the Power to Change Empowering Places programme.

Procurement & commissioning

Developing a joint procurement/commissioning working group for example can explore and work up joint approaches to developing a baseline of spending within the local economy, developing a collective understanding of where there are gaps in the local supply chain that could be filled through an active approach to building new businesses within Hartlepool. Collectively, Hartlepool anchor institutions can explore future contracting/commissioning opportunities which can stimulate local economic development and feed into an inclusive economy strategy led by the local authority.

A joined-up approach to social value in procurement & commissioning could be developed, linking up with NEPO's testing of the TOM's², and developing social value resources for all Hartlepool anchor institutions to draw upon. The development of a bespoke social value framework would be recommended, which would be developed by first bringing together a set of shared priorities from all engaged anchor institutions (this could be done at the first workshop as above), secondly exploring a set of related outcomes against which a social value ask can be made and then thirdly, working collectively with Volunteer Hartlepool and the wider VCSE in Hartlepool to design and build a mechanism which can ensure that social value is harnessed and directed effectively, so that it has the greatest possible social and economic impact locally.³

Workforce and employment

Joining up workforce priorities across anchor institutions can provide a rich and deep eco-system of support, training and progression. Public sector, private sector and social sector institutions working together can seek to address a range of deep-seated social challenges through their training and employment practices. The Apprenticeship Levy in recent years has driven a more activist approach, however there are opportunities to advance this investment collectively into an approach which supports Hartlepool residents, particularly those from the most excluded communities, to access skills, training and work opportunities which enable career progression. A cohesive progression strategy could allow people to move around and across anchors as part of a defined skills development programme providing more structured progression opportunities for those at the lower end of the labour market.

Working together, anchor institutions could develop a shared set of tools to map and understand employees and job applicants by a combination of socio-economic characteristics and geography to shape and influence outreach strategies for promoting apprenticeship and employment opportunities in communities most excluded from the labour market. Working with the VCSE sector as a partner, this outreach could support the development of a workforce which is more reflective of the local population, promote greater opportunities to local people and support those at the lower end of the labour market to upskill and progress.

North Tees and Hartlepool NHS Foundation Trusts 'People Strategy 2016-2020' is focused on attracting, developing and retaining staff. This strategy focus has prompted deep and holistic thinking about the long-term role the trust can play in, not only developing a more effective trust, but also in supporting those in the most vulnerable communities to break cycles of poverty and declining population health. This vision could serve as a shared basis for all anchors in Hartlepool, recognising the collective role they can play in shaping the economic and therefore physical health of Hartlepool.

Buildings, land and assets

² <https://socialvalueportal.com/national-toms/>

³ CLES would be happy to develop a full proposal for developing a bespoke social value framework following an assessment of anchor institution buy in.

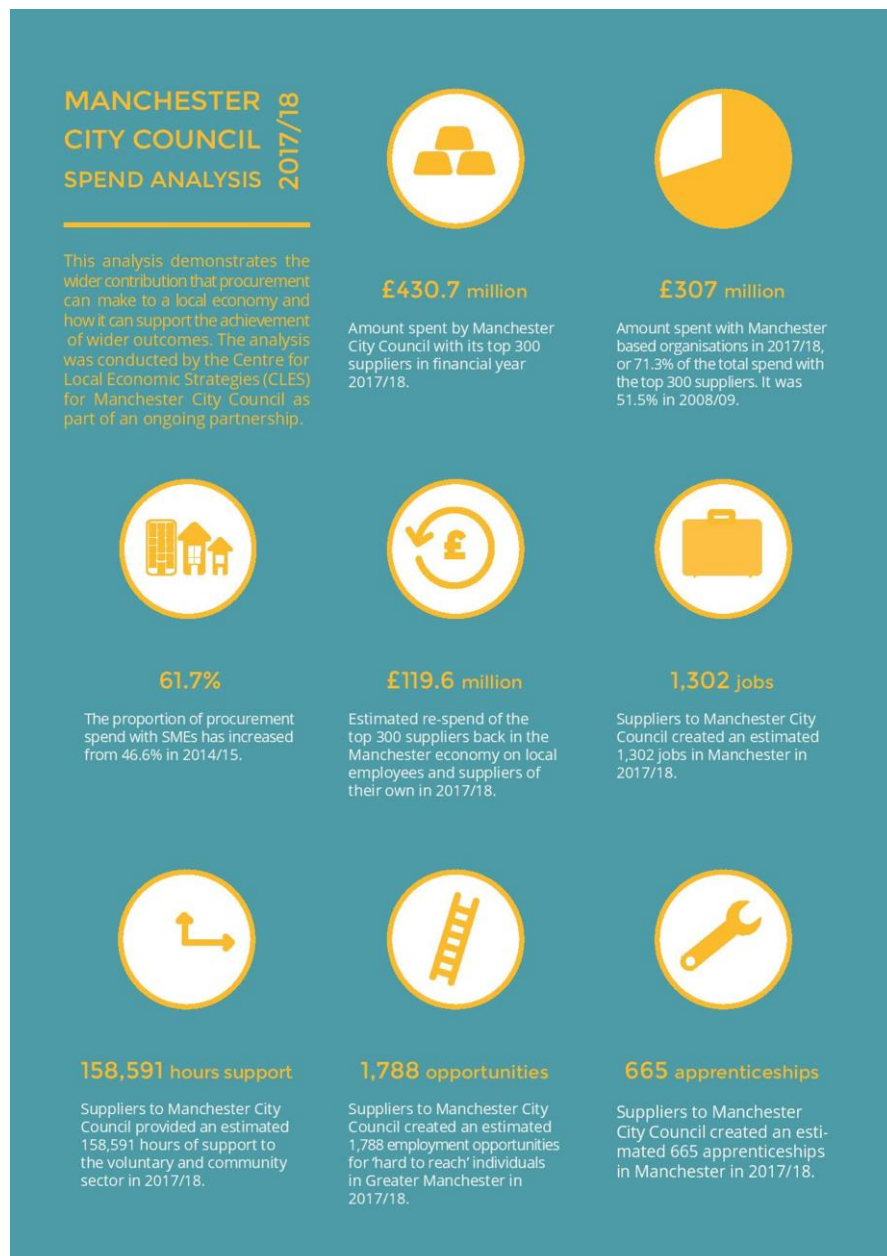
All public institutions have, driven by austerity, been forced to take a deep look at their use of buildings, land and assets. The local authority's approach is the most developed in terms of supporting wider community use of assets, and while we would recommend that local authority buildings, land and assets need to be woven into the local economic development agenda, supporting the growth of new private or social business models, this could equally be expanded to include a wide range of anchor institutions, bringing together an understanding of how the public estate can be utilised to drive economic and social growth locally. Such an approach could be seen as a precursor to the development of a local regeneration company, to serve as a vehicle for developing/re-developing joint assets at a scale where it could interact with large institutional funds such as the Teesside Pension Fund.

8. Case studies

The following section lists a number of case studies relevant to a community wealth building approach in Hartlepool.

MANCHESTER CITY COUNCIL SPEND ANALYSIS 2017/18

The analysis was conducted by the Centre for Local Economic Strategies for Manchester City Council as part of a 12-year partnership. It demonstrates the wider contribution that procurement can make to a local economy and how it can support the achievement of wider social and environmental outcomes.



Preston Living Wage

In April 2009, Preston City Council implemented a policy of paying all staff a Living Wage (including contracted/agency staff) and in 2011 decided to aim to secure the payment of a Living Wage in our procurement processes.

Preston City Council recognise that being a living wage employer is essential to widen the impact of the living wage policy whilst at the same time working within the current legislative framework to encourage contractors and others to pay the living wage.

Preston actively look to implement the living wage policy in their procurement practices on a case by case basis, with a pass/fail criteria included where possible.

The latest figures released by the Office for National Statistics (ONS) using the National Living Wage in 2017 show that the number of jobs in Preston paid less than the living wage has decreased to 15,000 (a drop of 4,000 from 2016). As a proportion of employee jobs receiving less than the living wage, this currently stands at 19.3%. This in turn means that currently 80.7% of all employees in Preston were paid the living wage in 2017 – an increase of 4% on 2016.

Oldham Council Employee Mapping

CLES worked with Oldham Council to develop an understanding of the economic impact of its spend on employee wages using payroll information for over 2,000 direct employees (including part-time employees) in which we determined the geography of this spend at LSOA level BY matching postcode data. The employee mapping was overlaid with the Index of Multiple Deprivation (IMD2015) to establish to what extent the staff body was drawn from some of the most deprived communities in Oldham and the average wage paid to employees from these communities. An employee survey was THEN used to identify how and where wages were re-spent on goods and services to establish a measure of the economic multipliers from the councils £60m gross spending on wages.

Giroscope

Giroscope is a housing charity based in west Hull. They are pioneers in a movement within UK housing providers called Self-Help Housing. This movement has gained momentum and grown significantly in recent years. Volunteers receive training and on-site experience in most aspects of the building trade, as well as the necessary Health and Safety certification that can lead to a 5-year CSCS card for on-site working. They support volunteers in all aspects of their development and many go on to live in Giroscope housing, providing a model that has inspired many others.

<https://giroscope.org.uk/housing/>



Islington Council's Inclusive Economy Strategy

Building on their manifesto, Islington Council's new corporate plan envisions: A place where everyone, no matter what their background, has the same opportunity to reach their potential and enjoy a good quality of life. Islington Council's Inclusive Economy Strategy aims to help achieve this by delivering an inclusive economy, supporting people into work and helping them with the cost of living, reducing the number of residents living in in-work poverty.

Islington's Inclusive Economy Strategy seeks to develop an Islington approach to local wealth-building, to ensure that wealth is broadly owned and locally rooted. The strategy is currently being consulted upon and is expected to be published in summer 2019.

<https://democracy.islington.gov.uk/documents/s16582/2018-10-26%20inc%20econ%20jobs%20annual%20report%20presentation%20vfinal.pdf>

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SAFER HARTLEPOOL PARTNERSHIP

20th March 2020



Report of: Chief Fire Officer – Cleveland Fire Brigade

Subject: HER MAJESTY'S INSPECTORATE OF CONSTABULARY
AND FIRE & RESCUE SERVICES
FIRE AND RESCUE SERVICE INSPECTION 2018/19 –
SUMMARY OF FINDINGS

1. PURPOSE OF REPORT

- 1.1 To provide Members of the Safer Hartlepool Partnership with a summary of findings from Cleveland Fire Brigade's Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services Inspection which took place in July 2019 (see **Appendix 1**).

2. BACKGROUND

- 2.1 As part of its reform agenda, the Government has introduced an independent inspection regime for Fire and Rescue Authorities in England– and the fire and rescue service they oversee. The inspections are delivered by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services. The chief fire and rescue inspector and inspectors of fire and rescue authorities in England have powers of inspection given to them by the Fire and Rescue Services Act 2004, as amended by the Policing and Crime Act 2017.
- 2.2 The inspectorate considers how effective and efficient fire and rescue authorities are, how well they manage their people and whether they are fulfilling their statutory obligations. The inspectorate also highlights good practice and identifies areas where improvement is needed so that remedial or constructive action can be taken.
- 2.3 The outcomes from the 'first and second tranches' of inspections for 2018/19 were reported to Cleveland Fire Authority Members in January and July 2019 respectively. The final 'third tranche' of inspections were published in December 2019. These were undertaken in 15 fire and rescue services namely: Buckinghamshire, Cleveland, County Durham and Darlington, Cumbria, Derbyshire, Devon and Somerset, East Sussex, Essex, Gloucestershire, London, North Yorkshire, Staffordshire, Suffolk, South Yorkshire and West

Yorkshire. A summary of the grades given to those fire and rescue services are set out in the table below with the full results from those inspections being available from the Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services website.

Judgement Area	Number of Fire and Rescue Services			
	Outstanding	Good	Requires Improvement	Inadequate
Effective	0	10 Includes CFB	5	0
Efficiency	0	9 Includes CFB	6	0
People	0	7 Includes CFB	8	0

3. CLEVELAND FIRE BRIGADE'S INSPECTION REPORT 2018/19

- 3.1 Cleveland Fire Brigade's Inspection Report 2018/19, attached as **Appendix 1**, was published December 2019.
- 3.2 Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services found that Cleveland Fire Brigade:
- is '**good**' at effectively keeping people safe and secure from fire and other risks;
 - is '**good**' at how efficiently it manages its resources; and
 - is '**good**' at looking after its people.
- 3.3 In his press release Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services Phil Gormley stated that he was pleased to report that Cleveland Fire Brigade had performed well in each of the main areas of inspection and that this was impressive given that the brigade has faced some of the largest cuts to its government funding. He stated that 'the brigade thoroughly assesses the risk to the community and its average response time to primary fires is faster than other fire and rescue services in England. Cleveland has taken an innovative approach to staff working patterns, which has improved flexibility and productivity of the service'. However, Mr Gormley advised that Cleveland, as with many other Fire and Rescue Services, does need to do more to ensure its workforce reflects the diversity of the residential population it serves. He went on to say that the Inspection Report reflected 'excellent performance from the brigade – the people of Cleveland can be confident that they are being well-served'.
- 3.4 The Inspection Report and its findings clearly show that Cleveland Fire Brigade is one of the top performing Fire and Rescue Services in the country. There is no doubt that this has been achieved as a result of the excellent support that it gets from the Cleveland Fire Authority; outstanding relationships that it has built with its communities, businesses, partner agencies and other organisations and the professionalism, dedication and hard work of its staff - all of which has made a positive difference to the safety and lives of the people in Teesside.

4. FUTURE INSPECTIONS

- 4.1 The Chief Fire Officer has been very recently notified by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services that the Brigade's next inspection will take place week commencing 12 July 2021. Preparations are underway for this next round of inspections. It would appear that the inspection regime will follow a similar format and structure to the first inspections with effectiveness, efficiency and people remaining the main themes but, to date, these exact details have not yet been received. The Brigade has been appointed a new Service Liaison Lead for the 2019/20 Inspections.

5 RECOMMENDATION

- 5.1 That the Safer Hartlepool Partnership notes the outcome of the Cleveland Fire Brigade HMICFRS Inspection 2018/19.

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Fire & Rescue Service

Effectiveness, efficiency and people 2018/19

An inspection of Cleveland Fire Brigade



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About this inspection

This is the first time that HMICFRS has inspected fire and rescue services across England. Our focus is on the service they provide to the public, and the way they use the resources available. The inspection assesses how effectively and efficiently Cleveland Fire Brigade prevents, protects the public against and responds to fires and other emergencies. We also assess how well it looks after the people who work for the service.

In carrying out our inspections of all 45 fire and rescue services in England, we answer three main questions:

1. How effective is the fire and rescue service at keeping people safe and secure from fire and other risks?
2. How efficient is the fire and rescue service at keeping people safe and secure from fire and other risks?
3. How well does the fire and rescue service look after its people?

This report sets out our inspection findings. After taking all the evidence into account, we apply a graded judgment for each of the three questions.

What inspection judgments mean

Our categories of graded judgment are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Good is our 'expected' graded judgment for all fire and rescue services. It is based on policy, practice or performance that meet pre-defined grading criteria, which are informed by any relevant national operational guidance or standards.

If the service exceeds what we expect for good, we will judge it as **outstanding**.

If we find shortcomings in the service, we will judge it as **requires improvement**.

If we find serious critical failings of policy, practice or performance of the fire and rescue service, we will judge it as **inadequate**.

Service in numbers



Public perceptions

Cleveland

England

Perceived effectiveness of service
Public perceptions survey (June/July 2018)

88%

86%



Response

Cleveland

England

Incidents attended per 1,000 population
12 months to 31 December 2018

14.4

10.4

Home fire risk checks carried out by FRS per 1,000 population
12 months to 31 March 2018

32.4

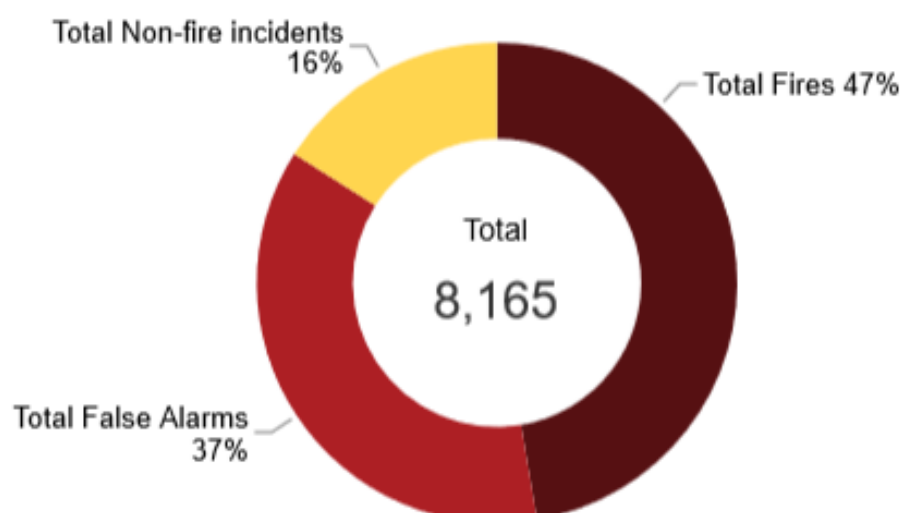
10.4

Fire safety audits per 100 known premises
12 months to 31 March 2018

12.1

3.0

Incidents attended in the 12 months to 31 December 2018





Cost

Cleveland

England

Firefighter cost per person per year
12 months to 31 March 2018

£28.07

£22.38



Workforce

Cleveland

England

Number of firefighters per 1,000 population
As at 31 March 2018

0.7

0.6

Five-year change in workforce
As at 31 March 2013 compared with 31 March 2018

-14%

-14%

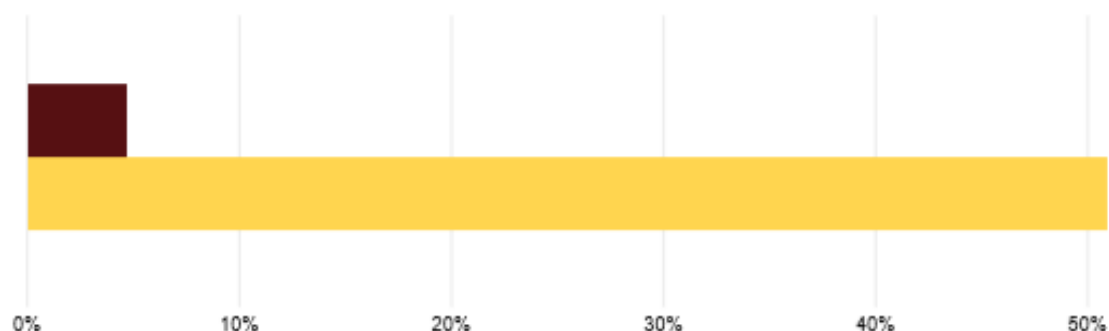
Percentage of wholetime firefighters
As at 31 March 2018

78%

70%

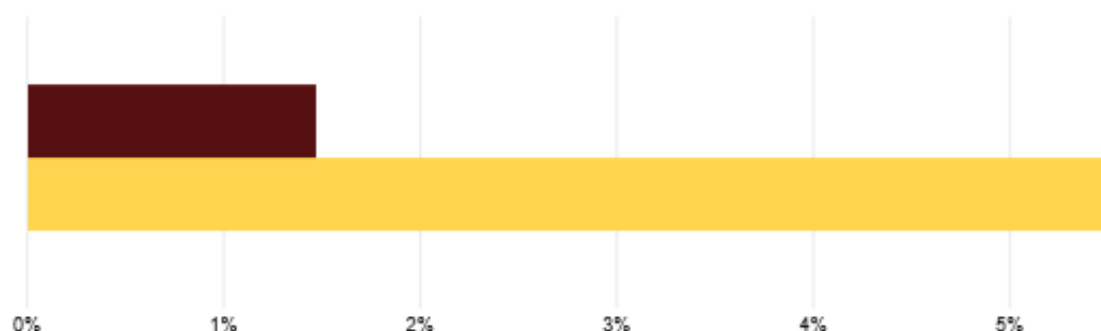
Percentage of female firefighters as at 31 March 2018

● Female firefighters ● Female residential population



Percentage of black, Asian and minority ethnic firefighters as at 31 March 2018

● BAME Firefighters ● BAME residential population



Please refer to annex A for full details on data used.

Overview



Effectiveness



Good

Understanding the risk of fire and other emergencies



Good

Preventing fires and other risks



Good

Protecting the public through fire regulation



Good

Responding to fires and other emergencies



Good

Responding to national risks



Good



Efficiency



Good

Making best use of resources



Good

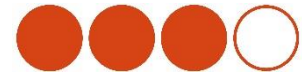
Making the fire and rescue service affordable now and in the future



Good

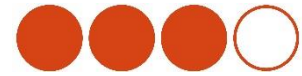


People



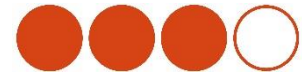
Good

Promoting the right values and culture



Good

Getting the right people with the right skills



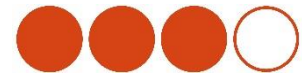
Good

Ensuring fairness and promoting diversity



Requires improvement

Managing performance and developing leaders



Good

Overall summary of inspection findings

We are pleased with the performance of Cleveland Fire Brigade in keeping people safe and secure. But it needs to improve in some areas to give a consistently good service.

Cleveland Fire Brigade is good at providing an effective service to the public. It is good at:

- understanding the risk of fire and other emergencies;
- preventing fires and other risks;
- protecting the public through fire regulation;
- responding to fires and other emergencies; and
- responding to national risks.

The brigade is good in the efficiency of its services. We found it to be good at making the best use of resources. And it is good at making its services affordable now and in future.

Cleveland Fire Brigade is good at looking after its people. It is good at:

- promoting the right values and culture;
- getting the right people with the right skills; and
- managing performance and developing leaders.

But it requires improvement at ensuring fairness and promoting diversity.

Overall, we commend Cleveland Fire Brigade for its performance. This provides a good foundation for improvement in the year ahead.

Effectiveness



How effective is the service at keeping people safe and secure?



Good

Summary

An effective fire and rescue service will identify and assess the full range of foreseeable fire and rescue risks its community faces. It will target its fire prevention and protection activities to those who are at greatest risk from fire. It will make sure businesses comply with fire safety legislation. When the public calls for help, the fire and rescue service should respond promptly with the right skills and equipment to deal with the incident effectively. Cleveland Fire Brigade's overall effectiveness is good.

Cleveland Fire Brigade has a good understanding of the risks to its local area. Its approach is outlined in its four-year plan, which uses a wide range of data to inform its prevention, protection and response activities.

The brigade's prevention strategy covers seven main areas with a high focus on its staff completing [safe and well checks](#). For the year to 31 March 2018, the brigade had a high rate of these checks per 1,000 population, over three times the average rate of fire and rescue services in England. It has carried out analysis to help it understand the main risk factors in its communities. But it doesn't always target its prevention work at the people who are most at risk from fire in the home.

Its approach to enforcement is a supportive one, helping businesses to comply with fire safety regulations. For the year to 31 March 2018, the brigade had a high rate of fire safety audits per 100 known premises. Fire crews and specialist staff completed audits. However, it needs to make premises with the greatest risks a priority in its approach.

The brigade thoroughly assesses risk to the community before developing its response requirements. It has introduced smaller response vehicles and changed staffing arrangements, so its resources are proportionately allocated to risk. Its average response time to [primary fires](#) is faster than other fire and rescue services.

The brigade can show it is ready to respond to both local and national events when needed. But it should improve its training with neighbouring fire and rescue services. It should also make sure its staff are well prepared to respond to high-risk premises in its area.

Understanding the risk of fire and other emergencies



Good

Cleveland Fire Brigade is good at understanding the risk of fire and other emergencies. But we found the following area in which it needs to improve:

Areas for improvement

- The brigade should ensure it gathers and records relevant and up-to-date site-specific risk information.

All fire and rescue services should identify and assess all foreseeable fire and rescue-related risks. They should also prevent and mitigate these risks.

We set out our detailed findings below. These are the basis for our judgment of the brigade's performance in this area.

Understanding local and community risk

The brigade has a good understanding of local and community risk, which it explains well to the public in its [community integrated risk management plan](#) (CIRMP).

The plan tells the public of the main risks faced in their community. It outlines what current and future resources will be available to meet these risks. It also proposes activity to reduce these risks through prevention, protection and response. And it describes the financial constraints facing the brigade.

The current CIRMP is for the years 2018–22. Before publishing the CIRMP, the brigade ran a three-month consultation with the public, staff, local businesses and partners such as local authorities. It received 446 responses, which were shown to the [fire authority](#) before the plan was approved.

The analysis of risk in the CIRMP is based on the community risk profile of the brigade's area. The brigade made effective use of a broad range of data to produce an accurate and clear risk profile. For example, it used its own local incident data, as well as data covering [safeguarding](#), road safety, indices of multiple deprivation, population profiles, employment, housing, health and data on national incidents. This helps the brigade to proactively identify the different levels of community risk in its area.

The brigade assessed the potential effect on services of emerging and future changes in risk. It worked with local partner organisations and used predictive datasets such as POPPI (Projecting Older People Population Information) to help it do this. For example, it predicts that by 2035 the number of people older than 65 with dementia will increase by 71 percent from 7,000 to 12,000. And by 2032 there will be an estimated 32,000 more homes in its geographic area.

This community risk profile approach to risk has been externally validated by Newcastle University. The brigade uses it to get a clear picture of the areas and households most at risk from fire. It is reviewed and updated each year.

Strategic plans include different scenarios run through [risk modelling](#) software. This risk modelling has prompted the brigade to introduce new response standards and change two fire engines from wholtime to on call.

Having an effective risk management plan

There is a clear link between the CIRMP and the brigade's strategic direction. How resources are allocated to prevention, protection and emergency response can be traced through this plan. In developing the plan, the brigade considered its statutory obligations including the requirements set by the [Fire and Rescue National Framework for England](#).

The brigade also works with its [local resilience forum](#) to make sure the risks from its community risk register are included in its planning. The community risk register provides information on emergencies that could happen within the Cleveland area, together with an assessment of how likely they are to happen and the impacts if they do. The brigade keeps a comprehensive record of its corporate risks, which are considered and discussed regularly by the brigade's executive leadership team.

The brigade develops an annual operating plan based on its CIRMP. This identifies its main strategic priorities for the year and sets out how it plans to measure its effectiveness. The executive leadership team and fire authority scrutinises performance against these priorities.

The brigade's chief fire officer leads the [National Fire Chiefs Council's](#) (NFCC) risk management project for best practice in identifying and assessing risk.

Maintaining risk information

The brigade gathers information about high-risk sites that present risks to firefighters and the public, so they can plan how to respond to incidents. Firefighters access risk information and plans on [mobile data terminals](#) (MDTs) in fire engines.

When we examined the risk information, we came across several sites whose risk visits hadn't been reviewed in line with brigade guidelines. We also found examples of out of date site-specific risk information on MDTs. In some cases, it took longer than three months for updated information to be uploaded on to MDTs. Out of date risk information could put firefighters and the public at unnecessary risk.

The brigade has previously reported the limitations of its arrangements for risk visits. In December 2018, it introduced a new procedure for gathering risk information and making staff aware of it quickly. The brigade is in the process of getting up-to-date risk information for all sites, which we consider to be needed.

We found that the brigade communicates risk information well to operational staff about temporary events, such as large festivals.

The brigade has effective systems in place for communicating general risk information to staff. It uses different methods, such as handovers between [watches](#) and briefings, and 'fire alerts' systems to share health and safety risk-critical and safety information. Staff must sign to acknowledge they have read and understood this information. Its systems are also well designed to share information quickly between prevention, protection and response staff.

Preventing fires and other risks



Good

Cleveland Fire Brigade is good at preventing fires and other risks. But we found the following areas in which it needs to improve:

Areas for improvement

- The brigade should ensure it targets its prevention work at people most at risk.
- The brigade should ensure it quality-assures its prevention work appropriately.

We set out our detailed findings below. These are the basis for our judgment of the brigade's performance in this area.

Prevention strategy

Cleveland Fire Brigade has a community safety strategy, which aligns its prevention work with its CIRMP. It also complies with its statutory responsibility to protect the public from the risk of fire. This strategy consists of seven separate plans covering prevention work in the areas of safer homes, safer buildings, safer roads, safer high hazard industries, safer neighbourhoods, national resilience and improved health outcomes.

The brigade has analysed the main risk factors in its communities. Analysis included reviewing fire incidents and national research to identify people at greatest risk of fire, such as lone pensioners, and people who misuse drugs and alcohol. But despite this detailed analysis, we found that the brigade doesn't always target its prevention work at individuals or households most at risk from fire in the home. For example, it told us that it will complete all high-risk partner referrals in six months, which is excessive considering these are people who have been identified by local partners as potentially

being [vulnerable](#) to fire or other risks. Should a member of the public phone requesting a visit, they would be visited within six weeks.

Safe and well visits are well established within the brigade and are completed as a matter of course by specialist prevention staff, [wholetime](#) and [on-call](#) station staff.

These visits include fire safety checks such as identifying and reducing fire risks and fitting fire alarms. They also involve welfare related activities, such as promotion of health advice and how to avoid slips, trips and falls.

The brigade aims to complete more than 18,000 safe and well visits each year. Individual stations and the specialist prevention team are given individual targets. In the year to 31 March 2018, the brigade made 18,315 [home fire safety](#) / safe and well visits. This is 32.4 visits per 1,000 population, more than three times the average rate in England of 10.4. Of these 18,315 visits, 58.7 percent were to households occupied by an elderly person, compared with 54.1 percent for services in England. Households occupied by a person with a registered disability accounted for 18.4 percent of the visits, compared with 24.7 percent for services in England.

The brigade has specialist prevention advocates who are trained to advise people with complex vulnerabilities, such as dementia or drug and alcohol abuse. They work to direct people to local support services to reduce the likelihood of future interventions. The brigade has trained all its operational staff to understand and recognise vulnerable adults and children and to make safeguarding referrals where appropriate. Inspectors found that staff were confident in recognising vulnerabilities and gave good examples of when they had referred to other agencies.

The brigade works effectively with partner organisations who made 3,935 safe and well visits in the year to the end of March 2018. This is higher than the rate per 1,000 population for all English fire and rescue services.

However, we found no monitoring of the quality of either their staff or partners' safe and well checks. The brigade has evaluated its process and procedures for safe and well checks. It was one of seven fire and rescue services to produce the national report on introducing a standard evaluation framework approach to gathering evidence of the effect and effectiveness of safe and well visits. It also informed us of its plans to evaluate all its prevention work.

Promoting community safety

The brigade's communication team is part of the prevention team and promotes safety messages using established communication methods and social media. Campaigns are aligned to national activity by the NFCC and the Government's Fire Kills campaign. The brigade has a campaigns calendar, which is circulated to all stations. We found that central campaigns are well structured and evaluated effectively, but there was an inconsistent approach by stations with no overall evaluation by the brigade.

At the start of 2019, the brigade redesigned its website to make it more user-friendly including translation facility for ten languages.

Districts and stations receive a weekly risk profile of recent fire incidents in their area. These are used by managers to proactively target their prevention work. This work includes activities like community talks in schools and care homes, water safety events and arson prevention. Prevention work is logged on the brigade's 'ident' system to allow managers to monitor whether effective activities are being completed.

The brigade has a commissioned services prevention team funded by partners such as local authorities. This team conducts activities such as the Winter Warmth campaign, youth engagement, National Citizen Service and youth employment initiatives.

A community interest company has also been created. This type of company allows social enterprises to use their profits and assets for the public good. Its profits support a network of community volunteers, which provides extra capacity for prevention work. These volunteers offer activities such as support at prevention events and completing lower priority home fire safety checks.

The brigade works well with partners such as local housing providers to prevent fires and keep people safe. A good example is its involvement in an integrated community safety team at Hartlepool police station, where staff work with other partners such as the council and police. This allows all partners to work together in tackling community safety problems. The brigade also has two community liaison officers whose primary focus is community safety partnerships.

There is also close work with Cleveland Police to investigate fires suspected to have been caused by arson. We were told of successful prosecutions through this work in the last three years. A young persons' fire-setter programme targets children and young people who have an unhealthy fascination with fire. The brigade is national arson lead for the NFCC. It also sits on the Home Office's national anti-social behaviour strategic board, which is producing a good practice arson reduction toolkit.

Road safety

Cleveland's CIRMP identifies road traffic collisions as the greatest risk to life. The brigade is an active member of the Cleveland Strategic Road Safety Partnership whose members include the four local councils, Cleveland Police and organisations such as Road Safety GB. It also has a dedicated road safety officer to promote road safety and drive campaigns.

Partners told us the brigade is proactive in identifying opportunities to improve road safety and is active in several local and national initiatives. A local winter vehicle safety initiative saw a fire station used as the location for vehicle checks and talking to drivers about road safety.

The brigade also presents the road safety roadshow Learn and Live programme to young people aged 15 to 19 years old. The brigade told us that every year it presents over 100 roadshows, sometimes alongside other agencies. Redcar and Cleveland Borough Council has commissioned the brigade to provide road safety sessions in 40 primary schools for key stage 1 and 2 pupils.

Protecting the public through fire regulation



Good

Cleveland Fire Brigade is good at protecting the public through fire regulation. But we found the following areas in which it needs to improve:

Areas for improvement

- The brigade should ensure its risk-based inspection programme prioritises the highest risks.
- The brigade should ensure it works with smaller businesses to share information and expectations on compliance with fire safety regulations.

All fire and rescue services should assess fire risks in buildings and, when necessary, require building owners to comply with fire safety legislation. Each service decides how many assessments it does each year. But it must have a locally determined, risk-based inspection programme for enforcing the legislation.

We set out our detailed findings below. These are the basis for our judgment of the brigade's performance in this area.

Risk-based approach

Cleveland Fire Brigade has a risk-based inspection programme and enforcement plan. We found the brigade needs to evaluate its approach so that it makes the highest risk premises a priority. Its definition of high risk comes from algorithms in its Community Fire Risk Management Information System. It is then validated through officers' professional judgment with in-depth knowledge of the local area and associated industrial and commercial buildings.

It has applied this professional judgment to several premises since its risk-based inspection programme began, and as at 31 December 2018, declared it only had ten high risk premises. The brigade hasn't set a target for how many of these premises are audited but looks at the frequency of these audits on an individual property level.

Cleveland's specialist staff carry out fire safety audits that support the risk-based inspection programme. It has adopted the NFCC's short audit process for their fire safety inspectors. This improves productivity and places less of a burden on business premises than the full audit. In the year to 31 March 2018, the brigade audited 1,862 premises, 12.1 per 100 known premises (those the fire safety regulations apply to). This compares with 3.0 audits per 100 known premises for all services in England. In the same period, 12 percent of the 1,862 audits were unsatisfactory compared with an England average of 31.5 percent.

As well as its proactive risk-based inspection programme, the brigade also does reactive work. It replies to statutory consultations such as building regulations, audits businesses after a fire, and responds to fire safety complaints from other organisations and the public. The brigade received 291 building regulation consultations between 1 April and 31 December 2018. Of these, 94.2 percent were finished on time.

We found it positive that the brigade has started to train response managers to do low-risk fire safety audits. These managers complete four audits a month.

Enforcement

The brigade's enforcement policy is based on the Better Business for All agenda and the [Regulators' Code](#). The brigade told us that, where possible, it will work to support businesses to resolve fire safety issues rather than seek enforcement.

It has used a range of enforcement powers, including enforcement notices, prohibition and informal notices. In the year to March 2018, the brigade gave 161 informal notices, three enforcement notices, seven [prohibition notices](#), but no alteration notices or prosecutions. The brigade hasn't prosecuted since 2010/11, but two cases in the past four years were pursued towards prosecution without progressing because of company insolvency. The brigade maintains the prosecution skills of its staff through continuous professional development. Staff with fire safety qualifications are always available to deal with fire safety concerns.

The brigade works well with other enforcement agencies. The brigade attends meetings with regulators at Stockton and Middlesbrough Borough Councils to exchange information about risk, discuss non-compliant businesses and other areas for concern. It also makes joint visits, for example with the police and local authorities, for problems in licensed premises.

Working with others

We were shown evidence of the brigade supporting large organisations such as a local hospital and housing provider to comply with fire safety regulations. The brigade's website has recently been updated to make it easier for business owners to find fire safety advice. Except for this improvement, it didn't have a systematic approach to engagement with smaller businesses.

The brigade introduced a new strategy in October 2017 to reduce the negative effect of attending false alarms (unwanted fire signals) at commercial premises. When an automatic fire alarm is reported it can be questioned rather than responded to straight away. The brigade provided data showing that this approach has reduced the burden of attending false alarms to commercial premises by 20 percent in the year to 31 March 2018. Home Office data shows that in the year to 31 December 2018, the brigade reduced false alarms at all premises by 4.6 percent from the previous year.

The brigade is working on a pilot scheme to better exchange information and concerns about premises with local regulatory bodies. We recognise the benefits this approach could bring and look forward to seeing the outcome of this work.

Responding to fires and other emergencies



Good

Cleveland Fire Brigade is good at responding to fires and other emergencies. But we found the following areas in which it needs to improve:

Areas for improvement

- The brigade should ensure it gives relevant information to the public about ongoing incidents to help keep the public safe during and after incidents.
- The brigade should ensure it has an effective system for staff to use debriefs to improve operational response and incident command.

We set out our detailed findings below. These are the basis for our judgment of the brigade's performance in this area.

Managing assets and resources

The brigade bases its resource requirements on a thorough assessment of risk to the community. It reviewed its fire cover model in 2017. This was based on the identified risks in its area with two key planning assumptions:

- fire survivability rates and how to reduce loss of life based on extensive research commissioned by West Midlands Fire Service; and
- a thorough assessment of the resources needed for the most serious cases at its many high hazard industrial sites.

This review identified the need for at least 14 fire engines at any time, with an optimum of 18 engines, to meet the identified risk and brigade's first attendance response standard. The brigade has 21 fire engines based at 14 community fire stations. Six of these stations are [wholetime](#), namely resourced day and night, six are on-call stations and two are mixed wholetime/on-call stations. It uses its wholetime and on-call firefighters flexibly to maintain the optimum 18 fire engines. When it falls below this number, it has an action plan for increasing firefighter availability. In 2018, it has only been below the minimum number of 14 fire engines for 15 hours.

In 2018, on-call fire engine availability ranged from 48.9 percent to 91.8 percent. Availability of on-call staff is a national challenge and the brigade told us it is in the final stages of a review aiming to increase availability.

The brigade has invested to make its operational fleet more flexible to meet the needs of its CIRMP. For example, it has introduced small fire units crewed by two firefighters unlike traditional fire engines with a crew of four or five. These units are more effective and efficient in tackling small fires while enabling larger fire engines to remain available for high-risk incidents.

The brigade trains its wholetime and on-call firefighters to the same standard. Operational staff we spoke to confidently demonstrated how to use breathing apparatus. Control staff's training competencies were well managed.

Response

In the year to 31 December 2018, the brigade attended 14.4 incidents per 1,000 population. The rate for England for the same period was 10.4 incidents.

The Home Office collects and publishes data of the time between a call being made and the first fire engine arriving at the scene. This data shows that for the year to 31 March 2018, the brigade's average response time to primary fires was 6 minutes and 35 seconds. This was an increase from 6 minutes 20 seconds in the year to 31 March 2011 and is the fastest response time of any service.

After public consultation and the 2017 response review, the brigade introduced a new response standard for building fires. This is:

- first fire engine will attend within an average of 7 minutes;
- 90 percent will be attended within 10 minutes by the first fire engine; and
- second fire engine will attend within an average of 10 minutes.

These times are measured from the [mobilisation](#) instruction being sent until the arrival of the fire crew at the scene of the incident. The brigade used computer modelling to calculate response times that could meet the fire authority's expectation of the same standard of emergency response for all its community.

Between 1 April and 31 December 2018, the brigade achieved its response standards. The first fire engine arrived on scene in an average of 4 minutes 48 seconds while the second in 6 minutes 41 seconds.

By March 2021, the brigade aims to adopt all areas of [national operational guidance](#). This guidance covers operational policies, procedures and training for firefighters to deal with incidents effectively and safely. National operational guidance has already been implemented for incident command and use of breathing apparatus.

Command

The brigade has an effective system for ensuring incident commanders at all levels keep their command skills up to date. As well as regular refresher training, all incident commanders complete an annual operational command assessment. Operational commanders we spoke to showed good knowledge and understanding of how to safely and effectively command operational incidents. We found staff were aware of the incident command pack held on fire engines and understood how it should be used.

As part of our inspection, we surveyed staff to get their views of their service (please see Annex A for more details.) Of the 189 firefighters who responded to our survey, 88.3 percent agreed that 'the last incident I attended where I was not the incident commander was commanded assertively, effectively and safely' which is similar to the England average.

The brigade has analysed crew tasks by incident type to decide how many firefighters and what equipment is needed at incidents. We found that emergency control room staff are good at sending resources to incidents based on this analysis. They also have discretion to alter the attendance criteria to incidents and apply this effectively.

Keeping the public informed

The brigade doesn't routinely keep the public informed of day-to-day incidents that may have the potential to affect them. During major incidents it works with the local resilience forum to communicate with the public through its communications team. Out of hours cover for media and press enquiries is the responsibility of duty officers who have had media training.

Staff were well trained and confident in recognising vulnerable people. They gave good examples of safeguarding referrals to protect vulnerable people.

Control room staff have access to a language line to enable them to communicate more effectively with members of the public who don't speak English. This gives immediate access to an interpreter who can relay information between the caller and the control operator. Control staff were also well trained and confident in giving a range of fire survival guidance to the public.

Evaluating operational performance

The brigade has a good debrief process to gather feedback after an exercise or incident.

We found that conducting [hot debriefs](#) immediately after an incident is common practice. Staff record what they have learned from incidents using an electronic debrief form. Commanders we spoke to use this electronic form for the debrief process. A formal debrief process is triggered by more significant incidents.

The brigade has good processes for learning from debriefs. For example, it has improved its wildfire equipment and command procedures. We also found that risk-critical safety information identified at debriefs was well communicated to staff. Our staff survey showed that 81.1 percent of the 127 firefighters and specialist support staff who responded agreed that they are confident their service takes action as a result of learning from operational incidents. However, staff we interviewed couldn't give us examples of other lessons learned after incidents or exercises. The brigade should consider if it can communicate more effectively or promote this knowledge with staff.

We were pleased to see that the brigade shares what it has learnt with other fire and rescue services as well as other emergency responders. It does this through the so-called [national operational learning](#) process.

It has an effective procedure for dealing with public complaints. Each case is investigated, and numbers of cases are reported to the fire authority.

Responding to national risks



Good

Cleveland Fire Brigade is good at responding to national risks. But we found the following areas in which it needs to improve:

Areas for improvement

- The brigade should ensure its staff are well prepared to respond to high-risk premises.
- The brigade should ensure that its procedures for responding to terrorist-related incidents are understood by all staff.

All fire and rescue services must be able to respond effectively to multi-agency and cross-border incidents. This means working with other fire and rescue services (known as intraoperability) and emergency services (known as interoperability).

We set out our detailed findings below. These are the basis for our judgment of the brigade's performance in this area.

Preparedness

The brigade is well prepared to deal with a major incident.

The Home Office funds a number of fire and rescue services to keep and maintain equipment in the case of a major incident, some of which are located in Cleveland, for example, a detection, identification and monitoring unit. The brigade has plans in place to allow these assets to be mobilised to other areas. Control staff and operational commanders know how to request other specialist assets and resources, such as [urban search and rescue](#) teams through the [national co-ordination advisory framework](#).

The brigade regularly liaises with local high-risk industry and holds a regular forum. This forum keeps the brigade alert to changing risk at these high-risk sites. It also makes it aware of the resources the organisations can provide on their own and other sites.

The brigade has worked with site owners and partners to develop individual response plans for high-risk sites. At the time of inspection, this included 32 [sites designated high-risk by the Control of Major Accident Hazards \(COMAH\) Regulations 2015](#). The plans we reviewed were of good quality, but we found some supervisory commanders didn't fully understand them.

Working with other services

The brigade has mutual aid arrangements in place with its two neighbouring fire and rescue services. At a recent major fire incident, it was supported by County Durham and Darlington Fire and Rescue Service to provide fire engines to support normal business. It also shares risk information with these neighbouring services through a secure extranet called [Resilience Direct](#) and uploads this on to MDTs.

The brigade shares procedural information with its neighbouring services so that fire crews can effectively work together at incidents. For example, staff are made aware of different breathing apparatus and procedures used. We found, however, that cross-border exercising was infrequent, and many staff said they hadn't participated in any recent exercises. Of the 127 firefighters and specialist support staff who answered our staff survey, only 25.2 percent agreed that the brigade regularly trains or exercises with neighbouring fire and rescue services. The brigade told us it is exploring ways to increase the frequency and effectiveness of cross-border exercises.

Working with other agencies

The brigade is an active member of the Cleveland Local Resilience Forum. We heard that the brigade is an engaged and supportive member. It helps plan and complete multi-agency exercises and training through a training and exercising group, including at its COMAH sites. However, operational crews weren't often involved in these exercises. The brigade should make sure it involves all operational crews in multi-agency exercises as it will support them to be fully prepared to respond effectively to these types of incidents.

In general, staff showed good knowledge of the [Joint Emergency Services Interoperability Principles](#), which ensure that all the emergency services work together effectively. The brigade has a number of trained [national inter-agency liaison officers](#). These staff advise on incidents like a marauding terrorist attack and work with partner agencies when an incident occurs. We did find that some station-based crews weren't sure what action to take at an incident involving a marauding terrorist attack. The brigade should address this to ensure all operational crews are trained to deal with such an incident.

Efficiency



How efficient is the service at keeping people safe and secure?



Good

Summary

An efficient fire and rescue service will manage its budget and spend money properly and appropriately. It will align its resources to its risk. It should try to keep costs down without compromising public safety. Future budgets should be based on robust and realistic assumptions. Cleveland Fire Brigade's overall efficiency is good.

Cleveland Fire Brigade is good at financial planning. It has a five-year medium-term financial plan in place that is updated annually. The plan is linked to action in its [CIRMP](#). It has made large savings over the past eight years, according to data provided by the brigade.

The brigade has changed its staff working patterns to improve productivity. It has good systems in place to manage this. Better use of technology would make it more productive and efficient.

It has a positive approach to collaboration, meeting its statutory duty. But it should do more to monitor, review and evaluate its collaboration activities. The brigade has business continuity plans in place. It needs to improve its oversight of these plans to make sure all of them are being tested.

The brigade has made good use of external funding including successfully bidding for government funding and generating income from partners for its commissioned services team. It has also set up a successful community interest company, which provides community safety services to the community.

Making best use of resources



Good

Cleveland Fire Brigade is good at making best use of resources. But we found the following areas in which it needs to improve:

Areas for improvement

- The brigade should ensure it effectively monitors, reviews and evaluates the benefits and outcomes of any collaboration.
- The brigade should ensure it has good business continuity arrangements in place that take account of all foreseeable threats and risks. It needs to review and test plans thoroughly.

We set out our detailed findings below. These are the basis for our judgment of the brigade's performance in this area.

How plans support objectives

Cleveland Fire Brigade has clear and sound financial plans. It has processes in place for both internal and external audit and scrutiny by the [fire and rescue authority](#). These allow the plans to be challenged.

In the year to 31 March 2018, firefighter cost per head of population was £28.07. This compares with the England rate of £22.38.

It has developed its strategic objectives in line with its CIRMP. These include identifying existing and future risks to its communities and assessing new ways of working for prevention, protection and response activities. We could see the link between the proposals set out in the CIRMP and how the brigade has developed its structure and its prevention, protection and response activities.

Between year to 31 March 2013 and year to 31 March 2018, the brigade's workforce has reduced by 13.6 percent – 105 full time equivalent posts. It has had three organisational reviews since 2011 so that preventative, protective and response activities are suitably allocated. The brigade told us these reviews achieved efficiencies of almost £3m while improving the service to the public. Some of the outcomes of the reviews were:

- staff moved from headquarters to district community hubs to increase public access to community safety services;
- increased front-line resources;
- streamlined support services; and
- fewer management tiers.

The brigade has a five-year medium-term financial plan showing the financial effects of its CIRMP, which is reviewed each year. This plan considers a range of scenarios such as changes in government funding and future pay awards. [Reserves](#) of £0.6m per year for the next three years are being used to balance the budget. However, we are satisfied that the brigade has a good spending plan in place for its reserves, which includes building a more efficient estate. It has plans to allow it to balance its budgets without having to rely on reserves in the future.

The brigade showed that it has been able to make savings. From 2011/12 to 2018/19, external funding fell by around 34 percent, equating to nearly £10.5m. The brigade has managed this reduction through its CIRMP. The brigade's budget for 2019/20 is £26.9m. As part of the brigade's current efficiency plan, it is on track to make £3.44m of savings by the end of 2019/20. Savings will be made by:

- changes to control room arrangements following a review;
- change of crewing for the incident command unit;
- closure of a fire station; and
- more [on-call](#) firefighters and fewer [wholetime firefighters](#).

Productivity and ways of working

In 2017/18, the brigade reviewed the productivity of its firefighters. This is positive and not something we have seen in many other services. This review analysed how long firefighters were spending doing the essential elements of their role such as responding to incidents and training. In doing so this identified the time left for other things, in particular prevention and protection activities.

Each station has annual targets for prevention and protection activities. Targets are monitored and managed through district performance meetings and then quarterly brigade performance meetings. Prevention and protection teams have similar processes for target setting and performance management. We found this performance management process is effective to ensure the correct output is achieved. However, the brigade should do more to assure the quality of its prevention and protection activity.

Since 2012, the brigade has introduced new working patterns for its staff to increase productivity. All were introduced as local agreements after negotiations with trade unions. Staff other than firefighters – known in the sector as 'green book staff' – have transitioned since then to annualised hours providing flexible provision of services. Trainers in its learning and development department have moved from working a five-day week with core hours of 9am to 5pm to seven days a week (including bank holidays) with core hours of 9am to 9pm. This means trainers are available throughout the week. It increases the training courses offered and provides more opportunities for on-call staff to receive training.

As part of the brigade's last CIRMP (covering 2014–18), firefighters and control staff moved to a new duty system. This system allows the brigade to draw on resources when they are needed, so only the appropriate number of firefighters are on duty. Operational staff working in central teams also support this approach and work shifts to support response crews when needed.

With this model, the brigade deploys operational staff flexibly to maintain its optimum number of fire engines. It regularly moves wholetime staff to on-call stations to make more on-call fire engines available. This is a good use of available resources to improve response, but staff told us this approach affects productivity in other areas such as prevention and training. The brigade should ensure it understands any effects of this approach.

During 2016–2018, the brigade made efficiency savings of almost £1m. Savings were made by reducing numbers of wholetime firefighters and increasing on-call firefighters. The modelling showed that this new approach meets the response standards promised to the public outlined in its CIRMP.

Collaboration

The brigade meets its statutory duty to consider emergency service collaboration. It is part of a strategic collaborative development working group with representatives from the police and the ambulance services. It chairs the assets sub group.

Some examples that have come through this group are:

- co-location with Cleveland Police at the newly built Thornaby fire station, who made a capital contribution of £162,000;
- long-term leasing of its old training centre at Grangetown to Cleveland Police, who have refurbished the building at a cost of £950,000;
- sharing its incident command unit and welfare pod (providing welfare facilities at incidents) with Cleveland Police;
- leasing a workshop bay in its technical hub for North East Ambulance Service NHS Foundation Trust technicians to maintain or service ambulance vehicles, generating £3,000 per annum; and
- co-location with HM Coastguard Rescue Team at Redcar fire station, generating £2,300 per annum.

In January 2019, the brigade agreed a statement of intent with Cleveland Police to explore ways of collaborating for their back office services.

It also shares premises with NHS staff at Redcar Fire Station and its Middlesbrough Community Hub. The brigade also collaborates with other non-emergency service partners. It helps rehabilitate offenders through community gardening activities at its headquarters site.

A noteworthy example of collaboration is the brigade's involvement in an integrated community safety team based at Hartlepool police station. Representatives from different agencies work together to solve problems that affect their different organisations.

The brigade has a positive approach to collaboration. But we found it doesn't consistently monitor, review and evaluate these initiatives to establish whether they represent value for money.

Continuity arrangements

The brigade has good business continuity plans. Its framework highlights three types of business continuity plan: corporate (e.g. industrial action), departmental, and individual stations. The plans align with [local resilience forum](#) plans. Business continuity plans are reviewed each year by department heads.

The brigade has business continuity arrangements in place for critical areas such as ICT or loss of [fire control](#). Its fire control function can be passed to two other fire and rescue services with the same [mobilising](#) system, Hereford & Worcester and Shropshire. This would happen in the event of extraordinary need such as a failure of the system or a severe increase in calls volume.

Plans are routinely tested for fire control and ICT, although this wasn't the case for other areas of the brigade. We also found there was limited oversight and quality assurance of the process. The brigade should assure itself that its oversight of continuity planning and testing is effective.

Making the fire and rescue service affordable now and in the future



Good

Cleveland Fire Brigade is good at making its services affordable now and in the future. But we found the following area in which it needs to improve:

Areas for improvement

- The brigade needs to ensure it makes the best use of technology to improve its efficiency and effectiveness.

We set out our detailed findings below. These are the basis for our judgment of the brigade's performance in this area.

Improving value for money

Cleveland Fire Brigade has a good track record of making savings. Its financial planning extends to 2022/23 and includes projections based on a wide range of financial scenarios. These include the effect of future changes in government funding, future pay awards and uncertainty about public sector employers' obligations for recalculated pensions.

The brigade has a good understanding of future financial risks. Funding arrangements differ across services. Some rely on central government funding more than others depending on how much money they generate from local taxation. Cleveland is heavily dependent on central government funding as it has a low council tax base, with 65 percent of properties in band A and B compared with 44 percent nationally. Therefore, just a small percentage change in funding from central government could

have a large effect on the overall budget. Current planning scenarios for 2022/23 give at best a £1.73m budget deficit, and at worst a £3.84m deficit.

Short-term plans, such as revenue underspends and leaving some posts vacant, are in place to meet the immediate shortfall. Longer-term plans are being developed. These plans include a review of back office services, reviewing non-pay budgets, reconfiguring the approach to operational response and a possible council tax precept referendum.

The brigade has a procurement strategy to collaborate when possible. It is part of the north east fire and rescue services' procurement group through which it jointly purchases uniform. It has sound contract management with call-off contracts, break clauses and [benchmarking](#) used to drive savings. The brigade provided us with many examples of savings such £135,000 for building cleaning and building security and £11,000 for its waste contract.

Innovation

The brigade sets out its commitment to innovation through technology in its ICT strategy for 2019–22. This is based on four themes: automation, collaboration, insight and governance. The brigade has an in-house ICT team, which provides internal services and is commissioned to provide some services to other partners.

The brigade has a long-standing technology collaboration arrangement with the University of Hull. It has worked with the university to develop [MDT](#) software and its command and control mobilising system. The brigade made significant savings through this collaboration as it didn't need to tender for a new command and control mobilising system. It expects this collaboration to continue to make future efficiencies. It is the national fire sector lead with the university for MDT development and with a telecommunications company for control room communications development.

We saw a range of work the brigade is undertaking with other fire and rescue services to improve ways of working and be more efficient through the better use of technology. It is working with [NFCC](#) to jointly procure MDTs and is working with six fire and rescue services to procure software for a new on-call availability system, using a framework from Lancashire Fire and Rescue Service.

Though this collaboration and commitment to technology is positive, we found areas where the brigade could improve its effectiveness and efficiency. For example, only 29 percent of [home fire safety visits](#) are recorded using the tablets. Most checks are recorded on paper and manually transferred to computer systems later. And the system tracking the availability of on-call firefighters doesn't automatically update the mobilising system so has to be tracked and input manually.

Future investment and working with others

The brigade's reserve strategy compliments the medium-term financial plan, efficiency plan and asset management plan.

In the year to March 2018, the brigade had around £11.2m in earmarked reserves and around £1.6m in general reserves. Total earmarked reserves are due to diminish to

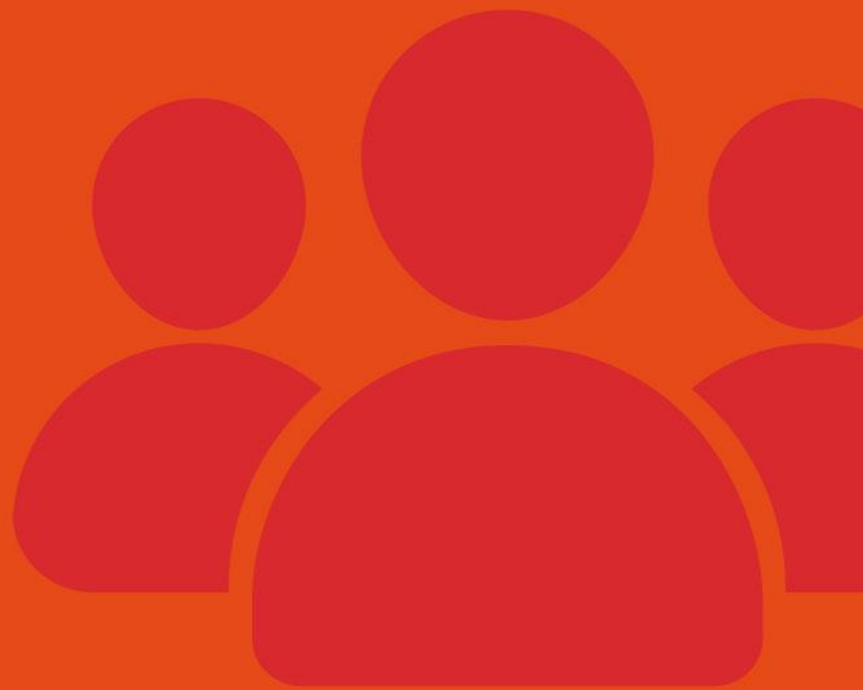
about £3.5m at the end of 2022/23. This is mainly through its asset management plan and supporting the operational change to manage budget reductions.

Reserves, external funding, borrowing and capital receipts are being used by the brigade to ensure its estate meets its anticipated operational needs. By investing in its estate now, especially its older buildings, this should remove maintenance requirements, which if not addressed would result in higher longer-term costs. Government funding of £3.9m was secured in 2012 and £2.8m in 2016 to transform the estate achieving annual efficiencies of £257,000. By 2024/25 it should save £11.5m in estates maintenance and £32.64m from crewing and staffing changes.

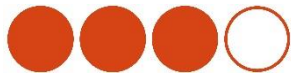
The brigade also generates extra income from leasing space in its estate. For example, the NHS pays £12,000 for accommodation at Redcar fire station. It also sells some of its prevention services, generating over £200,000 worth of business within the first quarter of this financial year alone. This external funding will fund the team for the whole year.

Through a loan from the Fire Authority, the brigade established a community interest company, Cleveland Fire Brigade Risk Management Services, in 2011. The brigade told us this is now a profitable company with about 100 employed staff. Its turnover in the year to 31 March 2019 was almost £4.8m. It provides a wide range of emergency preparedness, response and security services to industry, reducing risk in the brigade's area. It invests its profit into community safety activities including supporting community volunteers. In the year to 31 March 2018, these volunteers undertook 1,400 [safe and well visits](#) and fitted 403 sensory loss smoke alarms. The brigade also receives income from loan payments and market rate recharge for premises, equipment and staff.

People



How well does the service look after its people?



Good

Summary

A fire and rescue service that looks after its people should be able to provide an effective service to its community. It should offer a range of services to make its communities safer. This will include developing and maintaining a workforce that is professional, resilient, skilled, flexible and diverse. The service's leaders should be positive role models, and this should be reflected in the behaviour of the workforce. Overall, Cleveland Fire Brigade is good at looking after its people.

Cleveland Fire Brigade offers good wellbeing support for its staff, including after traumatic incidents. Health and safety is taken seriously. All staff have the training they need, and all accidents are investigated. The brigade has a clear set of values and behaviours, which staff at all levels of the organisation understood and could talk about.

The brigade has a clear approach to workforce planning to make sure there are enough staff to cover important roles. Staff told us they were well trained, although the brigade doesn't always make sure staff are up to date with their risk-critical training.

The brigade requires improvement in ensuring fairness and promoting diversity. It has developed an action plan to make its workforce more diverse, but this work is at an early stage. It also has an inconsistent approach to engaging with and obtaining feedback from staff.

It has good arrangements in place to assess and develop individual staff performance and linking this to the organisational values. There is no process to identify and develop staff with high potential to be senior leaders of the future.

Promoting the right values and culture



Good

We set out our detailed findings below. These are the basis for our judgment of the brigade's performance in this area.

Workforce wellbeing

The brigade takes the wellbeing of its workforce seriously. It has a comprehensive wellbeing strategy overseen by a health and wellbeing board. It offers staff a wide range of services to support their wellbeing, including counselling, physiotherapy, health and wellbeing advice, health screening and an accelerated medical support service. It also provides support for non-work-related problems that can affect performance in the workplace. Prominent intranet pages give staff further information.

Most staff spoke positively about the brigade's wellbeing provision. We did receive some negative comments from staff such as the occupational health services are only available at the brigade's headquarters, which makes some people reluctant to use the services. The brigade acknowledged its process for monitoring the performance of its Employee Assistance Programme is limited.

The brigade offers support after traumatic incidents through its [trauma risk management](#) system. These arrangements are well supported by staff, but supervisory managers hadn't always been trained to recognise the signs of trauma in their staff and support this process.

The chief fire officer has chaired the [NFCC's](#) Occupational Health Committee for over ten years. The brigade also leads on sickness absence [benchmarking](#) for the fire sector. We found the brigade effectively monitors staff sickness absence and told us it has an improved record for the average number of days lost to sickness.

Health and safety

The brigade has a comprehensive health and safety policy. It aims to improve performance as well as meet all legislative duties and frameworks. It clearly defines the responsibilities of staff at all levels to promote health and safety. Staff are suitably trained, with the brigade providing extra health and safety training for specialist roles.

The health and safety committee reviews relevant performance across the organisation. There is close working with representative bodies and staff are encouraged to report health and safety issues. Of the 189 respondents to our staff survey, 97.9 percent agreed that they knew how to report all accidents, [near misses](#) or dangerous occurrences. The brigade investigates, analyses and reports on all accidents and near misses so that it learns from them.

The brigade has recently upgraded gym facilities at stations. It has employed a full-time qualified health and fitness advisor and has trained volunteer health and fitness champions on stations. Firefighters are subject to an annual fitness test. The brigade has signed the Mind Blue Light pledge and staff have had mental health training.

Culture and values

The brigade has a clear set of values and behaviours. The brigade told us its values framework has been in place for over ten years and is expressed through the acronym 'PRIDE'. Staff recently decided to keep the acronym but adjust the overarching headings. The new framework was launched in November 2018 with 'PRIDE' standing for protect, respect, innovating, doing the right thing – being professional, and engaging with others. We found staff at all levels of the organisation understood and demonstrated these.

Of the 189 respondents to our staff survey, 78.3 percent stated they were treated with dignity and respect. But 27.5 percent had experienced some form of bullying or harassment at work in the last 12 months. And 25.4 percent of respondents felt they had been discriminated against at work. In both these categories, most people felt that the source was someone senior to them.

These survey findings show that at least a quarter of respondents feel they have experienced behaviour inconsistent with the values and behaviours of the brigade. But the staff we spoke to told us that most managers act as role models and are committed to the brigade values through their behaviours.

The chief fire officer has an annual programme of visits to all locations, which staff were positive about. Staff at stations told us there was a lack of visibility from other senior leaders.

Getting the right people with the right skills



Good

Cleveland Fire Brigade is good at getting the right people with the right skills. But we found the following area in which it needs to improve:

Areas for improvement

- The brigade should make sure it has an accurate system to record and monitor operational staff competence, and that staff and managers use it effectively.

We set out our detailed findings below. These are the basis for our judgment of the brigade's performance in this area.

Workforce planning

The brigade's workforce plan describes how it is going to ensure that it has the right number of operational staff with the right skills to deliver the [CIRMP](#). A workforce planning group meets regularly to map out the skills of its workforce. This group considers the needs of the CIRMP, the internal operating plan and succession planning to identify future staffing and skill requirements.

The brigade has a robust planning process to identify future training requirements. Future training needs are identified from the workforce plan, heads of service and the appraisal process. The process allows the brigade to identify training requirements for operational, leadership and management skills.

We found strong supporting structures in place to enable new or promoted staff to acquire and develop the skills they need for their roles. The brigade is an approved centre for providing vocational qualifications and is subject to a twice-yearly external audit of their development processes.

We found the brigade's use of annualised hours improved the availability of fire engines. This makes sure the minimum number promised to the public is available. The brigade has recognised that its [on-call](#) availability is falling. In December 2018, the availability of on-call stations in Cleveland varied from 29.5 percent to 87.4 percent. The overall availability (both [wholetime](#) and on-call stations) in December 2018 was 80.8 percent. The brigade told us that, similar to many other fire and rescue services, it has less availability during weekday daytime hours. But it is in the final stages of a review and aims to increase availability.

Learning and improvement

The brigade has identified various skills as essential for operational staff to carry out their role, such as breathing apparatus, water safety, working at height, road traffic collisions and fire behaviour. It has aligned this risk-critical response training to national standards. Staff receive an initial course then refresher courses at set periods. It provides this training at a central training centre with the staff being assessed against the national standards.

The brigade has several systems for keeping records about training. We were told of plans to centralise this record keeping. Currently, the learning and development team hold some records, while some departments hold their own. During our inspection, we carried out a skills review. The brigade was unable to answer all our questions as the information is held on different systems. It couldn't provide a current picture of all areas of competence. And when we did receive records from the brigade, some staff weren't up to date with their risk-critical training, (for example, a small number of drivers weren't trained as per the brigade's policy).

The brigade revised its on-station training programme and competence monitoring system in January 2019. Positively, its supervisory managers are trained to provide and assess training. However, during our station visits the supervisory managers couldn't show our inspectors that their staff were up to date with all required training. The brigade should identify whether this is a system issue or whether further staff training is needed.

Both on-call and [wholetime staff](#) told us their training was good and had prepared them for their roles. Wholetime and on-call firefighters have the same training. Our staff survey shows that 78.8 percent of the 189 respondents agree that they have received enough training to enable them to do what is asked of them. We observed firefighters confidently and effectively testing equipment, including breathing apparatus.

The brigade has a second database for online learning tools. We found staff were up to date with the required training on this system. It is positive that this is accessible from home computers. On-call staff are given extra payments to do this training outside their normal weekly training sessions.

The brigade has a central exercise calendar. Although regular exercising is planned, we found there hadn't been any exercises involving more than two fire engines since 2018. Staff agreed that involvement in larger exercises was extremely limited.

Corporate staff are appropriately trained. The brigade ensures that they get the right skills and training through role-specific development. Corporate-based eLearning is also available to staff, some of which is mandatory.

Ensuring fairness and promoting diversity



Requires improvement

Areas for improvement

- The brigade should make sure it has appropriate mechanisms to engage with and seek feedback from all staff, including those from under-represented groups.
- To identify and tackle barriers to equality of opportunity, and make its workforce more representative, the brigade should ensure its recruitment activities are open and accessible to all of Cleveland's communities.

We set out our detailed findings below. These are the basis for our judgment of the brigade's performance in this area.

Seeking and acting on staff feedback

The brigade has staff communication channels, such as the Fire Wire magazine, and the intranet. While it is good that many of the communication channels are accessible outside work, there is no way to tell whether staff use them. We found the brigade didn't have a co-ordinated approach to internal engagement and communication.

The brigade has an inconsistent approach to getting feedback from its staff. It doesn't survey its staff but is taking steps to address this. We also welcome that it is commissioning a cultural survey. This should help the brigade to focus on those areas where staff have the greatest concerns.

Most staff told us they would be happy to give feedback to managers, including senior leaders. However, most staff indicated they felt actions in response to feedback would be unlikely.

The views expressed in our staff survey support these comments. Of the 189 respondents, 62.4 percent agreed that there were opportunities to feed their views upwards in the brigade. Only 47.1 percent were confident that their views would be listened to, and only 48.1 percent felt able to challenge ideas without being treated differently as a result.

The brigade is taking some steps to improve the situation. At the time of the inspection it had just started a staff suggestion scheme and has recently introduced an operational assurance 'you said, we did' newsletter. Staff were aware of the recent introduction of smoke hoods, featured in the edition circulated before our inspection. Smoke hoods allow the safe rescue of casualties from smoke-filled buildings. This newsletter focuses on operational issues and the brigade should consider whether to widen its coverage to other areas.

We found the brigade has a good relationship with trade unions. It consults trade unions about changes that might affect their members. The Fire Brigades Union and Unison are integral members of many of the brigade's formal meetings.

The brigade has had few formal grievances in the five years to March 2018, but those it does receive are handled appropriately and in line with policy. Most of the staff we spoke to felt confident about raising a concern or grievance, but some staff expressed that they were not worth submitting since very few grievances are upheld.

Managers are encouraged to resolve low-level grievances locally and informally, but there is no oversight of informal outcomes. The brigade is therefore unable to assure the fairness and consistency of informal resolutions or learn from any trends. Staff can access a confidential reporting line, although there have been no reports on it since 2014. The brigade should assure itself that it has effective grievance procedures and aim to understand its staff's views.

Diversity

The brigade has an equality, diversity and inclusion (EDI) strategy. It is overseen by the EDI forum established in January 2018 and chaired by the chair of the [fire authority](#). There are five sub groups: political and professional leadership, inclusive culture, delivering services to diverse communities, positive purchasing power, and recruitment, progression and retention. Each has an action plan for improving EDI across the brigade. Representative bodies and staff volunteers are members of these groups. This type of staff engagement is positive, but we talked to staff who weren't aware of the opportunity to be involved.

The brigade doesn't currently reflect the community it serves. As at 31 March 2018, 4.7 percent of firefighters were women and 1.5 percent of firefighters were from a BAME background. This compares with a BAME residential population of 5.5 percent. We noted that for 37.9 percent of its staff (223) the ethnicity was classified as 'ethnicity not stated'. The brigade told us this is because of an outdated human resources software system with limitations on the quantity of data it can hold. The brigade

needs to address this so it can fully understand its staff profile and meet its public-sector duty.

The brigade has taken very little action to improve the diversity of its workforce. Its first wholetime recruitment campaign for nine years ended during our inspection. We were told there was very little positive action for this campaign. It has developed an action plan to increase workforce diversity, but this work is at an early stage. The brigade should give this its full attention.

The brigade has completed equality impact assessments for all its policies. It has taken some action to support staff retention of under-represented groups. However, it has done little to improve progression of these under-represented groups.

It is good that all staff have had e-learning equality and diversity training. The brigade has also invested in a day's face-to-face EDI training from an external provider. At the time of our inspection, the brigade told us, 78 percent of all staff have completed this training with remaining staff scheduled to complete in the next few months.

Managing performance and developing leaders



Good

Cleveland Fire Brigade is good at managing performance and developing leaders. But we found the following area in which it needs to improve:

Areas for improvement

- The brigade should put in place an open and fair process to identify, develop and support high-potential staff and aspiring leaders.

We set out our detailed findings below. These are the basis for our judgment of the brigade's performance in this area.

Managing performance

The brigade has good arrangements in place to assess and develop the individual performance of all its staff and completion rates are high compared with other services. Every member of staff has an annual performance appraisal with their manager. The appraisal reviews the previous year's performance and sets targets and objectives for the coming year. It is also linked to the brigade's values to make sure they are being followed.

The number of staff who have completed their performance appraisal is monitored by the executive leadership team. As at 31 March 2018, the brigade had 541 full-time equivalent staff. Through the appraisal process, staff can take courses that focus on personal and professional development. Staff we spoke to were positive about the appraisal process, but on-call staff were less likely than wholetime staff to have had an appraisal by their manager.

Developing leaders

Managers complete leadership and management training aligned to nationally recognised qualifications at certificate and diploma levels, approved by the Chartered Management Institute. The brigade has recently developed a mentor training programme with Cleveland Police to give staff the opportunity to be mentored across both organisations.

The appraisal process is used to identify staff that are interested in and suitable for promotion. We found that the promotion process is well documented and open. Staff we spoke to trust the promotion process that is in place and believe it is fair.

The brigade doesn't have a process to identify and develop staff with high potential to be senior leaders of the future.

Annex A – About the data

Data in this report is from a range of sources, including:

- Home Office;
- Office for National Statistics (ONS);
- Chartered Institute of Public Finance and Accountancy (CIPFA);
- our public perception survey;
- our inspection fieldwork; and
- data we collected directly from all 45 fire and rescue services (FRSs) in England.

Where we collected data directly from FRSs, we took reasonable steps to agree the design of the data collection with services and with other interested parties, such as the Home Office. This was primarily through our Technical Advisory Group, which brings together representatives from the fire sector and the Home Office to support the inspection's design and development, including data collection.

We give services several opportunities to validate the data we collect to make sure the evidence presented is accurate. For instance, we asked all services to:

- check the data they submitted to us via an online application;
- check the final data used in each service report; and
- correct any errors they identified.

We set out the source of Service in Numbers data below.

Methodology

Use of data in the reports and to form judgments

The data we cite in this report and use to form our judgments is the information that was available at the time of inspection. Due to the nature of data collection, there are often gaps between the timeframe the data covers, when it was collected, and when it becomes available to use.

If more recent data became available after inspection, showing a different trend or context, we have referred to this in the report. However, it was not used to form our judgments.

In a small number of cases, data available at the time of the inspection was later found to be incorrect. For example, a service might have identified an error in its original data return. When this is the case, we have corrected the data and used the more reliable data in the report.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use [ONS mid-2017 population estimates](#). At the time of inspection this was the most recent data available.

2018 survey of public perception of the fire and rescue service

We commissioned BMG to survey attitudes towards FRSs in June and July 2018. This consisted of 17,976 surveys across 44 local FRS areas. This survey didn't include the Isles of Scilly, due to its small population. Most interviews were conducted online, with online research panels.

However, a minority of the interviews (757) were conducted face-to-face with trained interviewers in respondents' homes. A small number of respondents were also interviewed online via postal invitations to the survey. These face-to-face interviews were specifically targeted at groups traditionally under-represented on online panels, and so ensure that survey respondents are as representative as possible of the total adult population of England. The sampling method used isn't a statistical random sample. The sample size in each service area was small, varying between 400 and 446 individuals. So any results provided are only an indication of satisfaction rather than an absolute.

[Survey findings are available on BMG's website.](#)

Staff survey

We conducted a staff survey open to all members of FRS workforces across England. We received 3,083 responses between 8 March and 9 August 2019 from across the 15 Tranche 3 services.

We view the staff survey as an important tool in understanding the views of staff who we may not have spoken to, for a variety of reasons, during fieldwork.

However, you should consider several points when interpreting the findings from the staff survey.

The results are not representative of the opinions and attitudes of a service's whole workforce. The survey was self-selecting, and the response rate ranged from 7 percent to 40 percent of a service's workforce. So any findings should be considered alongside the service's overall response rate, which is cited in the report.

To protect respondents' anonymity and allow completion on shared devices, it was not possible to limit responses to one per person. So it is possible that a single person could have completed the survey more than once.

Each service was provided with a unique access code to try to make sure that only those currently working in a service could complete the survey. However, it is possible that the survey and access code could have been shared and completed by people other than its intended respondents.

We have provided percentages when presenting the staff survey findings throughout the report. When a service has a low number of responses (less than 100), these figures should be treated with additional caution. Percentages may sum to more than 100 percent due to rounding.

Due to the limitations set out above, the results from the staff survey should only be used to provide an indicative measure of service performance.

Service in numbers

A dash in this graphic indicates that a service couldn't give data to us or the Home Office.

Perceived effectiveness of service

We took this data from the following question of the 2018 survey of public perceptions of the FRS:

How confident are you, if at all, that the fire and rescue service in your local area provides an effective service overall?

The figure provided is a sum of respondents who stated they were either 'very confident' or 'fairly confident'. Respondents could have also stated 'not very confident', 'not at all confident' or 'don't know'. The percentage of 'don't know' responses varied between services (ranging from 5 percent to 14 percent).

Due to its small residential population, we didn't include the Isles of Scilly in the survey.

Incidents attended per 1,000 population

We took this data from the Home Office fire statistics, '[Incidents attended by fire and rescue services in England, by incident type and fire and rescue authority](#)' for the period from 1 January 2018 to 31 December 2019.

Please consider the following points when interpreting outcomes from this data.

- There are seven worksheets in this file. The 'FIRE0102' worksheet shows the number of incidents attended by type of incident and fire and rescue authority (FRA) for each financial year. The 'FIRE0102 Quarterly' worksheet shows the number of incidents attended by type of incident and FRA for each quarter. The worksheet 'Data' provides the raw data for the two main data tables (from 2009/10). The 'Incidents chart - front page', 'Chart 1' and 'Chart 2' worksheets provide the data for the corresponding charts in the statistical commentary. The 'FRS geographical categories' worksheet shows how FRAs are categorised.
- Fire data, covering all incidents that FRSs attend, is collected by the Incident Recording System (IRS). For several reasons some records take longer than others for services to upload to the IRS. Totals are constantly being amended (by relatively small numbers).
- We took data for Service in Numbers from the August 2019 incident publication. So, figures may not directly match more recent publications due to data updates.

Home fire safety checks per 1,000 population

We took this data from the Home Office fire statistics, '[Home Fire Safety Checks carried out by fire and rescue services and partners, by fire and rescue authority](#)' for the period from 1 April 2017 to 31 March 2018.

Each FRS figure is based on the number of checks it carried out. It doesn't include checks carried out by partners.

Please consider the following points when interpreting outcomes from this data.

- Dorset FRS and Wiltshire FRS merged to form Dorset and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire FRSs before 1 April 2016 is excluded from this report.
- Figures for 'Fire Risk Checks carried out by Elderly (65+)', 'Fire Risk Checks carried out by Disabled' and 'Number of Fire Risk Checks carried out by Partners' don't include imputed figures because a lot of services can't supply these figures.
- The checks included in a home fire safety check can vary between services. You should consider this when making direct comparisons between services.
- Home fire safety checks may also be referred to as home fire risk checks or safe and well visits by services.
- After inspection, East Sussex FRS resubmitted data on its total number of home fire safety checks and the number of checks targeted at the elderly and disabled in the year to 31 March 2018. The latest data changes the percentage of checks that were targeted at the elderly (from 54.1 percent to 54.9 percent) and disabled (from 24.7 percent to 25.4 percent) in England. However, as noted above, in all reports we have used the original figures that were available at the time of inspection.

Fire safety audits per 100 known premises

Fire protection refers to FRSs' statutory role in ensuring public safety in the wider built environment. It involves auditing and, where necessary, enforcing regulatory compliance, primarily but not exclusively in respect of the provisions of the [Regulatory Reform \(Fire Safety\) Order 2005 \(FSO\)](#). The number of safety audits in Service in Numbers refers to the number of audits services carried out in known premises. According to the Home Office's definition, "premises known to FRAs are the FRA's knowledge, as far as possible, of all relevant premises; for the enforcing authority to establish a risk profile for premises in its area. These refer to all premises except single private dwellings".

We took this from the Home Office fire statistics, '[Fire safety audits carried out by fire and rescue services, by fire and rescue authority](#)' for the period from 1 April 2017 to 31 March 2018.

Please consider the following points when interpreting outcomes from this data.

- Berkshire FRS didn't provide figures for premises known between 2014/15 and 2017/18.
- Dorset FRS and Wiltshire FRS merged to form Dorset and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire FRSs before 1 April 2016 is excluded from this report.

- Several FRAs report ‘Premises known to FRAs’ as estimates based on historical data.

Firefighter cost per person per year

We took the data used to calculate firefighter cost per person per year from the annual financial data returns that individual FRSs complete and submit to CIPFA, and [ONS mid-2017 population estimates](#).

You should consider this data alongside the proportion of firefighters who are wholetime and on-call.

Number of firefighters per 1,000 population, five-year change in workforce and percentage of wholetime firefighters

We took this data from the Home Office fire statistics, ‘[Total staff numbers \(full-time equivalent\) by role and by fire and rescue authority](#)’ as at 31 March 2018.

Table 1102a: Total staff numbers (FTE) by role and fire authority – Wholetime Firefighters and table 1102b: Total staff numbers (FTE) by role and fire authority – Retained Duty System are used to produce the total number of firefighters.

Please consider the following points when interpreting outcomes from this data.

- We calculate these figures using full-time equivalent (FTE) numbers. FTE is a metric that describes a workload unit. One FTE is equivalent to one full-time worker. But one FTE may also be made up of two or more part-time workers whose calculated hours equal that of a full-time worker. This differs from headcount, which is the actual number of the working population regardless if employees work full or part-time.
- Some totals may not aggregate due to rounding.
- Dorset FRS and Wiltshire FRS merged to form Dorset and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire FRSs before 1 April 2016 is excluded from this report.

Percentage of female firefighters and black, Asian and minority ethnic (BAME) firefighters

We took this data from the Home Office fire statistics, ‘[Staff headcount by gender, fire and rescue authority and role](#)’ and ‘[Staff headcount by ethnicity, fire and rescue authority and role](#)’ as at 31 March 2018.

Please consider the following points when interpreting outcomes from this data.

- We calculate BAME residential population data from ONS 2011 census data. This figure is calculated by dividing the BAME residential population by the total population.
- We calculate female residential population data from ONS mid-2017 population estimates.
- The percentage of BAME firefighters does not include those who opted not to disclose their ethnic origin. There are large variations between services in the number of firefighters who did not state their ethnic origin.

- Dorset FRS and Wiltshire FRS merged to form Dorset and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire FRSs before 1 April 2016 is excluded from this report.

Annex B – Fire and rescue authority governance

These are the different models of fire and rescue authority (FRA) governance in England. Cleveland Fire Brigade is a combined FRA.

Metropolitan FRA

The FRA covers a metropolitan (large urban) area. Each is governed by locally elected councillors appointed from the constituent councils in that area.

Combined FRA

The FRA covers more than one local authority area. Each is governed by locally elected councillors appointed from the constituent councils in that area.

County FRA

Some county councils are defined as FRAs, with responsibility for fire and rescue service provision in their area.

Unitary authorities

These combine the usually separate council powers and functions for non-metropolitan counties and non-metropolitan districts. In such counties, a separate fire authority runs the fire services. This is made up of councillors from the county council and unitary councils.

London

Day-to-day control of London's fire and rescue service is the responsibility of the London fire commissioner, accountable to the Mayor. A Greater London Authority committee and the Deputy Mayor for Fire scrutinise the commissioner's work. The Mayor may arrange for the Deputy Mayor to exercise his fire and rescue functions.

Mayoral Combined Authority

Only in Greater Manchester. The Combined Authority is responsible for fire and rescue functions but with those functions exercised by the elected Mayor. A fire and rescue committee supports the Mayor in exercising non-strategic fire and rescue functions. This committee is made up of members from the constituent councils.

Police, fire and crime commissioner FRA

The police, fire and rescue commissioner is solely responsible for the service provision of fire & rescue and police functions.

Isles of Scilly

The Council of the Isles of Scilly is the FRA for the Isles of Scilly.

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SAFER HARTLEPOOL PARTNERSHIP

20th March 2020



Report of: Chief Inspector – Cleveland Police

Subject: HARTLEPOOL COMMUNITY SAFETY TEAM -
NEIGHBOURHOOD POLICING

1. PURPOSE OF REPORT

1.1 To provide an update on Neighbourhood Policing.

2. BACKGROUND

2.1 Over the last year, with reducing Police resources, many Police Officers were moved from neighbourhoods to tackle demand and reduce risk within our community. With the introduction of a new Chief Constable and his clear direction to provide Neighbourhood Policing and the recent officer recruitment, the number of Neighbourhood Officers are to increase to support the Integrated Hartlepool Community Safety Team.

3. POLICE OFFICER NUMBERS

3.1 The Chief Constable, Richard Lewis, has publically stated his intention to re-establish Neighbourhood Policing and this is evidenced with the introduction of a dedicated Chief Inspector in each of the Local Policing Areas. Plans are in place to increase, as quickly as possible, the number of Police Officers to support the current PCs and PCSO establishment in Hartlepool.

4. CONCLUSION

4.1 Neighbourhood Policing is to return to support the Integrated Hartlepool Community Safety Team, to help reduce crime and anti-social behaviour and importantly to provide a service to our community to help reinvigorate community engagement.

5. CRIME AND DISORDER CONSIDERATIONS

- 5.1 The Safer Hartlepool Partnership has a statutory responsibility to implement strategies to reduce crime and anti-social behaviour.

6. RECOMMENDATION

- 6.1 That the Safer Hartlepool Partnership members note and comment on the content of the report.
- 6.2 That Safer Hartlepool Partnership members be updated further once Neighbourhood Police Officers are in post.

7. CONTACT OFFICER

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SAFER HARTLEPOOL PARTNERSHIP

20 March 2020



Report of: Chair of the Audit and Governance Committee

Subject: ANTI-SOCIAL BEHAVIOUR IN HARTLEPOOL -
FINAL REPORT

1. PURPOSE OF REPORT

- 1.1 To present the Audit and Governance Committee's finding following completion of its investigation into Anti-Social Behaviour in to Hartlepool.

2. BACKGROUND

- 2.1 In fulfilling the requirements of the Police and Justice Act 2006, the Council's Audit and Governance Committee, explored potential issues for consideration under its statutory crime and disorder scrutiny responsibilities.
- 2.2 Following consideration of a wide array of potential topics, the issue of anti-social behaviour was highlighted as an issue of significantly importance for residents and the topic identified as the primary focus for Audit and Governance Committee's 2019/20 investigation.
- 2.3 During 2019/20 the Audit and Governance Committee completed an extensive piece of work which culminated in the production of a detailed report. As Chair of the Audit and Governance Committee, I would like to present the Committee's final report and its recommendations, as attached at **Appendix A**, to the Safer Hartlepool Partnership.
- 2.4 It is recognised that a detailed Action Plan will be needed to assist the Partnership in the formulation of an informed view on each of the recommendations. Whilst the Partnership's response to the report would normally be submitted to the Audit and Governance Committee within 28 days, it is recognised that this will not be possible as a result of purdah. On this basis, the Partnership is asked to receive the report and at its first meeting of the new Municipal Year formulate a response to its recommendations, based upon the Action Plan provided. The Partnerships response to the report will then be submitted to the Audit and Governance Committee and the implementation of its recommendations monitored on a six monthly basis.

3. RECOMMENDATIONS

- 3.1 That the Safer Hartlepool Partnership receive the report and, pending consideration of a detailed Action Plan at its first meeting of the new municipal year, consider the implementation of its recommendations through the relevant partner organisations.

4. REASONS FOR RECOMMENDATIONS

- 4.1 To progress presentation of the report and seek implementation of its recommendations.

5. BACKGROUND PAPERS

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

6. CONTACT OFFICER

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ANTI-SOCIAL BEHAVIOUR IN HARTLEPOOL

MARCH 2020

Report of: **AUDIT AND GOVERNANCE COMMITTEE**

Subject: **ANTI-SOCIAL BEHAVIOUR IN HARTLEPOOL - FINAL REPORT**

1. PURPOSE OF REPORT

- 1.1 To present the findings of the Audit and Governance Committee's investigation into Anti-Social Behaviour (ASB) in Hartlepool.

2. SETTING THE SCENE

- 2.1 In fulfilling the requirements of the Police and Justice Act 2006, the Council's Audit and Governance Committee, explored potential issues for consideration under its statutory crime and disorder scrutiny responsibilities.
- 2.2 A variety of topics were considered and attention drawn to a number of specific issues with clear links in terms of cause and impact:
- ASB by Young People;
 - Allocation of Police Resources (officers and other assets); and
 - Drugs Usage.
- 2.3 Members recognised the importance of all three issues as matters of public interest with a real impact on the health and environmental wellbeing of residents. Of the three, the prevalence and impact of ASB in Hartlepool was recognised as a particularly contentious issue, with an apparent contradiction between public perception and data which showed a reduction in reported incidents year on year.¹ In addition to this, there appeared to be a misconception that young people are responsible for the majority of incidents of ASB, when in reality the highest proportion of ASB reports (2/3) relate to the actions of adults.² This apparent difference between perception and recorded data was an issue of real concern for the Committee.
- 2.4 Of the three issues raised, ASB was identified as the logical primary focus for investigation, with recognition of the cross generational makeup of both offenders and victims. On this basis, it was agreed that in 2019/20 the Committee would focus on the broader issue of ASB, with the impact of police resourcing and drug / alcohol misuse forming logical strands of the investigation.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 To understand the true impact and cost of ASB on our communities and explore where / how prevention and intervention services could potentially be improved.

¹ Safer Hartlepool Partnership Performance Data for Quarter 3 (October 2018 – December 2018)

² Safer Hartlepool Partnership Annual Strategic Assessment

4. MEMBERSHIP OF THE AUDIT AND GOVERNANCE COMMITTEE

- 4.1 The membership of the Audit and Governance Committee was Councillors Black, Hall, Hamilton, Harrison, James, Loynes and Ward, along with Co-opted Member Ms Clare Wilson.

5. TERMS OF REFERENCE AND METHODS OF INVESTIGATION

- 5.1 Members of the Audit and Governance Committee met formally during 2019/20 to discuss and receive evidence relating to its investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services and a summary of the terms of reference and methods of investigation are outlined in **Appendix 1**.

6. WHAT IS ANTI-SOCIAL BEHAVIOUR (ASB)

- 6.1 The Committee at its meeting on the 5th September 2019 welcomed a detailed 'setting the scene' presentation covering the following:
- ASB definitions and guidance;
 - What constitutes ASB (categories and qualifiers); and
 - Where can ASB be reported.
- 6.2 The evidence provided gave the Committee a baseline for its investigation, with a variety of views and comments feeding in to the formulation of its conclusions and recommendations (as detailed in Sections 15 and 16).

ASB Definitions and Guidance

- 6.3 Members learned that two separate definitions of ASB are applied with a differentiation based upon the location of the incident:
- In a public place it is '*Conduct that caused, or is likely to cause harassment, alarm or distress*'³; and
 - At home it is '*Conduct capable of causing nuisance and annoyance to a person in relation to that person's occupation of residential premises*'.⁴
- 6.4 Whilst the differentiation between incidents at home or in public were apparent, Members were very aware of the confusion created by the absence of a clear distinction between what is anti-social and what is criminal behaviour, with the severity of an act a significant factor in its categorisation (i.e. some low-level crimes are identified as ASB). The vague nature of guidance⁵ was also an issue in that:
- Whilst extremely intimidating or violent behaviour would be considered a criminal offence, one-off threat would be deemed anti-social; and

³ Crime, Anti-social Behaviour and Policing Act 2014

⁴ Housing Act 2004

⁵ Home office Guidance (Defining and measuring anti-social behaviour

(https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/116655/dpr26.pdf)

- In terms of drug dealing the anti-social element lies less in the act, which is criminal, and more in the fact that drugs are being illegally sold and used in public areas which has an impact on those who work and live nearby.

What constitutes ASB (categories and qualifiers)

6.5 In addition to gaining an understanding of the agreed definitions of ASB, Committee explored the various categories and qualifiers of ASB used by both Cleveland Police and the Local Authority:-

i) *Cleveland Police categories of ASB* (as required to comply with National Standards for Incident Recording):

- Categories:-

- Personal (behaviour targeted at an individual);
- Nuisance (behaviour that effects communities); and
- Environmental (person or group behaviour with an effect on environment).

- Qualifiers:-

- Drugs;
- Alcohol;
- Mental Health;
- Hate types; and
- Youth related.

i) *Local Authority Categories of ASB - Table 1*

Table 1 - ASB Categories	
Substance Misuse/Dealing	Rowdy Behaviour
Street Drinking	Nuisance Behaviour
Begging	Hoax Calls
Prostitution/Kerb Crawling	Animal Nuisance
Sexual Acts	Harassment/Intimidation
Abandoned Vehicles	Criminal Damage/Vandalism
Vehicle Nuisance	Litter/Rubbish
Noise Nuisance	Hate incident

- Qualifiers (as detailed in **Appendix 2**)

6.6 Based upon a comparison of each organisations' comparators and qualifiers, surprise was expressed at the range of areas covered and whilst some were very obvious many were subjective in terms of the perception and levels of tolerance of individuals.

Where can ASB be reported

6.7 Members noted that ASB can be reported through multiple avenues (Cleveland Police, Hartlepool Community Safety Team, Thirteen Housing Group, Councillors and the Member of Parliament for Hartlepool). The Committee, however, referenced anecdotal evidence that confusion was a contributory factor to the under reporting of incidents and these concerns were supported by the outcomes of the consultation exercises outlined in Section 12 of this report.

7. NATIONAL, REGIONAL AND LOCAL LEVELS OF ASB

- 7.1 Members obtained a clear picture of ASB in Hartlepool and utilised wider regional and national data as a baseline against which public perception and evidence gathered as part of the investigation could be compared.

The National / Regional Position (April 2016 to March 2019)

- 7.2 The Committee discovered that over the period, between April 2016 and March 2019, the rate of ASB per 1000 population in England was 24, compared to a rate of 38⁶ rate in the North East of England.
- 7.3 Looking across Cleveland it was apparent that rates in Redcar and Cleveland, Middlesbrough, Stockton and Hartlepool are also significantly above the national and North East rates (as detailed in Table 2 below) and that Hartlepool was in fact the third worst area across Cleveland. Whilst the data provided showed a general downward trend, with a 31% reduction in 2019, Members were concerned that this was not a true reflection of the position given the feedback received from residents.

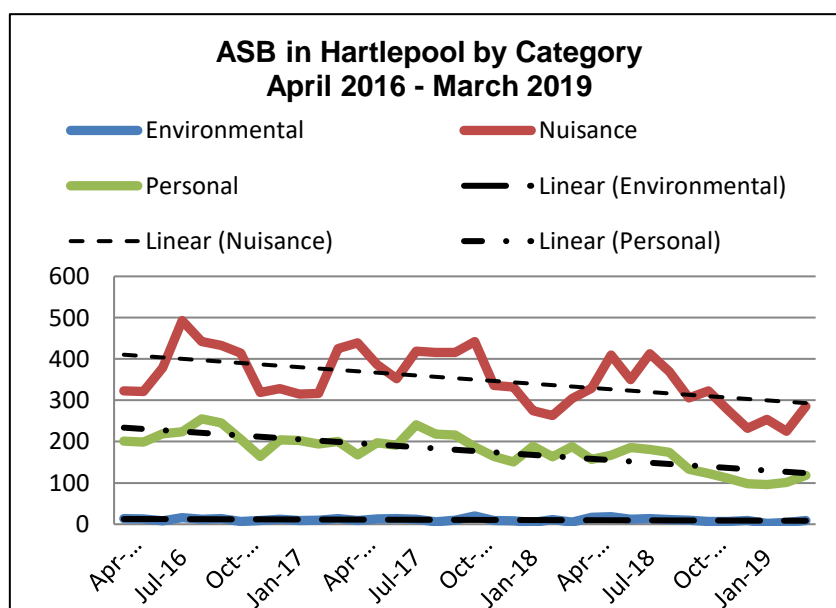
Table 2 – ASB Rates Across Cleveland (April 2016 to March 2019)

Rate Per 1000 Population	Hartlepool	Redcar Cleveland &	Middlesbrough	Stockton
2016/17	78.6	71.7	96.1	68.2
2017/18	74.4	70.9	97.4	64.4
2018/19	60.8	51.2	79.1	54.1

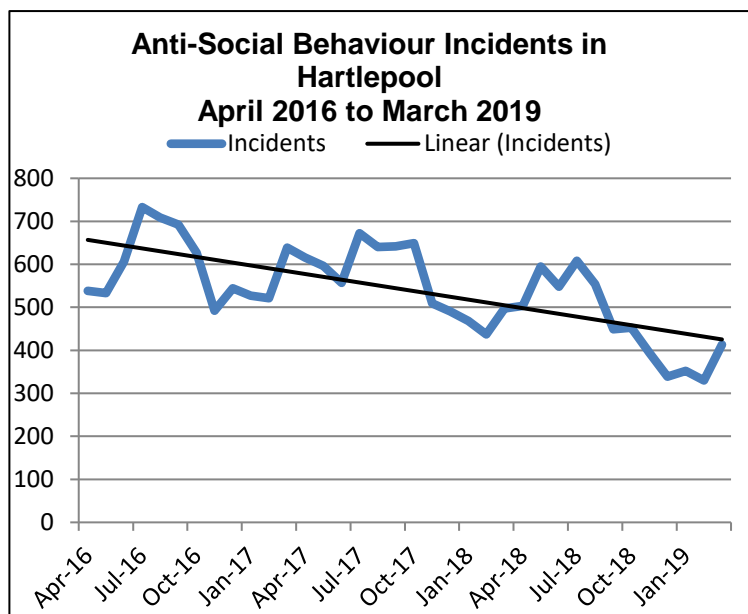
Hartlepool Position (April 2016 to March 2019)

- 7.4 Members were shocked to find that over the period between April 2016 and March 2019 the rate of ASB per 1000 population in Hartlepool was 61. This represented a significant increase on the North East rate and was distressingly 3 times the national figure. In further drilling down into the position in Hartlepool, Members also learned the following.

- i) **Chart 1** - There had been an overall reduction in ASB reported to the Police



⁶ ONS Crime in England and Wales: Police Force Area Data Tables – September 2019

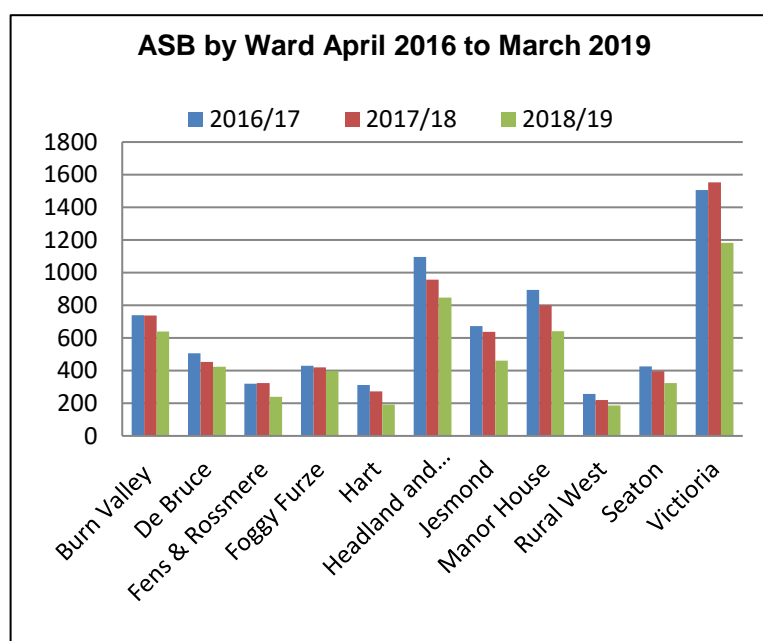


ii) **Chart 2** - ASB across all categories had fallen with:

- Nuisance behaviour the most prevalent; and
- Limited reporting of environmental ASB.

iii) **Chart 3** - ASB occurs in all Wards across in Hartlepool regardless of levels of deprivation.

However, Members were not surprised to find that the highest level of reported ASB were in the Victoria, Headland and Harbour and Manor House Wards, all of which are amongst the most deprived Wards in the town.



7.5 The Committee found that whilst ASB in Hartlepool is reported by people of all ages and backgrounds, the majority of reports are made by females aged 18-34 years. Data also showed that of the 850 perpetrators for ASB identified in 2018/19, two-thirds were male, aged 25-44 years and the number of incidents of ASB by young people in 2018/19 had decreased by 26%, compared with 2016/17.

7.6 Cased on the data provided, Members felt strongly that it was important to dispel the myth that young people are the primary perpetrators of ASB. There was also concern regarding the contradiction between the issue of under reporting of ASB and the perceived impact of a lack of confidence in responses and resulting actions, alongside a potential fear of reprisals for residents in some Wards. Also, that the reporting mechanisms did not appear to be working and that the approach needs to be rethought / redesigned. It was suggested by the Committee that more innovative, accessible and free ways of reporting incidents of ASB be explored, especially for older residents and people who are not confident with electronic reporting. This to include the development of a single point of contact.

8. EXPERT EVIDENCE

- 8.1 As part of its investigation the Committee obtained a professional view of ASB via a number of sources, as detailed below.
- 8.2 Anti-Social Behaviour Conference – 15th October 2019 - Members attended a national conference on the 15th October 2019 which highlighted the outcome of an investigation undertaken, in 2012, by Her Majesty's Inspectorate of Constabulary. A number of important issues were highlighted, specifically that police are failing to record ASB; only 19 police authorities had identified vulnerable or intimidated residents; victims are passed from 'pillar to post' across agencies and ASB Orders were rarely being used or enforced when breached.
- 8.3 Feedback from the conference by Members highlighted the aim of the Crime and Policing Act 2014 through simpler, more effective powers to tackle ASB and protect victims and communities. However, a subsequent piece of work commissioned by the Victims' Commissioner, entitled 'ASB: A Living Nightmare (2019)⁷', had shown disappointingly that:
- Whilst agency powers are better and more streamlined, containing positive requirements, they are not solving the problem with 38% of people witnessing or experiencing ASB – an increase since 2012;
 - Agencies are no more held to account;
 - Empowerment of victims and communities has failed;
 - Empowerment in the face of ASB and crime is important because of the effect on those it disempowers; and
 - Victims are pushed from 'pillar to post, with no one agency taking charge.
- 8.4 Members referenced discussions in relation to begging, cuckooing and problems experienced with criminal gangs and loan sharks exploiting the genuinely homeless and vulnerable (including young people / County Lines activity) as examples of ASB. In relation to these issues, support was expressed for the success of Operation Grantham, which had been launched to deal with some of the complaints received in relation to the 22 known persistent beggars. Members welcomed actions taken to support those who had wished to access support from the charity Cornerstone, who had identified 30 people sleeping rough during the three month period. It was noted with disappointment that most of the homeless offered support had refused help and it was believed that many were begging to get money for drugs. Members fully recognised the factors that lead to homelessness and the challenges that face those on the street, however, support was expressed for the enforcement action taken and the initiative implemented to encouraging people give money to foodbanks instead of directly to the homeless.
- 8.5 University of Nottingham Trent University Study - The Committee welcomed Dr James Hunter from Nottingham Trent University to a meeting on the 7th November 2019 to present further details of the ASB: A Living Nightmare report and its findings. Members were interested to learn that different types of ASB have distinctive characteristics in terms of perception, experience, reporting and impact and include:

⁷ <https://victimscommissioner.org.uk/published-reviews/anti-social-behaviour-living-a-nightmare/>

- Youths/teenagers/groups hanging around on the street
- Street drinking/drunken behaviour/under-age drinking
- Loud music or other noise
- Environmental, e.g. litter, fly tipping or dog fouling
- Nuisance neighbours
- Sexual, e.g. kerb crawling or evidence of prostitution
- Problems with out of control or dangerous dogs
- Inconsiderate behaviour
- Vandalism, criminal damage or graffiti
- People being intimidated, threatened or verbally abused
- Vehicle-related, e.g. abandoned vehicles or joy riding
- Begging, vagrancy, problems with homeless people

8.6 In addition, the Crime Survey for England and Wales had identified that:-

i) Those who experience/witness ASB are also likely to be:

- Younger
- Females
- Non-white
- Social renters
- Low income households
- Intermediate/manual occupation
- Living in more deprived areas

ii) Risk and protective factors increase or decrease the likelihood of experiencing or witnessing ASB (as in Table 3).

Table 3 – Risk and Protective Factors

RISK FACTORS		PROTECTIVE FACTORS	
Male	Married/Divorced	Older	Non white
Has Educational Qualifications		Widowed	
Household Income <£10k pa	Lone Parent Household		
Social renter	Flat or terraced house	Private renter	
Lived 12 months or more in the area	Lives house unoccupied	Higher barriers to housing	
Income deprived	High crime risk	Similar national identity	
Similar age groups		Similar social class	

8.7 Members recognised the value of this data in helping map ASB where there is under reporting, in order to better focus resources. They were also drawn to the element of the Act⁸ relating to the introduction of a community remedy called the 'Community Trigger' which aimed to empower victims and communities to have a greater say in how agencies respond to complaints of ASB. Of particular interest to the Committee, was the requirement to promote the Trigger to ensure that people are aware of it and that case reviews are undertaken where residents pass the required threshold⁹. However, it was apparent that the process around the trigger was not fit for purpose with a lack of knowledge / understanding by police, local authorities and housing providers; poor advertising by local authorities and failure to inform victims when they reach the trigger thresholds and a lack of transparency of trigger procedures. In fact only 3% of people had even heard of the Trigger.

⁸ Crime, Anti-social Behaviour and Policing Act 2014

⁹ Hartlepool threshold - 3 qualifying complaints reported within a 6 month period by the same person

- 8.8 The Integrated Community Safety Team acts as the single point of contact for the Community Trigger on behalf of all partners involved, and the Committee acknowledged that the position in Hartlepool mirrored that across the country, with Members and residents unaware of the Community Trigger process. This view was supported by the results of the consultation exercise (as detailed in Section 12) with to date only one Trigger request received, that failed to meet the required criteria. In terms of Members involvement in the Community Trigger process, it was strongly felt additional training is required.
- 8.9 Whilst it was confirmed that the Trigger is referenced on Hartlepool Borough Council's website, it was suggested that promotion of its existence be improved. However, it was recognised that this could have resource implications as a result of an increased number of Triggers received and that how this could be balanced with the need for greater transparency should be explored.
- 8.10 Further to this, Members also fully supported views outlined in the ASB: A Living Nightmare report that:
- ASB must not be perceived as a 'low level' crime by partners, including the police. ASB is a significant crime with a significant detrimental effect on its victims and surrounding areas and should be considered as a priority across all agencies as it can lead to criminal behavior;
 - Victims should be able to attend resolution meetings;
 - Resolution meetings should be chaired by an independent person, avoiding the impression that Councils and the police are 'marking their own homework'; and
 - The 101 police line is not effective.
- 8.11 Members learned from the report that the cumulative effect of ASB is often not taken into account, resulting in those handling ASB complaints failing to appreciate the scale of the impact on victims. The reporting of ASB was also often problematic with victims being passed from one agency to another and lengthy often unanswered calls to the 101 police phone line. In light of the, Members suggested that a more streamlined approach was needed for professionals to report incidents of ASB, to avoid unnecessary personal information having to be relayed and delay any action being undertaken.

9. PARTNERSHIP WORKING TO RESPOND TO ASB

- 9.1 Further to receiving confirmation of the various routes through which ASB could be reported, the Committee gained a clear understanding of the way services are structured across agencies. The Committee was reminded of the creation of an Integrated Community Safety Team and the clear commitment to dealing with community safety issues across partners through the co-location of resources/representatives from the Council, Cleveland Police, Cleveland Fire Brigade and the Cleveland Victim Care and Advice Service (VCAS). Members welcomed evidence from each of the partners responsible for responding to ASB in Hartlepool.

The Integrated Community Safety Team

- 9.2 Hartlepool Borough Council - Of particular interest to the Committee was the structure, role and activities of the Integrated Community Safety Team (**Appendix 3**). Members

discovered that the Hartlepool Borough Council contribution to the team consists of 28 Officers (including 2 ASB Officers, 1 Victim Support Officer and 8 Civil Enforcement Officers) pending recruitment. In relation to the Civil Enforcement Officers, concern was expressed regarding the split of their role and the potential impact of activities around parking enforcement on their ability to respond to ASB matters.

9.3 Members strongly supported the ground-breaking nature of extended partnership working and the ethos of the model, in aiming to improve information sharing / joint working, sharing resources and providing a co-ordinated approach to Community Safety. Equally, support was expressed for the team's operational model through the provision of complaints triage, a pro-active intelligence led problem solving approach and the use of a 'THRIVE' assessment which asks the following in dealing with any ASB report:

- **Threat** (what is the threat?)
- **Harm** (who / what is at risk?)
- **Risk** (how likely is it to happen?)
- **Investigation** (is there a need?)
- **Vulnerability** (is anyone a repeat victim?)
- **Engagement** (is it a big issue for the community?)

9.4 In understanding of the effectiveness of the Integrated Team, Members gained an understanding of the range of tools and powers available (detailed in Table 4), in conjunction with the team's activities and successes.

Table 4 – Tools	Enforcement Powers
i) Education / publicity campaigns (including ASBAD Days); ii) Engagement / diversion activities (including the SORTED Programme where schools identify young people of concern); iii) Referrals into support services (particularly for younger offenders); iv) Warnings; and v) Acceptable Behaviour Agreements used before enforcement (including fixed penalty notices, premise closure orders / criminal behaviour orders).	vi) Community Protection Notices; vii) Fixed Penalty and Penalty Charge Notices; viii) Civil Injunctions; ix) Premise Closure Orders; x) Possession Orders (Council tenants only); xi) Criminal Behaviour Orders; xii) Criminal Offences; and xiii) Powers of partners.

9.5 The Committee considered examples of interventions carried out by the Integrated Community Safety Team and was impressed by the activities and achievements, outlined below, in dealing with the instances of ASB:

- Crime prevention support for businesses;
- Victims provided with victim support and crime prevention assistance (homes target hardened);
- Formal warnings issued, Acceptable Behaviour Agreements signed;
- Restorative Justice carried out;
- Fire Starter Intervention Courses attended;
- Days of action, 'Report It' publicity campaign;
- CCTV cameras installed;
- Multiple drugs warrants issued and five drug dens closed; and
- Premises Closure Orders

- 9.6 Members commended all those involved in the activities of the Integrated Team (across all partners), with particular reference to:-
- i) The success of operations across the town, however, there was concern regarding the displacement of ASB into neighbouring areas which could decline rapidly if action was not taken. The Committee was reassured that the team had already started to go into the areas into which activity had been displaced and were in the process of gaining the support and confidence of residents to report. The intention is to begin to continue to target perpetrators of ASB;
 - ii) The continuation and reinstatement of the use of CCTV as a preventative and evidential measure to combat ASB; and
 - iii) Education undertaken with children and young people in schools through the:
 - The ASBAD Programme (aimed at Year 8 pupils). As a clear example of good practice, and something to be built upon, Members were disappointed to find that a number of schools had withdrawn from the programme. Whilst the pressure on curriculum time was recognised, Members felt strongly that this was a significant loss in preventing ASB and it was suggested that ways of encouraging secondary school buy-in to the ASBAD programme needed to be explored; and
 - The Crucial Crew (aimed at primary schools to raise awareness of the right choices around safety, including drugs and alcohol and the internet). Members were pleased to learn that every Year 6 pupil from all 31 primary schools in Hartlepool were invited to attend with the potential involve between 1,200 and 1,350 annually. Members learned that the programme is completely self-funded through donations and that each primary school was asked to donate £2 per pupil attending the programme for transport. Whilst disappointingly only two-thirds of all primary schools made the suggested donation, Members were encouraged that future sources of funding continued to be explored and that previous funding had been provided by Northern Power Grid and Thirteen Housing Group.
- 9.7 Members were of the view that whilst the focus of these programme is on the education of children and young people, the education of adults in terms of the impact of ASB must also be a priority. This could include opportunities to speak to adults and young people as part of existing local authority, and partner provided, engagement and activity programmes (e.g. free swims and holiday hunger).
- 9.8 Members were assured that through the new integrated team future issues could be dealt with more promptly across partners, in a way that could not have happened before. However, concern was expressed regarding the capacity of the team to deal with levels of ASB going forward, given that there were now only two dedicated ASB officers, compared to six (as of five years ago). Members felt this could be more of an issue if the perceived level of under reporting was correct and if the activities of the Integrated Team to encourage reporting was successful. Members were, however, assured that whilst activities would not be sustainable with any reduction in staffing levels, the team was currently working well on its existing establishment.
- 9.9 Cleveland Police - The Committee at its meeting on the 5th September 2019 received evidence from Cleveland Police regarding its activities, as part of the Integrated Team, in responding to ASB in Hartlepool. As summarised in **Table 4**.

- 9.10 With reference to the structure of the Integrated Team, Members welcomed indications that Cleveland Police allocated 25 Officers to the Neighbourhood Policing Team. However, concerns were reiterated regarding the impact of the perceived lack of police presence on the streets of Hartlepool and the detrimental effect the perceived reduction in PCSO's had on communities across the town. In response to these concerns, the Committee was delighted to learn that the phased return of PCSO's was ongoing, with the aim of providing one in each Ward. It was evident to Members that an increase in the number and visibility of Police Officers and PCSO's Officers patrolling in local areas would benefit communities and provide reassurance. However, issues were identified regarding wasted Police time by attending court cases which could often be adjourned or delayed. It was felt that the situation had been exasperated by the loss of satellite units and it was suggested that the Committee's concerns be raised with the Police and Crime Commissioner.
- 9.11 Looking in more detail at specific actions and outcomes, Members commended Police on the successful use of dispersal and closure orders in resolving recent incidents of ASB in Seaton Carew. Emphasis was also placed on the primary importance of engagement as a course of action and that enforcement is only part of the process to deal with the issue and attention was drawn to the historic success of practices such as Police and / or PCSO attendance at residents' meetings in raising their profile and promote confidence in reporting.
- 9.12 The Committee welcomed input from the Police and Crime Commissioner (PCC) at the meeting on the 9th January 2020 and were made aware of the success of the Victim Care and Support Service (VCAS), co-commissioned with Durham's Police and Crime Commissioner. The Committee noted with interest that for the Hartlepool area, the VCAS had supported 59 victims of ASB (between 1 April 2019 and 31 December 2019). The age range of these victims being 13-95 years with pre-existing vulnerabilities (e.g. isolation and disability) often contributing to them falling victim to ASB. With this in mind, Members highlighted the importance of identifying such vulnerable individuals as part of effective prevention measures.
- 9.13 The Committee welcomed PCC's commitment to neighbourhood policing and in particular the provision of funding for the provision across Cleveland of:
- Three School Liaison PCSO Officers and noted that this was in addition to PCSO allocated to Hartlepool (each of which is assigned to a school). Emphasis was placed on the importance of co-ordinating the activities of both sets of PCSO's with the potential for the School Liaison PCSO's to provide additional education and engagement activities for Hartlepool young people. It was, however, recognised that access around the school curriculum was an issue and support was expressed for the PCC's attempts to increase the programme; and
 - A Targeted Outreach Scheme in each local authority area, as detailed later in the report (Section 19.11). There were, however, concerns that despite a recent extension of funding by the PCC, future funding for this scheme was due to cease. Members felt strongly that the PCC should be lobbied to continue this funding going forward.
- 9.14 Building on the issues raised from a police perspective, Members reiterated concern that:

- The perception was that Police do not see ASB as a priority and that this made people feel there was no point in reporting. An assurance was welcomed from the PCC that ASB was given priority through his office, as a wider community and multi-agency issue. There was, however, concern that the use of the 'THRIVE' assessment prevented ASB from being an operational priority. Members reiterated the essential need for ASB to be seen as a serious crime and responded to accordingly by all partners;
- Whilst the statutory requirements for publicity of the community trigger were being fulfilled it was clear that awareness of it and how to access it is not widely known. It was highlighted that the new Police single point of contact reporting system failed to reference the Trigger and it was suggested that it be updated accordingly; and
- With the issue of tight resources across all partners, individuals must take a level of responsibility for their own actions. Attention was drawn to police data which showed high levels of opportunistic crime, especially in terms of car crime. This was contributed to by the fact that 8 / 9 out of 10 cars are left unlocked, with a need for owners to take responsibility for securing their own vehicles and removing valuables as preventative measures. Members also supported the view that parents need to take some responsibility for the actions of their children, and there was surprise that no actions currently exist to respond to breaches of Parenting Orders, however, indications were welcomed that this position could change with the development of community protection notices with enforceable conditions.

9.15 Cleveland Fire Brigade - The Committee at its meeting on the 5th September 2019 considered Cleveland Fire Brigade regarding its activities, as part of the Integrated Team, in responding to ASB in Hartlepool.

9.16 Members learned that ASB Crime & Policing Act 2014 provided the Fire Brigade with its powers to deal with deliberate fire-setting, as an agreed form of ASB. In gaining an understanding of the national position, the Committee found that Cleveland has the worst rate of Arson in England with 53 per 10,000 population (2017-18) compared to the National Average was 15 per 10,000 population. This had further increased in 2018-19 to 65 per 10,000 population.

9.17 When comparing the position in Hartlepool and across the wider region, Members learned that:-

i) Across Hartlepool:

- The Manor House and De Bruce Wards are deliberate fire hotspots. The location of these hotspots influenced by the presence of communal open and recreational areas; and
- In 2018-19 arson accounted for 84.9% (3656) of the total fires (4302) attended by the Cleveland Fire Brigade and shockingly those in Hartlepool (627) represented 17% of that total figure. This in turn represented a 51% increase in incidents since 2013/14 with a resulting direct economic cost to Hartlepool of £2.9m¹⁰. Conversely, on a more positive note, evidence showed that vehicle fires have decreased by 7%, to 27.

ii) Across Cleveland and the Tees Valley:

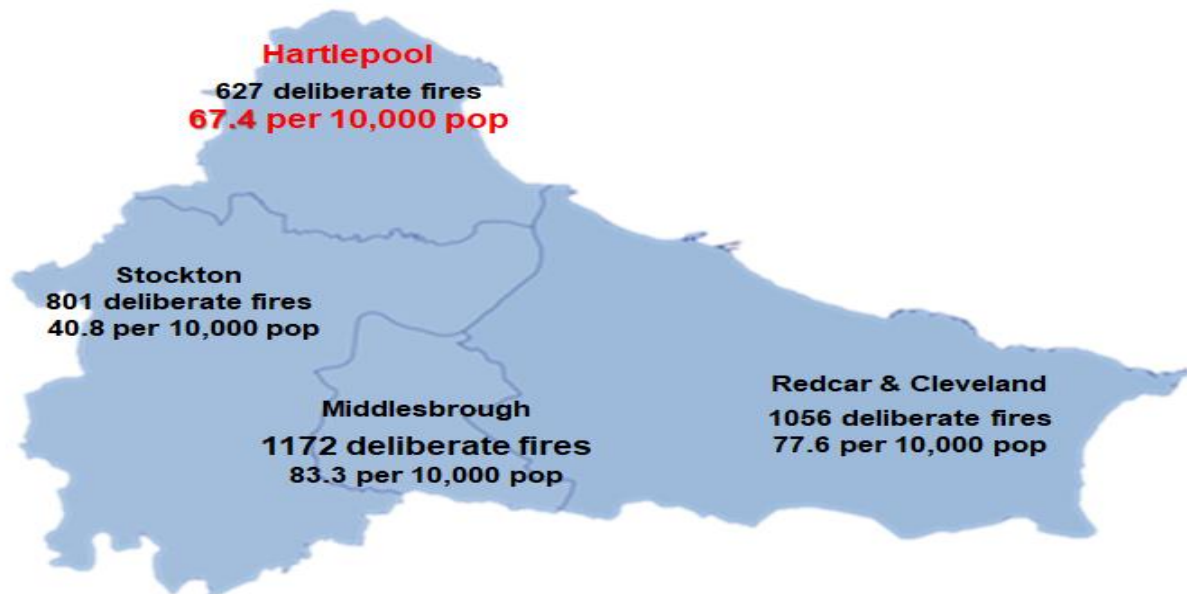
- Concerns regarding the level of deliberate fires in Hartlepool were supported by data that showed a rate of 67.4 fires per 10,000 population. It was highlighted that whilst this was slightly above the Cleveland average of 65, Hartlepool has

¹⁰ Home Office calculations

the second lowest level of deliberate fires in the Tees Valley as shown in Map 1; and

- The issue of deliberate fires is a Tees Valley issue with both Middlesbrough and Redcar and Cleveland experiencing higher levels than Hartlepool. All Tees Valley Boroughs are well above the National Average rate of 15 per 10,000 population.

Map 1 – Tees Valley Deliberate Fire Data



- 9.18 In relation to under reporting, Members were surprised to learn that Fire Brigade arson figures were not included in the wider figures for ASB. Members felt strongly that such data should be included in order to give a true overall picture and drew attention to the potential benefit of all partner bodies respective data sets being combined with that of the expert witness (as detailed in Section 8). The resulting combined data being essential in the planning of prevention and intervention activities.
- 9.19 The Committee welcomed indications that violence to Fire Brigade staff is not really an issue in Hartlepool, with only 2 in 2018/19. The Committee was, however, open in its condemnation of any such actions against members of any the emergency services.
- 9.20 Whilst the Fire Brigade has no powers to reduce ASB, support was expressed for the collaborative work being undertaken by them with partners to maximise the use of powers under the 2014 Act¹¹. Members also commended them on the success of their community engagement activities in engaging with vulnerable residents who may be indirectly susceptible to ASB and involvement in initiatives such as the Fix-My-Street¹² scheme, one of the aims of which was to enable and empower local people to remove the potential for arson and improve community pride.
- 9.21 Members queried if the Brigade's education programme still included visits to schools and whilst confirmation was welcomed that this did still occur, concern was expressed that problems in accessing secondary schools are also experienced by the Fire Brigade. On this basis, whilst curriculum pressures are recognised, it was felt that work was needed to explore how secondary schools could be encourage to participate in ASB preventative education programmes across all partners.

¹¹ ASB Crime and Policing Act 2014

¹² https://www.fixmystreet.com/?gclid=EAlaIqObChMik6T8rN3_4wIVBbDtCh3mjwLxEAAAYASAAEgLiPFD_BwE

- 9.22 Think Family Outcome Framework (Troubled Families Project) – The Committee learned that the project provides direct support from Early Help, Children's Social Care, Youth Justice Service and Integrated Community Safety Team, with an mandate to improve the outcomes for a total of 1000 families by March 2020.
- 9.23 Members learned that families are specifically selected to be part of the Programme because of their multiple and complex needs, demonstrating two or more of the following headline problems:
- Parents or children involved in crime and ASB;
 - Children who have not been attending school regularly;
 - Children of all ages who need help, are identified as in need or are subject to a Child Protection Plan;
 - Adults out of work or at risk of financial exclusion or young people at risk of worklessness;
 - Families affected by domestic violence and abuse (including stalking, honour based violence, female genital mutilation and forced marriage); and
 - Parents and children with a range of health problems.
- 9.24 Members learned that as of 31 December 2019, the target of 1000 had been exceeded with 1324 families, 267 were included within Category 1) above. Of these 267, 225 were related to ASB. Members were very pleased to note that the target of supporting 1000 families had been surpassed at 31 December 2019 by 324, with all these families having achieved significant and sustained progress and/or continuous employment. It was evident to Members that a key element of reducing ASB across the town was to take a more holistic approach involving the whole family, especially where families and young people were identified as being on the periphery of committing incidents of ASB.
- 9.25 North East Ambulance Service - The Committee at its meeting on the 20th January 2020 considered evidence from the North East Ambulance Service (NEAS) in relation to issues they experience around ASB, specifically violence and aggression towards its staff and how they were being addressed and staff supported.
- 9.26 Members were dismayed to hear that NEAS staff had reported 1430 incidents across the over the past year, 113 (9%) in Hartlepool, with around 10% of these had escalate to physical assault. Of these 75 assault cases had been progressed, with 60 ending with some form of sanction against the offender. Members were not surprised to find that the majority of incidents centred on alcohol and drug misuse and/or mental health and that males aged 30-40 were the primary culprits. However, there was surprise that events most often occurred in people's own homes on an evening and that the night-time economy was not a major factor.
- 9.27 In responding to issues of ASB, NEAS had introduced body cameras on a trial basis. The benefits of the cameras, however, became quickly evident in terms of the de-escalation of events, boosting staff moral and reducing general sickness levels. The trial had since been made permanent, with the full cooperation of staff and Trade Unions, and was seen as an example of best practice across other ambulance areas.
- 9.28 Following on from similar information from the Cleveland Fire Brigade, Members reiterated their dismay that emergency service staff were being subject to such behaviour and were somewhat sad that they were having to resort to the use of body cameras to protect themselves.

10. RENTED ACCOMMODATION AND ASB

- 10.1 During the course of the investigation, it became clear to the Committee that the association between ASB and rented accommodation is a significant issue for residents. Whilst it was recognised that many good landlords had properties in Hartlepool, the Committee was interested to discuss the problems experienced with landlords across the social and private sector.
- 10.2 Thirteen Housing Group - Members welcomed input from the Thirteen Housing Group as the town's largest social housing provider and noted that since April 2019, there had been 206 low level ASB incidents, 106 high level ASB incidents, 65 domestic abuse incidents and 108 support incidents, i.e. property condition complaints, noise and arrears issues, received. Also, that 41% of tenants had indicated that they had reported incidents of ASB to Thirteen with only 33% reporting to the Police.
- 10.3 Members noted with interest the development of a new Triage Team to consider every complaint or piece of intelligence in relation to ASB, prior to it being forwarded to the appropriate Neighbourhood Co-ordinator, Tenancy Enforcement Co-ordinator or Tenancy Support Co-ordinator. They were also encouraged to find the following examples of good practice:
- Colocation with Police;
 - DAHA accreditation (Domestic Abuse Housing Alliance);
 - Diversionary activities;
 - Enforcement and support; and
 - 2 FTE Wardens.
- 10.4 With the aim of increasing the reporting of ASB, Members were interested to learn that Thirteen had undertaken a pilot scheme in conjunction with Crimestoppers in the Hemlington area of Middlesbrough. This involved the promotion of Crimestoppers through door knocking, leaflets, advertising at bus stops and through social media. In addition to the pilot scheme, Thirteen had developed an 'app' to enable residents to report incidents of ASB through an app on their mobile including abuse and violence; animal nuisance; damage; graffiti, substance misuse and many more. Members were keen to learn the outcome of the pilot scheme and how it operated along with an evaluation of the use of the app and whether the reporting of ASB had increased at a future meeting of the Committee.
- 10.5 Private Sector Landlords - The Committee questioned if there was any link between the problems with ASB and absent private landlords. Members commented that there needed to be a greater coordination of approach against such landlords and parliament must look at ways of penalising them financially if they did not take action to address problems caused by their tenants. Assurances were given that fourteen premises closure orders had been issued against private residences and in all but two cases the landlords were working with the team to address the issues. Encouragingly it appeared that most admitted they could not deal with the problems on their own and needed support and that the closures helped them regain control of their properties. A small minority of problem landlords did, however, exist and the Committee welcomed the refresh of the Housing Strategy to include measures to assist in dealing with them.
- 10.6 Members commented that in areas with high numbers of privately rented homes, finding ways of engaging and supporting landlords, alongside enforcement, is essential

in helping them tackle ASB created by their tenants. The Community Safety Team Leader stated that they did work with private landlords and it was becoming more widely known that action could be taken against them in Hartlepool (including Closure Orders that would prevent them from earning rent from properties) and the team was seeing more landlords willing to engage much sooner.

10.7 Members were keen to seek the views of private sector landlords and it was suggested that an additional survey be developed by the Private Sector Housing Team. This survey was forwarded direct to private sector landlords between 22 October and 1 November 2019 and a response rate of 62 (20%) responses were received. The results of the survey identified a number of key issues for landlords:

- Turnover of tenants which ultimately leads to what can be long term empty properties and run down and boarded up properties;
- The number of tenants who are victims of ASB was higher than the number of tenants being the perpetrators of it;
- The highest issue of ASB caused by tenants was deliberate damage to the property; and
- Nearly 35% of landlords who had responded indicated that finding new tenants was problematic.

10.8 Members were encouraged to find that nearly 58% of landlords are aware that the Council can provide impartial advice and guidance to support landlords and nearly 16% of landlords had used this service. In addition to this, 96% of landlords have a robust written tenancy agreement for every tenancy and 94% of landlords ensure that their tenants are aware of their responsibilities and legal obligations with regards to conducting their tenancy.

11. COMMUNITY ENGAGEMENT – VARIETY OF ACTIVITIES

11.1 As part of the investigation the Committee carried out an extensive consultation and engagement exercise over a period of months during the 2019/20 municipal year. Members were keen for residents across all demographics to have the opportunity to contribute to the investigation. With this in mind, the views and experiences of a wide variety of partner groups / organisations, residents, young people and representatives from vulnerable communities were gathered. In obtaining the evidence, the Committee widely publicised its meetings, extending an open invitation to any individual or body to participate along with targeted invitations to some groups and individuals. In addition to this, a variety of informal community engagement was undertaken in a number of locations across the town. Further details and outcomes from the community engagement events are outlined in Sections 11 to 14.

11.2 Drop-In Sessions at North, Central and South Community Hubs with local residents - The drop-in sessions were held on separate days at a time to maximise drop-ins in light of the expected footfall in the Hubs and were attended by Members, where they were able, to canvas the views of residents in an informal setting. Members were pleased to speak to a number of residents from different areas of the town. In addition to the drop-in sessions, copies of the town-wide survey were available within the Hubs for residents to complete and put in a box within the Hub. The main issues raised as part of the informal engagement with residents in the Hubs were:

- The number of children hanging around the local neighbourhoods playing ball games, riding bikes and generally causing a nuisance which inevitably lead to ASB;
- The cost of contacting the Police via the 101 telephone number was high, especially when put on hold; and
- ASB not taken seriously when reported.

11.3 Drop-in Sessions with residents at Hartfields Retirement Village, Laurel Gardens Extra Care Home and Albany Court Sheltered Housing - Members of the Committee visited Hartfields Retirement Village, Laurel Gardens Extra Care Home and Albany Court Sheltered Housing on separate dates to seek the views of the residents. The session at Albany Court Sheltered Housing was well attended and Members were encouraged to note that ASB was not a significant problem for them and that the residents felt safe within the sheltered housing complex. Unfortunately, due to the non-attendance of residents in Hartfields Retirement Village and Laurel Gardens Extra Care Home, Members were unable to seek the views of the residents in person. However, surveys were hand delivered to each property at all three locations and responses received will be included within the overall town-wide survey results.

11.4 The main issues raised as part of the informal engagement with residents at the above housing complexes were:

- Young people playing and causing a nuisance in and around the grounds of the complex, including knocking on residents' windows; and
- The residents reassured Members that they felt safe within their home environment.

11.5 Workshop with representatives from Residents' Groups and Associations from across the town - Residents' Groups and Associations were identified by Ward Councillors across the whole town and representatives from each Group and Association were invited to an informal workshop with Members of the Committee in the Civic Centre. Members welcomed a number of representatives from a wide range of Residents' Groups and Associations. It was evident to Members from the discussions that the perception of ASB varied across different areas of the Town. In addition to attending the workshop, an email with a link to the town-wide survey was forwarded to the representatives in attendance to disseminate to other members of their Groups and Associations. Any responses received will be included within the overall town-wide survey results.

11.6 The main issues raised as part of the informal engagement with representatives from Residents' Groups and Associations from across the town were:

- Some areas in the town were affected significantly by the impact of drug dealing, discarded needles, drug and alcohol abuse and deliberate fires;
- There were concerns expressed that the issue of fly-tipping was occurring regularly and this was mainly on the outskirts of the town;
- In relation to young people specifically, the issue of teenagers hanging around parks and offensive and bad language was referred to as well as social media bullying;
- Noise nuisance and littering were issues in some areas along with people illegally riding motorbikes and quad bikes; and
- In the more rural areas, poaching and lamping were an issues that effected residents.

- 11.7 Workshop with representatives from minority communities of interest or heritage at the Asylum Seekers Refuge Group - In view of the importance of engaging with all demographics of the local community, Members were made to feel very welcome at one of the weekly meetings of the Asylum Seekers Refuge Group which was very well attended by adults and families. There were residents in attendance who were at various stages of seeking asylum and were able to inform Members of issues around ASB that was affecting their lives.
- 11.8 The main issues raised as part of the informal engagement with representatives at the Asylum Seekers Refuge Group were:
- One of the main issues highlighted by the attendees at this Group is the homes they were placed into upon arrival to the town. Members noted with concern that a lot of the asylum seekers were provided with housing in areas that already had a reputation for high levels of ASB and criminal activity;
 - Some attendees indicated they would welcome more support to integrate within the local community; and
 - The importance of multi-agency partnership working was emphasised and included the Police, Integrated Community Safety Team, Crime Prevention Officer and Health Visitors.
- 11.9 Workshop with the Children in Care Council and the Youth Council - Members were delighted that representatives from the Children in Care Council and the Youth Council were very keen to engage with the Committee in relation to ASB in the town. Representatives from the Children in Care Council and the Young Council were invited to an informal session with Members of the Committee in the Civic Centre. Members were pleased to note that this was well attended with young people from a number of secondary schools in the town who had strong views about ASB, who causes it and potential solutions. The young people involved were invited to develop a survey with a view to seeking the views of other young people on ASB across the town and to present their findings to the Committee at a later date.
- 11.10 The main issues identified as ASB as part of the informal engagement with representatives of the Children in Care Council and the Youth Council were:
- Any actions that make people feel threatened, including foul language, fighting and knife crime;
 - From an environmental perspective, the young people identified littering, polluting the environment and deliberate fires as ASB;
 - Bullying via social media was also highlighted as an issue for young people;
 - Unstable home lives and fighting within the home can impact on children and young people as they may develop negative perceptions and a lack of respect for the Police;
 - The young people were concerned that adults often perceive that a young person is 'up to no good' by the type of clothes they are wearing, i.e. hoodies;
 - Racism was also identified as a type of ASB as well as a hate crime; and
 - Not a lot for children and young people to do, such as organised play activities and/or events within and involving their local community.
- 11.11 Workshop with young people involved with West View, Kilmarnock, Wharton Trust and Belle Vue Youth Clubs - Members of the Committee recognised the importance of engaging with young people in conversations and therefore arranged to attend the

West View Advice and Resource Centre where representatives from the West View, Kilmarnock, Wharton Trust and Belle Vue Youth Clubs were in attendance along with Youth Workers. The attendees were invited to inform Members of their views, perceptions and experiences of ASB across the town. Members were encouraged to hear the views of the young people as well as the youth workers.

11.12 The main issues identified as part of the discussions with the young people from the youth clubs across the town were:

- It was evident to Members that the issues raised were very similar to those identified by the Children and Care Council and the Youth Council at the above workshop adding graffiti, egging windows, dog fouling and theft and vandalism;
- The young people acknowledged that groups of teenagers hanging around local neighbourhoods could seem like intimidating behaviour to some people;
- One of the main issues that the young people considered impacted on the level of ASB in particular areas was the abuse of drugs and alcohol and the dealing of drugs; and
- It was identified by the young people that in some families, older generations did not necessarily act as good role models for the younger members of the family.

11.13 Interviews with residents who have experienced and reported ASB - Members recognised the benefits of speaking with individuals who had experienced and reported ASB and with support from the Integrated Community Safety Team, residents kindly agreed to meet with Members on an individual and confidential basis. The residents were very open and honest in their engagement with Members and spoke very highly about the support they had received from the Integrated Community Safety Team.

11.14 The main issues identified by the individual residents who had experienced and reported ASB in their separate local areas were:

- The local area had declined significantly over the previous 10 years and one of the major contributing factors to this was the increasing number of rental properties with a high turnover of tenants resulting in a transient population with no community responsibility;
- There were a significant number of local tenants who were involved in drugs and alcohol abuse, as well as drug dealing;
- There appeared to be a lack of empathy and understanding of the impact that the different types of ASB had on the local community;
- It was the view of the residents that a reduction in the level of neighbourhood policing had contributed to the increasing levels of ASB and criminal activity in their local areas;
- Due to the decline in the local area and subsequent reduction in the value of their property, some residents were unable to sell their property and move to better area or more suitable accommodation; and
- The residents were unanimous in their praise for the Integrated Community Safety Team who had supported them and put things in place to deal a number of specific issues that had affected the residents.

11.15 Workshops with representatives from Hartlepool's Taxi Drivers - Representatives from Hartlepool Taxi Drivers were invited to attend a workshop with Members of the Committee with a view to gaining an understanding from their perspective of ASB and the impact of this on them. A number of representatives attended the workshop and

Members were encouraged to hear a number of suggestions of ways of dealing with ASB, including the public's perception of the Police.

11.16 The main two issues identified by the representatives from Hartlepool taxi drivers were:

- The night-time economy was a particular difficult time for taxi drivers as local drinking establishments would eject people who were worse for wear through excess consumption of alcohol and they would inevitably look for a taxi. Often, these revellers became aggressive as they were annoyed at being ejected from the pub or club; and
- Incidents of ASB for taxi-drivers was increasing from children and young people throwing stones at taxis to people under the influence of drugs or alcohol looking for taxis late at night.

11.17 Events attended by Members of the Committee - Members welcomed the opportunity to attend the following events with Council Officers across the town to gain an understanding of how ASB was dealt with from an operational perspective:

- Enforcement Officer Patrol; and
- Community Safety Office visit.

11.18 Belle Vue Youth Outreach Team - During a visit to the Belle Vue Centre, it was evident to Members that this was a very well utilised Centre for all age ranges, but for young people in particular. There were various activities undertaken within the Centre, including the Youth Club. Members welcomed the insight provided by the members of the Patrol and were pleased to take up the offer of joining them on a patrol of the local area around the Belle Vue Centre. In addition to the Patrol, Members welcomed feedback from youth workers on the SORTED Programme that was undertaken in conjunction with the Integrated Community Safety Team with young people to guide them to make positive life choices.

11.19 The SORTED Programme involves young people exploring the virtual world and how to keep safe on line, the risks teens face in modern society, what issues are important to young people and the values they hold along with weapon related crime and the risks and consequences of carrying weapons. Members were pleased to note that the feedback from the young people was generally positive with the overall behaviour of the young people changing in a positive way as the 8-week programme progressed.

11.20 The main issues identified by the representatives from the Belle Vue Outreach Team were:

- Members learned from the Team that there had been a noticeable reduction in a Police/Police Community Support Officer presence in the local neighbourhood;
- Due to their experience and knowledge of the local area, the Team had a significant amount of local intelligence that they shared with the Integrated Community Safety Team on a regular basis; and
- The SORTED Programme had a positive effect on the overall behaviour of the young people who attended.

11.21 Ride Along Scheme with Cleveland Police - Cleveland Police extended an invitation to participate in the Ride Along Scheme, which involved a Member going along with Police Officers on a vehicle patrol. A Member participated in the Scheme on a Friday

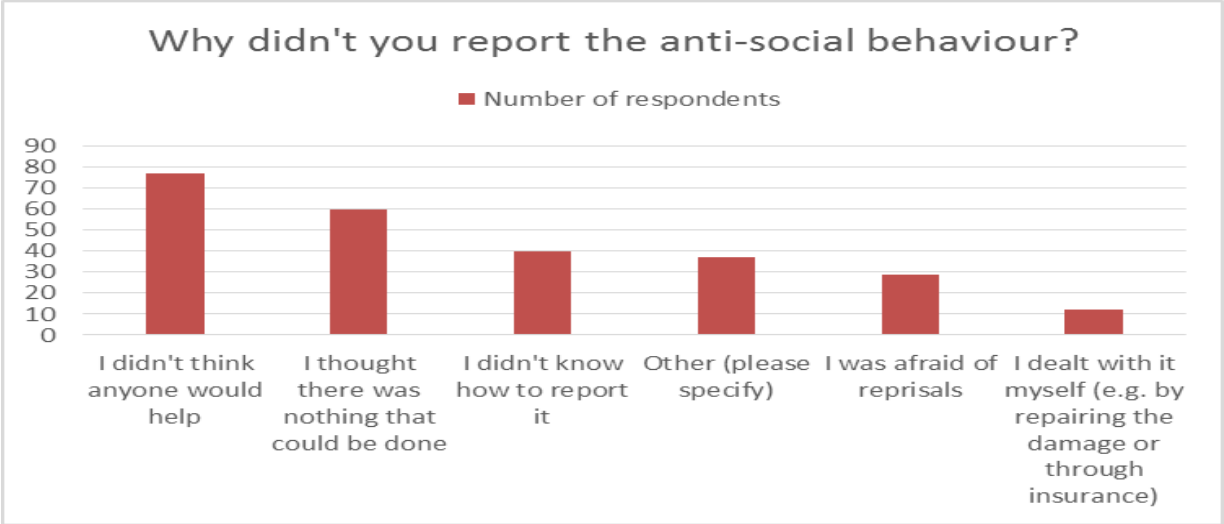
evening and although it was an uneventful evening, which was unusual according to the Police Officers, the operational experience obtained contributed to the Committees overall understanding of police activities and ASB experiences.

12. TOWNWIDE SURVEY WITH RESIDENTS

- 12.1 The Committee had agreed that as part of the extensive engagement programme, a town wide survey be undertaken to seek residents' opinions and experiences of ASB with the option of completing the survey either electronically or on paper. This was carried out between 28 October and 8 December 2019.
- 12.2 In evaluating the results of the survey, the Committee recognised that all responders may not have completed all questions or may have ticked more than one response. Therefore the figure across questions did not always correlate as people were more likely to complete the survey if they had negative comments to add. With this disclaimer, Member learned that the level of response was very good with 379 residents responding, of which 270 (71%) had experienced ASB in the previous six months. Members acknowledged that only 6.2% of the surveys returned were from people aged under 25, and a further survey was developed and undertaken by the Youth Council to enable this demographic to input to the investigation. The results of this survey are detailed in Section 13.
- 12.3 Members noted that the majority of responses to the survey had been received from the TS25 and TS26 postcode, however, it became apparent that these postcodes were represented in almost every Ward across Hartlepool. This demonstrated that ASB is a town wide issue and supported Dr Hunter's comments (as in Section 8) that going forward the focus of activities should not solely be based on current prevalence data. Other factor needed to be taken into consideration.
- 12.4 Members were pleased to note that with the assistance of Elwick Parish Council, surveys were delivered to the more rural communities on the outskirts of the Town, however the response from the more rural postcodes was the lowest.
- 12.5 The results of the survey showed that the top ten issues experienced were:
- Rubbish/litter lying around (158 respondents)
 - Groups hanging around in the street or other public place (150 respondents)
 - Rude and abusive behaviour from Children (126 respondents)
 - Begging (111 respondents)
 - Nuisance off-road bikes (109 respondents)
 - Vandalism (106 respondents)
 - People drinking or taking drugs (101 respondents)
 - People dealing drugs (92 respondents)
 - Run down / boarded up properties (84 respondents)
 - Rude and abusive behaviour from Adults (77 respondents)
- 12.6 In addition, a hate crime or incident had been experienced by 14 respondents in the past 6 months with two of the most commonly identified issues within the 'something else' category being dog fouling and people cycling dangerously.

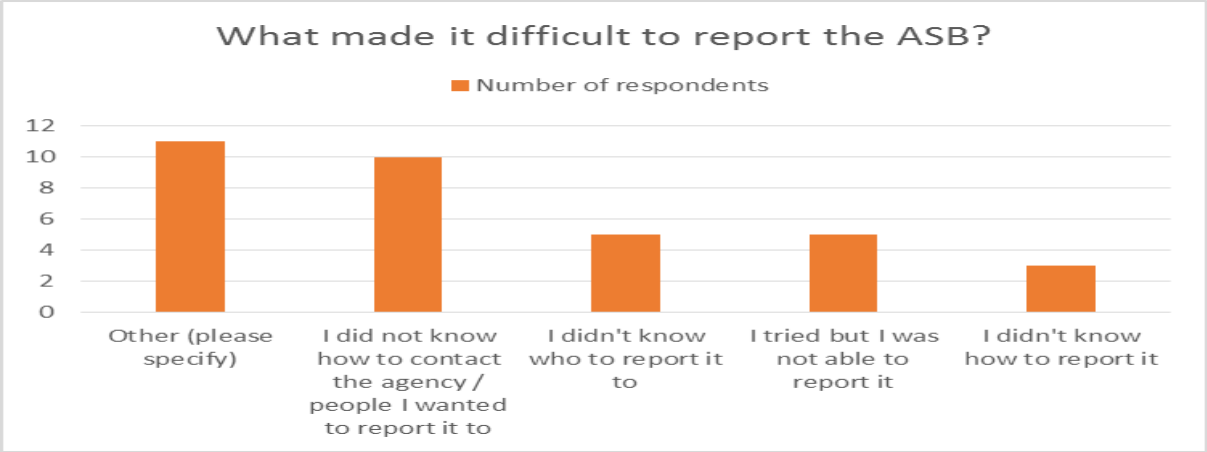
- 12.7 The following sections provide further detail from the extensive town wide survey undertaken, however please note the disclaimer in paragraph 12.2 in relation to the responses received.
- 12.8 Reporting - Members noted that 162 respondents who had experienced ASB had not reported it compared to 97 who had. The respondents who had decided not to report the ASB they had experienced were asked why not. The two main reasons why they had not reported the behaviour was that the perception was that no-one would help (50%) and there was nothing that could be done (39%). Members were concerned to learn that around 18% of respondents had not reported ASB as they were afraid of reprisals.

Chart 4: Why Report ASB



- 12.9 The survey indicated that respondents who indicated they had reported ASB, 67 (66%) most commonly reported ASB issues to Cleveland Police with 24 (23%) to their local Ward Councillor and 22 (21%) to the Integrated Community Safety Team. The most common method of reporting ASB was by telephone. For those who had not found it easy to report, the main difficulty was not knowing how to contact the people/agency they wished to report it to.

Chart 5: Difficulty in reporting ASB



- 12.10 The Committee were concerned to note that only 38% of respondents had indicated that they received a response the first time they reported ASB with 23% of respondents having to report it four or more times before it was responded to.

- 12.11 Members noted with interest the following table which shows the number of times incidents of ASB were reported, but were mindful that some of the reports were made to multiple places and therefore did not necessarily correlate with the number of people making those reports.

Table 5: Number of times incident of ASB reported

	Number of times reported:					
Who to:	0	1	2	3	4+	Total number
Police	32.8%	12.1%	12.1%	13.8%	29.3%	58
HCST	30.4%	8.7%	13.0%	4.3%	43.5%	23
Ward Councillor	15.0%	10.0%	20.0%	10.0%	45.0%	20
Everyone Else	41.2%	14.7%	14.7%	14.7%	14.7%	34
Totals						135

0 = responded to on first report, 1= re-reported once, 2 = re-reported twice, 3 = re-reported three times, 4 = re-reported four times plus

- 12.12 The Committee also found that the majority of residents had indicated that after reporting ASB, the behaviour had either stayed the same (56%) or it had worsened (14%).
- 12.13 There were a number of comments within the 'other' category of reasons for not reporting ASB but the most common theme across these comments was that respondents wanted an easier way to report ASB as it happens, particularly out of hours. In addition, it was suggested that the further development of electronic ways of reporting ASB be explored including an online portal or app to be available to residents alongside the more traditional reporting mechanisms. It was evident to the Committee that further promotion of the ways of reporting ASB and who to was needed across the whole town.
- 12.14 Support - The Committee acknowledged the different type of support that was available to people reporting ASB across the town when they made their report or at any time during the process. However, Members were disappointed to note that 71% of all respondents had indicated that they had not been offered support with only 25% indicating that they had been offered support. A further breakdown on an organisational basis is included in the table below against who the report had been made to.

Table 6: Support Offered

	Offered support	Not offered support	Didn't know/could not remember
Police	14% (9)	73% (47)	13% (8)
HCST	14% (3)	73% (16) *The number of referrals from HCST is much higher than these figures would suggest.	13% (3)
Ward Councillors	5% (1)	91% (20)	13% (1)
Everyone Else	8% (3)	81% (29)	11% (4)

Table 7: Type of Support Offered

	Victim Support			Fire Safety Visit			Crime Prevention		
	Offered	Not Offered	Would have used	Offered	Not Offered	Would have used	Offered	Not Offered	Would have used
Police	4	15	2	2	12	2	6	14	5
HCST	2	5	1	2	5	0	3	5	0
Ward Councillors	0	6	2	0	6	1	1	5	1
Everyone Else	0	7	2	1	5	1	1	7	1

- 12.15 The Committee noted that the majority of respondents appeared not to have been offered any support regardless of who they reported the issues to. However, few respondents said they would have used any of the services if they had been offered to them. Members were concerned that 3 of the 6 types of support offered would not have been chosen, even if they were offered and these were referrals to MIND, the Samaritans or Harbour. As a result of this, Members considered whether the types of support currently offered were the most appropriate and whether there was any other type of support that could be offered. It was also suggested that there should be better promotion and resourcing of the services available to support victims of ASB.
- 12.16 Whilst it was noted that there had been no referrals to Harbour, Members were interested to note that the data that Harbour holds suggested that referrals were made. Of the most useful types of support provided to victims of ASB, Members were informed that the fitting of security equipment and the victim support service was found to be helpful along with the communication with the Council's Victim Support Officer and the Community Police Support Officers who become involved.
- 12.17 Of the types of support that were used by the respondents, the Police and Integrated Community Safety Team were the most likely to offer Victim Support, Fire Safety or Crime Prevention. In addition, Members found that Victim Support and Crime Prevention were most likely to be offered through the Police.
- 12.18 Members welcomed the fact that some of the respondents who had utilised a support service had found it beneficial for the following reasons:
- Fitting of security equipment was extremely useful;
 - Victim Support was found to be helpful and kept in regular contact; and
 - Respondents felt listened to by the PCSO, that the issue had been dealt with promptly and that the PCSO had been reassuring and very informative.
- 12.19 Members noted that of the respondents who had utilised a support service, only 3 had not found it to be useful. The reasons being:

- A sticker for front door that tells callers not to knock if they are 'cold callers' however that doesn't stop them;
- It is like trying to teach a duck to suck eggs. Lock my doors, secure my windows. The sheet was actually insulting that you feel you have to tell people that; and
- Lack of funding.

12.20 Satisfaction - In relation to the service received overall, 45% of respondents were either dissatisfied or very dissatisfied, 26% satisfied or very satisfied and 29% remaining neutral. The highest levels of dissatisfaction were around not being kept informed about what has happening along with the length of time it took to deal with the problem once reported. However, Members were pleased to note that of the responses that were received, 91% of all responders considered that Officers were polite and courteous when contacting them.

12.21 Of the respondents who had indicated they were dissatisfied with the service, the following broad categories were referenced:-

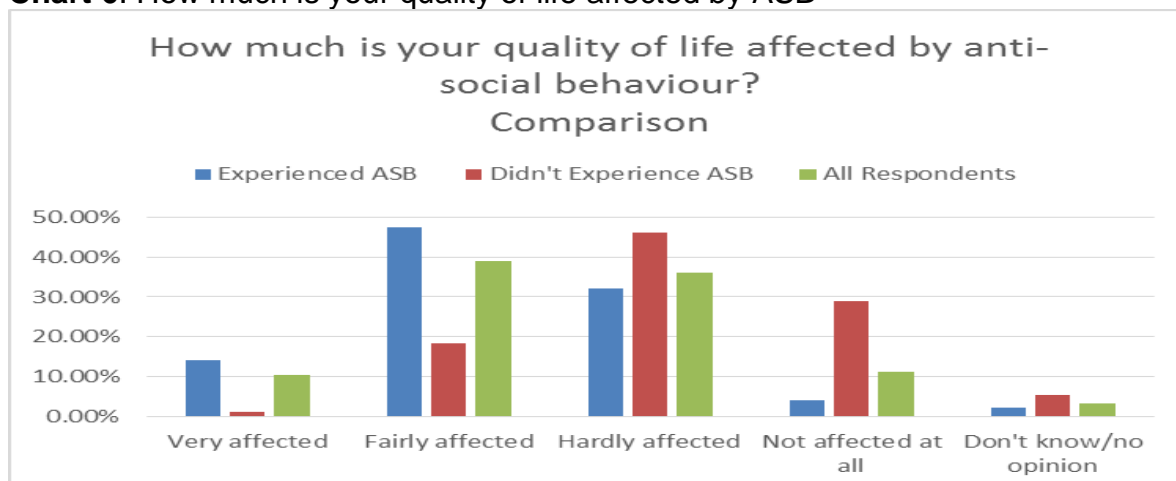
- It was a long time before something happened/nothing happened (14 responders);
- Not given enough/any information (11 responders - including 4 who said they had not had updates on their case and 6 who had not been informed about the Community Trigger);
- It is a never-ending problem (6 responders);
- Not enough support provided (4 responders);
- Passed around different agencies (2 responders);
- Information/evidence not acted on or lost (2 responders);
- Couldn't speak to an officer (2 responders); and
- Other (12 responders).

12.22 One of the key areas highlighted was that the professional agencies were not always keeping the victims of ASB informed of any actions being considered and/or undertaken. Members noted that was more likely to be an issue when the ASB being investigated was affecting a particular area such as a group of streets and/or shopping parades, rather than one individual family and ways of keeping local residents and shop owners updated with ongoing activities should be explored further.

12.23 Members were concerned to learn that from the evidence presented, the majority of responders, 91%, had indicated that they had not had the Community Trigger process explained to them, with only 12% responders commenting that they had been made aware of this process at the time of reporting. Whilst it was noted by Members that the Community Trigger process was included on the Council's website, it was recognised that this was the minimum requirement for promoting the Community Trigger process and suggested that ways of expanding the promotion of this process be explored.

12.24 Perception of ASB as a problem - In relation to the perception of ASB, 72% of respondents felt that there was either a fairly big or very big problem with ASB, compared to 23% who felt that there was either not a very big problem or no problem at all. The Committee noted with concern that 50% of all respondents indicated that their life was fairly or very affected by ASB with only 11% indicating their life was not affected at all. The Committee also found that 46% of respondents felt that the Police, Council and other agencies were not dealing with ASB in their local area effectively with 23% agreeing or strongly agreeing that agencies were dealing with the problem.

Chart 6: How much is your quality of life affected by ASB

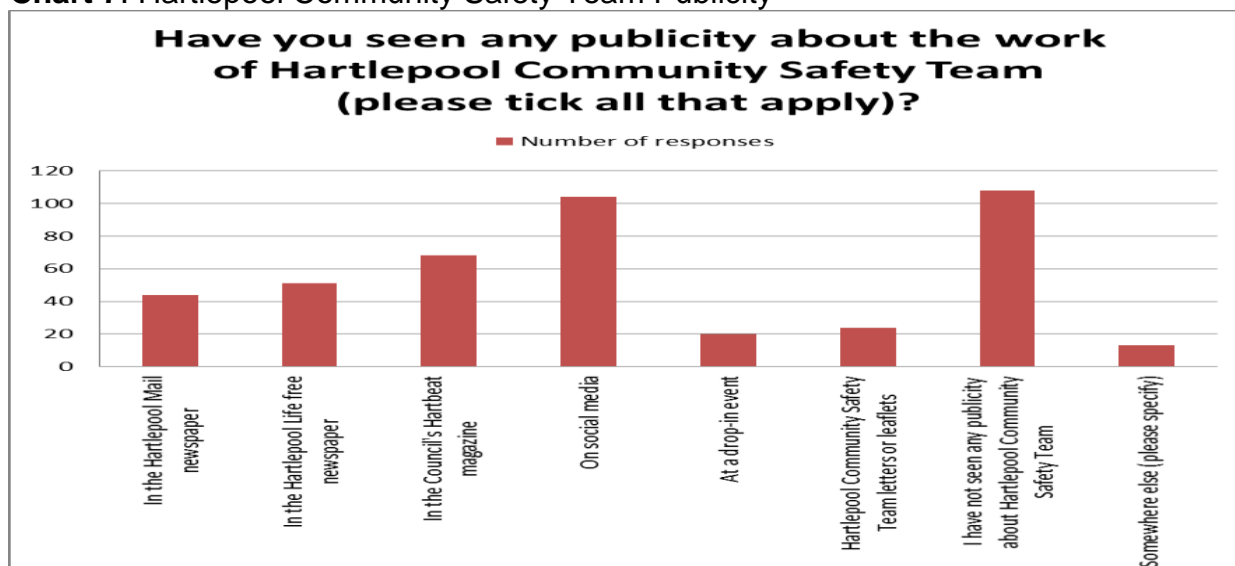


12.25 Suggested Solutions - Members were interested to note the comments received from respondents in relation to potential solutions to tackle the problem of ASB. It was recognised by Members that the involvement of the community across all age groups was imperative to reinvigorating a sense of local community and empowerment. However, the Committee acknowledged that resources were limited in view of the ongoing austerity measures being faced by all local authorities and partners. The types of solutions suggested by responders to the survey can be categorised as follows:

- More staff/greater police presence;
- There is nothing that can be done;
- Stricter punishments/more effective deterrents;
- Agencies taking a proactive/preventative approach;
- Take effective action against perpetrators (including parents and landlords);
- More funding for services; and
- Provide somewhere for teens to go.

12.26 Promotion - Members were encouraged to note that the Council and its partners have undertaken to improve public confidence in the reporting of ASB and the work being done to tackle it through publicity around the Integrated Community Safety Team. Most respondents had seen some kind of publicity about the Team as noted below.

Chart 7: Hartlepool Community Safety Team Publicity



- 12.27 The Integrated Community Safety Team was launched on 26 February 2019 at a Face the Public Event, during which residents were able to put questions to senior representatives of key organisations that make up the Safer Hartlepool Partnership, including Cleveland Police, Hartlepool Borough Council, Cleveland Fire Authority, Hartlepool and Stockton on Tees Clinical Commissioning Group, the Probation Service and Cleveland's Police and Crime Commissioner. The event included a workshop which enabled residents to highlight the issues that most affected them.
- 12.28 Since the launch of the team in February 2019, there have been 19 press releases and numerous social media campaigns to highlight specific initiatives and successes that has been implemented by the Team.
- 12.29 Members were informed that there had been a number of successful enforcement activities across partners undertaken in recent months to improve local areas from the effects of ASB, including premises closure orders. Members were keen to see this positive action promoted widely as it was hoped that this would instil confidence in residents in reporting future incidents. However, it was acknowledged by Members that this would need to be continued and expanded upon in recognition of the subsequent displacement of ASB.
- 12.30 In addition to the above, Members considered they had a significant role in supporting residents who were the victims of ASB through the mechanisms of reporting incidents and providing them with support. With this in mind, Members were keen to see more regular communications between the Integrated Community Safety Team and ward councillors, especially on issues within their own specific Wards.
- 12.31 Police and Crime Commissioner Response to Town Wide Survey - The Committee sought the views of the Police and Crime Commissioner (PCC) on the results of the town-wide survey. The PCC was concerned at the proportion of people choosing not to report ASB, particularly given the marked reduction in reports received last year which has suggested to agencies that ASB is decreasing. Members were pleased to note that the introduction of online reporting to the Police which is an option for non-emergency incidents will encourage more reports, especially given the feedback regarding long waiting times when reporting via telephone. It was suggested by the PCC that the Council number for reporting ASB should be promoted more widely within local communities. It was hoped that the reinvigoration of Neighbourhood Policing will lead to enhanced problem solving / intelligence gathering activity within localities to tackle ASB and other community issues.
- 12.32 The PCC noted that the consultation demonstrates the impact of ongoing ASB on victims and this was recognised by the extension of the Victim Care and Advice contract to cover victims of ASB as well as crime. The Committee were informed that in response to a recently consultation on the Victims Code of Practice, the PCC had responded that guidelines should be changed to ensure that ASB is managed in the same manner as crime from a victim's perspective. In relation to the Community Trigger, discussions were ongoing between the PCC and the Victims and Witness Group, however this has yet to lead to any direct activity within organisations.

13. SURVEY OF YOUNG PEOPLE

- 13.1 As a result of the workshop undertaken with the Children in Care Council and the Youth Council, Members asked the young people representatives to develop and undertake a survey of young people to gain their perception, experiences and views on ASB. Members of the Youth Council carried out several consultation sessions in various locations including the youth centres across Hartlepool. This survey specifically targeted young people who gave their responses there and then via a tablet or completed a paper copy of the survey. In total 56 responses were received.
- 13.2 Members were delighted to welcome a representative from the Youth Council to a meeting of the Audit and Governance Committee to present the findings of the survey which showed that 75% of respondents had experienced at least one type of ASB compared to 25% who had not experienced any ASB. It was noted with interest that the two main behaviours referenced as the biggest problem in their local area were rubbish and littering followed, people dealing drugs and people drinking/being drunk in the street. In addition, both the town-wide survey and the survey of young people scored rude/abusive behaviour from children and young people highly (see **Appendix 4**).
- 13.3 The results indicated that 80% of the young people who responded considered the ASB in their part of the town to be worse than other areas. The main reasons are as follows:
- Because of people drinking/taking drugs/dealing drugs - 10
 - Other - 10
 - Kids growing up in rough areas – 6
 - Don't know – 4
 - Because it is near a school/shop – 3
 - Because I see it more in this area – 3
 - There are more rude people in town
- 13.4 Members were interested to note that the reasons why the young people who responded considered that ASB was lower in their local area are as follows:
- It is not as bad as other areas – 4
 - We have security – 2
 - No one goes outside – 1
 - Because there are lots of elderly – 1
 - Since someone came into school and told us not to start fires they don't do it anymore – 1
- 13.5 In relation to tackling ASB across the Town, Members were encouraged that the young people who responded had made several suggestions on how to tackle the problem of ASB. It was interesting that the suggestions were markedly different to the public survey with the young people focussing on practical steps such as diversionary activities, education and making perpetrators put things right. The responses in the public survey concentrated more on the deterrent side of more police and harsher punishments with only 2 responses to the town-wide survey suggesting providing somewhere for young people to go.
- 13.6 Members' attention was drawn to the comments of the respondents who felt overwhelmingly that young people are often blamed for the ASB in Hartlepool. It was interesting to note that whilst during a lot of the discussions on this topic, the conversations often centred on young people being the main perpetrators of ASB. However, evidence provided by the Annual Safer ASB Hartlepool Partnership Strategic

Assessment reiterated that two thirds of all reported ASB incidents are carried out by adults. Respondents were asked what could be done to change this perception with suggestions detailed as follows:

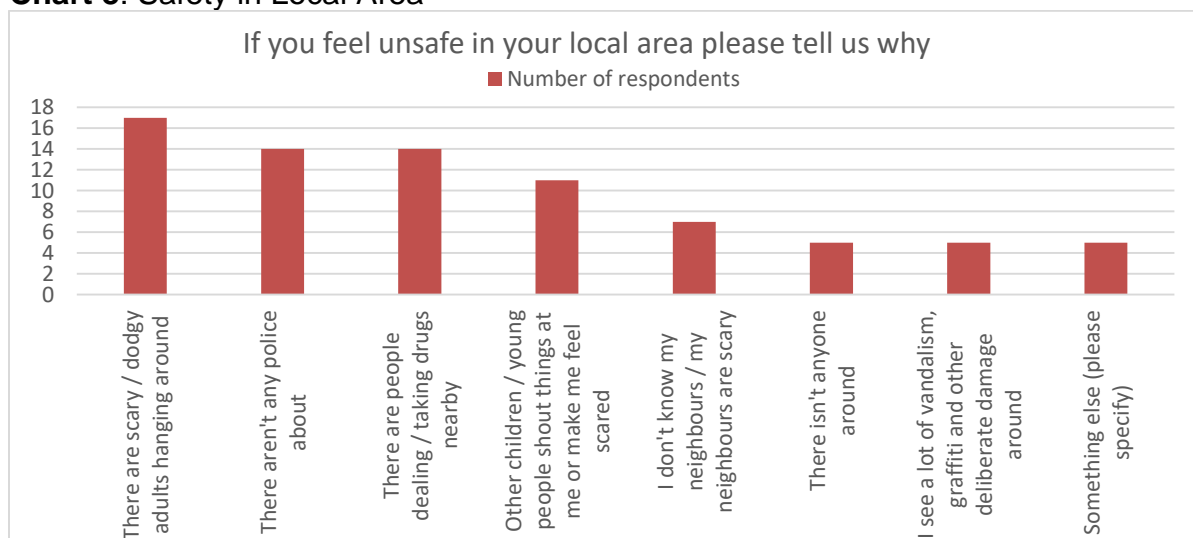
- Show evidence of who really is to blame - 11
- Show young people in a good light/doing something positive – 10
- Other - 5
- Stop blaming kids – 4
- More understanding of what ASB is – 3
- Don't know – 3
- Get to know the young people – 2

13.7 The results of the young people's survey had identified that 75% of the responders were of the opinion that the under 20's age group was the most anti-social age group. Members were interested in the contrast of this opinion compared to the comments noted above where young people felt that they were often unfairly blamed for the ASB across the town. It was clear to Members that there was a discrepancy in these statistics which may be a result of the difference in perception and definition of ASB between children and young people and adults. Members suggested that this issue be explored further to enable a clearer picture of the perception of ASB across the generations.

13.8 A number of the young people highlighted to Members that they had attended the ASBAD and Crucial Crew programmes which is referred to in Section 9.7.

13.9 Members were pleased to note that 64% of young people questioned felt safe in their local area although acknowledged that this figure could be higher. The most common reason given for feeling unsafe is due to scary or dodgy adults hanging around with people taking or dealing drugs also highlighted.

Chart 8: Safety in Local Area



13.10 Based upon the information obtained in relation to children and young people the Committee considered that there is a need for:-

- i) Increased awareness in terms of:
 - The true impact of ASB on vulnerable residents.
 - The youth offer across the town (including organised play opportunities, activities across the seasons, events and community work).

- ii) Sponsorship for children and young people from deprived communities to join sporting and community groups.
- iii) Improved communication between the professional agencies involved in dealing with ASB incidents in relation to any action being considered and/or taken with the people who were the victims of the incidents.
- iv) Amnesty boxes to be provided to enable the public to report incidents of ASB anonymously.
- v) Improved communication with all professional agencies involved in dealing with ASB and local retail outlets/shopping centres as these can be the main areas where ASB is occurring, especially involving young people.
- vi) Increased intervention and prevention support for families and young people who are identified as being on the periphery of committing incidents of ASB.

13.11 It was also clear to the Committee that the definition of what constitutes ASB is significantly influenced by individual perceptions and this is equally apparent across age groups, as demonstrated by consultations results. In addition to this, it is important to appreciate that young people are also real victims of ASB and that they share concerns about rubbish and litter as the biggest ASB problem in Hartlepool and levels of drug dealing and drug taking in the town.

13.12 Members acknowledged that both young people and adults have a perception that young people are one of the main contributors to ASB in Hartlepool. However, this is likely to be due to the difference in the perception of what constitutes ASB. The young people feel that more should be done to show young people in a positive light, given that the Annual Safer Hartlepool Strategic Assessment identifies that two thirds of all reported ASB incidents was carried out by adults.

13.13 Furthermore, it had been shown that a marked difference exists in how the two groups think that ASB should be tackled with the young people advocating personal responsibility by putting right the harm they had caused, whilst adults feel the authorities should be doing more through proactive preventative work with harsher punishments. This generational change was an interesting shift and one that could influence intervention and prevention in the future.

14. CONCLUSIONS

14.1 The Audit and Governance Committee concluded that:-

a) In terms of **perceptions** of ASB:-

- i) A wide range of issues encompass the term Anti-Social Behaviour (ASB). However, the identification of a true definition is problematic as each individuals perception is subjective in terms of what is, or is not, acceptable behaviour. This is further compounded by the absence of a clear distinction between anti-social and criminal behaviour, with the severity of an act a significant factor in its categorisation (i.e. some low-level crimes are identified as ASB and vice versa).

- ii) ASB appears to be treated as a 'low level' crime by the police. However, the strength of feeling demonstrated throughout the investigation, alongside the significant effect on victims and its role as a potential precursor to criminal behavior, means that it must be considered as a priority across all agencies.
 - iii) Contradictions exist between the perceived prevalence of ASB and actual reported incidents, with:
 - Under reporting a real issue and a disparity in the true picture across Hartlepool that hampers the development of an effective action plan and the focusing of available resources (including police and other support services) on areas of real need.
 - A perception that young people are the primary source of ASB, despite evidence showing that it is instigated across, all age groups, with two thirds of all reported incidents in fact carried out by adults over the age of 18. Young people feel unfairly blamed for ASB while they are simply doing things young people do.
 - Significant differences in perceptions of what constitutes ASB and how it should be tackled. Whilst young people tend to advocate personal responsibility, by putting right the harm they had caused, adults tend to feel the authorities should be doing more through proactive preventative work with harsher punishments. This generational change was an interesting shift and one that could influence intervention and prevention in the future.
 - iv) There was a lack of neighbourhood policing with a knock on effect on community confidence in terms of safety and incident reporting. Although, assurances were welcomed from the PCC and Chief Constable that the number of police and PCSO is set increase.
 - v) ASB occurs across all Wards to varying degrees and it not restricted to areas of private rented accommodation or higher level deprivation.
 - vi) The issue of ASB in private rented accommodation is recognised as a significant issue, especially through an often transient population where it is difficult to engage with both tenants and/or landlords. It is often difficult for landlords to engage the tenants regarding ASB and a pilot to address this is ongoing, that subject to evaluation could be rolled out to other areas, including Hartlepool.
- b) In terms of **partnership working**:-
- i) The establishment of the Integrated Community Safety Team has been very effective, with:
 - All those involved to be commended on their success in bringing partner agencies together to deliver enforcement and education activity within the resources available;
 - Assurances are welcomed that existing levels of activity are sustainable within the current staffing establishment. However, any reduction in establishment levels would have a negative impact on the effectiveness of the Team;
 - The activities of the Police, and Targeted Outreach Team and Youth Offending teams are essential to the effectiveness of ASB prevention and enforcement activities; and

- The need to ensure that the enforcement responsibilities of the Integrated Community Safety Team are balanced and do not have a negative impact on the ability of the Team to respond to ASB as a priority.
- ii) Despite a recent extension of funding by the PCC, future funding for the Targeted Outreach Team was due to cease and Members felt strongly that the PCC should be lobbied to continue this funding going forward.
 - iii) Partnership working outside the Integrated Community Safety Team, is equally important with considerable value in the examples of inter-agency working demonstrated by the fire brigade and other organisations who gain access to properties through their day to day duties.
 - iv) It is evident that Elected Members are not being utilised to their full capacity in terms of the value that could add to the work of the Integrated Team and the ASB prevention / intervention process. To facilitate this:
 - Members need to be fully trained in terms of the sources of advice and support available, formal routes of reporting through the Contact Centre and criteria / potential use of the Community Trigger; and
 - The role of Members as part of the mechanism for reporting and supporting resident's needs to be better publicised.
 - v) It is disgusting that emergency services are subject to ASB, and have been forced to resort to the wearing of bodycams, however, indications that this is not a significant problem for either the Police or Fire brigade in Hartlepool is encouraging.
 - vi) Approaches to communication and intelligence sharing, need to be reviewed to ascertain if they are still fit for purpose, especially in relation to:
 - Council departments, schools, VCS to provide a more holistic approach to ASB;
 - Organisations, especially retailers across the town; and
 - Residents and Communities.
 - vii) There are concerns regarding the implications of the loss of Police satellite units in terms of the time wasted by police whilst waiting to attend court.
- c) In terms of **reporting and satisfaction**:-
- i) Cost, uncertainty as to what and where to report ASB, a lack of confidence in responses / actions and fear of potential reprisals all act as deterrents to reporting.
 - ii) Awareness and understanding of reporting mechanisms is limited, requiring improved clarity and the demonstration of effective outcomes if confidence was to be increased and reporting encouraged. However, the development of online reporting and apps, including the Fix-My-Street scheme, is welcomed with the proviso that they are effectively promoted and provided alongside more traditional reporting mechanisms.

- iii) It is worrying that the main reason given for none reporting of ASB are the perception that no-one would help and that there is nothing that can be done and fear of reprisals. Even when reported, less than half received a response first time and felt that ASB either stayed the same or got worse¹³.
 - iv) Members were keen to learn the outcome of the development of ways to increase the reporting of ASB through Thirteen's pilot scheme along with an evaluation of the use of the app at a future meeting of the Committee with a view to potential roll out to non-Thirteen customers.
 - v) Further development of the option to report anti-social behaviour online, use of electronic apps alongside more innovative ways for older people to report anti-social behaviour be explored and that a single point of contact be created for the reporting of anti-social behaviour incidents.
 - vi) Overall satisfaction with ASB interventions is generally low, with the highest level of dissatisfaction around not being kept informed about what is happening and the length of time taken to deal with problems once reported. Ways of improving this position needed to be explored.
 - vii) On a positive note the majority of those who responded to the survey considered Officers to be polite and courteous, with residents impressed by the activities and achievements of the integrated team.
- d) In terms of **support and promotion**:-
- i) A range of different types of support are available to those reporting ASB, however, it appears that the majority were not been offered support, and even when offered up to 50% do not access it¹⁴. The subsequent issue being whether the package of support is fit for purpose or needs to be reviewed to better fit the needs of victims.
 - ii) There is strong support for the use of all available enforcement measures across all aspects of ASB and the need to more effectively promote them.
 - iii) Pre-existing vulnerabilities (e.g. isolation and disability) can be a contributory factor in ASB and it is important to identify vulnerable individuals to effectively target preventative measures. The VCAS was an excellent example of this through the provision of effectiveness of its community engagement activities in engaging with vulnerable residents.
 - iv) The factors that lead to homelessness, and challenges presented, are recognised. However, there is support for the enforcement action taken and initiatives out in place to encourage donations to foodbanks rather than direct to the homeless as a means of deterring begging.
 - v) A considerable amount of work / interventions are undertaken across partners, however, there is an absence of communication with Members in relation to issues within their individual wards to enable them to be involved in developing solutions.

¹³ Source - Survey undertaken as part of the ASB Investigation.

¹⁴ Source - Survey undertaken as part of the ASB Investigation.

- vi) A range of successful elements of enforcement activity has been undertaken with a positive impact on local communities and this needs to be better promoted. It should be continued and expanded upon in recognition of the subsequent displacement of the ASB.

e) In terms of the **Community Trigger**:-

- i) Whilst the statutory requirements for publicity of the community trigger were being fulfilled it was clear that awareness of the Community Trigger, and the criteria / process for its enactment, is limited across Elected Members and residents alike.
- ii) Responsibility for the implementation of the Community Trigger rests with the Local Authority, and whilst it is referenced on Hartlepool Borough Council's web site, further promotion of it is required. This includes the need for it to be referenced on the new Police single point of contact reporting system.
- iii) It was recognised that increased take-up of the Community Trigger could have resource implications and how this could be balanced with the need for greater transparency needs to be explored.

f) In terms of **potential solutions**:-

- i) There is a marked difference in potential solutions for dealing with ASB between young people and adults, young people tending to focus on practical steps such as diversionary activities, education and making perpetrators put things right. Conversely, the adult focus tending to be on a more deterrent / punishment based approach.
- ii) Ways of addressing ASB need to be found by working 'with' communities across all age groups, rather than doing it 'to' them, with the potential of a campaign to 'Take Back Neighbourhoods' and promote pride in local community through social responsibility. As part of this, there would be a real benefit in working collaboratively with young people on the development of focused prevention and intervention activities.
- iii) The provision of organised play activities / facilities in communities has can have a positive impact on ASB prevention, however, these facilities are not available across all wards and those that exist are not adequately promoted.
- iv) In terms of the focusing of ASB prevention and intervention activities, the collection of accurate data is essential to effectively focus resources. However, it has become evidence that respective data sets from all bodies is not currently combined into one usable data resource. In addition to this, the focus of activities should not be based solely on prevalence data, other factors should also be considered.
- v) ASB is an adult responsibility and parents need to take responsibility for the activities and actions of their children.

g) In terms of **education and engagement**:-

- i) Ensuring that there is a true understanding of the impact of ASB on the emotional and physical health and wellbeing of the population is essential to changing behaviour and the education of adults and children and young people must be a priority. This could include opportunities to speak to adults and young people as part of existing local authority, and partner provided, engagement and activity programmes (e.g. free swims and holiday hunger).
- ii) The following areas of excellent preventative work exist for schools across all primary and secondary schools:
 - ASBAD Programme – aimed at secondary Year 8 pupils; and
 - Crucial Crew – aimed at primary Year 6 pupils.
- iii) Crucial Crew is a self-funding initiative which relies on donations from outside organisations and participating schools for transporting pupils, however, Members were disappointed that around a third of primary schools did not contribute.
- iv) Problems are experienced by all partners in accessing secondary schools due to curriculum pressures and how schools could be better encouraged to participate in ASB preventative education programmes (i.e. the ASBAD programme) needs to be explored.
- v) It is important to dispel the myth that young people are the primary instigators of ASB and provide role models for all elements of the community.

15. RECOMMENDATIONS

- 15.1 The Audit and Governance Committee has taken evidence from a wide range of sources and is clear in its overall support for the activities of the Integrated Community Safety Team. The Committee's key recommendations are as outlined over the page.

a) **Perceptions of ASB**:-

- i) That in response to concerns regarding under reporting of ASB in Hartlepool:
 - Work be undertaken with Nottingham Trent University and partner organisations (including Police, Fire Brigade and RSL) to explore the overlaying of data, including Office for National Statistics, risk factors and identified characteristics, to highlight areas of unreported ASB and plan the future focus of resources; and
 - Based on the area identified following the overlay of data, a focused exercise be undertaken to promote reporting.
- ii) That as part of the overlaying of data referenced in (i) above, the Audit and Governance Committee receive, as part of its 2020/21 Work Programme, a further report on the correlation between areas with significant levels of rented accommodation and ASB.

iii) That options for the involvement of young people in Hartlepool (potentially through the Youth Council and Children in Care Council) in the development of the below be explored:

- A promotional campaign to redress the perception that young people are the primary source of ASB.
- A young person focused approach to preventing and responding to ASB.
- Improved communication with young people about the impact of ASB and the diversionary activities that are available.'

b) Partnership Working:-

i) That in terms of the Integrated Community Safety Team:

- The Team be commended on their success in bringing agencies together in a ground-breaking partnership arrangement to deliver enforcement and education activity within the resources available; and
- Existing levels of staffing be maintained to ensure the sustainability of current activities and that a review of the current enforcement responsibilities be undertaken to ensure that the Team's enforcement responsibilities are balanced and have no negative impact on its ability to respond to ASB as a priority.

ii) That the Cleveland Fire Brigade be commended on the value of their inter-agency working, in terms of ongoing home visits as a useful tool for the identification of vulnerable individuals.

iii) That the Audit and Governance Committee receive, as part of its 2020/21 Work Programme, a further report on the development of relationships between both primary and secondary schools and older people/residential homes.

iv) That in terms of the Safer Hartlepool Partnership partners, that:

- The partners commit and sign a pledge to prioritise anti-social behaviour as a significant crime and record / respond to it accordingly;
- An anti-social behaviour update be included as an annual item on SHP agenda to raise the profile of anti-social behaviour and enable all partners to feedback any issues and/or areas of good practice in dealing with anti-social behaviour;
- That enforcement action be expanded and the resulting issues of displacement of ASB be monitored and reported to the SHP; and
- A Member Champion for anti-social behaviour be appointed and appointed to sit on the Safer Hartlepool Partnership to demonstrate the Council's commitment to dealing with anti-social behaviour.

v) That links between the Police, the Targeted Outreach Team and Youth Offending Team be strengthened along with improved communication between Council departments, schools, voluntary and community sector to provide a more effective and holistic approach to anti-social behaviour.

vi) That the PCC be lobbied to identify continued funding for the Target Outreach Team.

vii) That approaches to communication and intelligence sharing between Council departments, schools, VCS and outside organisations (especially retailers across the town) be reviewed to improve help promote confidence and awareness.

viii) That in relation to Cleveland Police activities:

- Concerns regarding the loss of Police satellite units and the subsequent wasted police time attending court be raised with the Cleveland Police and OPCC; and
- The Audit and Governance Committee receive, as part of its 2020/21 Work Programme, a further report on the implementation of promised increases in neighbourhood Police and PCSO numbers in Hartlepool.

c) Reporting and Satisfaction

- i) That the outcome of the Thirteen's pilot scheme to increase the reporting of ASB, and online app, be evaluated and its potential roll out to non-Thirteen customers explored.
- ii) That the development of further options for the reporting of anti-social behaviour be explored alongside more traditional reporting mechanisms, including:
 - Online and use of electronic apps (including the Fix-My-Street scheme);
 - More innovative ways for older people to report anti-social behaviour; and
 - A potential single point of contact.
- iii) That issues relating to the need for multiple reports / contacts before action is taken by partners be explored to ascertain if there is a demonstrable issue and identify ways of addressing potential problems.
- iv) That a review be undertaken to identify ways to improve:
 - Satisfaction levels with anti-social behaviour interventions; and
 - Keep victims (including individual residents, groups of residents and shop owners) informed of progress throughout the process for dealing with any reported incidents.

d) Support and Promotion

- i) That a town wide campaign be undertaken advertising prevention / enforcement activities, successes and outcomes, with the aim of promoting and encouraging reporting and improved communication with victims of ASB.
- ii) That the Council number for reporting ASB be promoted more widely within local communities to help reinvigorate Neighbourhood Policing, leading to enhanced problem solving activity within localities to tackle ASB and other community issues.
- iii) That in 6 months' time the Audit and Governance Committee receive, as part of its 2020/21 Work Programme, a further report on the continuation/replacement of the Think Family Programme (Troubled Families) and its activities in relation to ASB.
- iv) That in light of issues with awareness and take up of support services for victims of ASB, the package of services be evaluated to ascertain if it is fit for purpose and whether alternative support mechanisms need to be identified which better fits the needs of victims.

v) That in relation to the **Community Trigger**:

- Whilst it is referenced on Hartlepool Borough Council's web site, further promotion be undertaken, including the need for it to be referenced on the new Police single point of contact reporting system;
- The potential implications of increased promotion of the Community Trigger on the workload of the Integrated Community Safety Team be evaluated and responded to accordingly; and
- The outcome of discussions between the Police and Crime Commissioner's Office and the Victims and Witness Group on the implementation of the Community Trigger be reported to a future meeting of the Committee.

vi) That Elected Members are not being utilised to their full capacity in terms of the value that could add to the work of the Integrated Team and the ASB prevention / intervention process. To facilitate this:

- A full training programme to be provided covering the sources of advice and support available, formal routes of reporting through the Contact Centre and criteria / potential use of the Community Trigger;
- A publicist campaign need to be undertaken to promote the role of Members as part of the mechanism for reporting of ASB and supporting residents; and
- Regular briefings/communications be provided for Ward Councillors on ASB issues in their own Ward.

e) Solutions

- i) Mirroring arrangement with schools, the potential to have a named PCSO contact for all residential/care homes be explored.
- ii) That ways of addressing ASB be found by working 'with' communities across all age groups, rather than doing it 'to' them, including the development of a campaign to 'Take Back Neighbourhoods' and promote pride in local community through social responsibility and collaborative working.
- iii) In recognition of the value of organised play activities/facilities in communities across Hartlepool, as an alternative to ASB, a review of activities/facilities be undertaken and their location publicised.

f) Education and Engagement

- i) That in terms of the excellent work being undertaken as part of the ASBAD and Crucial Crew programmes:
 - All schools across the town be encouraged (via Head Teachers, Chairs of Governors and PHSE Lead Officers to participate in the ASBAD / Crucial Crew Education Programme; and
 - The future funding of ASBAD/Crucial Crew Education Programmes be reviewed to assist in their sustainability going forward.
- ii) That anti-social behaviour prevention / intervention be promoted as part of existing local authority, and partner provided, engagement and activity programmes (e.g. free swims and holiday hunger).

- iii) That the identification of role models (such as local celebrities) to take part in ASB education and prevention activities be explored.
- iv) That as part of a wider ASB programme of engagement, all primary and secondary schools across Hartlepool be encouraged to commit to an agreed schedule of activities involving the Police, Fire, NEAS and local authority.
- v) That a campaign be undertaken to dispel the myth that young people are the primary instigators of ASB.

ACKNOWLEDGEMENTS

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

Hartlepool Borough Council:

Integrated Community Safety Team
North, Central and South Hubs
Private Sector Housing Team
Public Protection

External Representatives:

Nottingham Trent University
Cleveland Police and Crime Commissioner
Cleveland Police
Cleveland Fire Authority
North East Ambulance Service
Thirteen Housing Group
Private Sector Landlords
Children in Care Council
Hartlepool Youth Council
Residents of Laurel Gardens, Albany Court and Hartfields
West View Project/Kilmarnock Youth Group/Wharton Trust Youth Group/Belle Vue Youth Group
Belle Vue Youth Outreach Team
Asylum Seeker Group
Hartlepool Residents' Groups and Associations
Joseph Rowntree Trust

**COUNCILLOR GERARD HALL
CHAIR OF THE AUDIT AND GOVERNANCE COMMITTEE**

March 2020

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BACKGROUND PAPERS

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

Nottingham Trent University Report
Survey of young people undertaken by the Youth Council – November-December 2019

Terms of Reference for the Investigation

Appendix 1

The following Terms of Reference for the investigation are proposed:-

- (a) To establish an understanding of:
 - Actions or activities that constitute anti-social behaviour; and
 - How anti-social behaviour is categorised in Hartlepool.
- (b) To gain an understanding of:
 - The type, prevalence, cost and impact of anti-social behaviour on individuals and communities across Hartlepool (Inc. clarification of the demographic groups and ages from which those responsible for, and subject to, anti-social behaviour belong);
 - The reasons for anti-social behaviour (Inc. drugs and alcohol and grooming into illegal activity); and
 - Anti-social behaviour trends in Hartlepool, Tees Valley and nationally, and the changing factors (Inc. social and economic) that have influenced them in Hartlepool.
- (c) To compare Hartlepool anti-social behaviour data and performance with other local, regional and peer Local Authorities.
- (d) To ascertain the powers available to the local authority and its partners to curb anti-social behaviour and the various stages of progressing action.
- (e) To consider the services provided across partner organisations and challenges facing the provision of services (now and in the future).
- (f) To explore anti-social behaviour reporting processes and in doing so gain an understanding of the:
 - Challenges / deterrents to reporting; and
 - Support provided to residents in submitting complaints in often difficult situations.
- (g) To explore examples of good practice / successes by local authorities, partners and other bodies (statutory and voluntary) in curbing anti- social behaviour:
 - In Hartlepool; and
 - Across the Country (to be identified following attendance at the Conference referenced in Section 7).
- (h) To consider expert evidence and research / previous reports:
 - Hartlepool Borough Council – Overview and Scrutiny Investigation into Anti-Social Behaviour (2004); and
 - Nottingham Trent University – Anti-Social Behaviour: Living a Nightmare;
- (i) To seek the views of the following in terms of current anti-social behaviour issues and how services could be better provided within the resources available*:
 - Partner organisations and bodies (statutory and voluntary sector); and
 - Residents (individuals and associations across age groups and vulnerable / minority communities).

**Utilising survey(s) and feedback from attendance at key groups / bodies). This to also include consideration of the outcomes of previous survey to prevent the duplication of activities.*

- (j) To gain an understanding of the impact of current and future budget pressures on the way in which services to prevent or respond to anti-social behaviour are provided in Hartlepool;
- (k) To explore how services to prevent and respond to anti-social behaviour could be provided in the future, giving due regard to:
 - Improving the effectiveness and efficiency of the way in which the service is currently provided;
 - Raising awareness and addressing perceptions; and
 - If / how the service could be better provided within the resources available in the current economic climate.

Areas of Enquiry/Sources of Evidence

- (a) Evidence from the Leader of the Council and Chair of the Community Safety Partnership and Health and Wellbeing Board;
- (b) Evidence from the Chairs of Committees (Neighbourhood Services Committee, Children's Services Committee and Adult Services Committee);
- (c) Evidence from Hartlepool Borough Council Directors (Public Health, Children's Services,
- (d) Evidence from representatives from partner organisations – Statutory and Voluntary and Community Sector (Inc. Cleveland Police, Criminal Justice System Probation, Fire Brigade and the North East Ambulance Service);
- (e) Evidence from the Police and Crime Commissioner for Cleveland;
- (f) Evidence from local Housing provider Thirteen Housing Group;
- (g) Evidence and presentation from Dr James Hunter, Nottingham Trent University including the publication - Anti-Social Behaviour: Living a Nightmare - Victims' Commissioner for England and Wales;
- (h) Member attendance at Local Government Association Conference;
- (i) Member attendance at the following events across Hartlepool:
 - Enforcement Officer Patrol;
 - Day of Action – Oxford Road;
 - Youth Outreach Team Patrol;
 - Premise Closure Operation;
 - Ride Along Scheme with Cleveland Police; and
 - Community Safety Office visit.
- (j) Appropriate Champions (Hartlepool Borough Council);
- (k) Ward Councillors; and

The following sources of evidenced were referenced during the investigation:

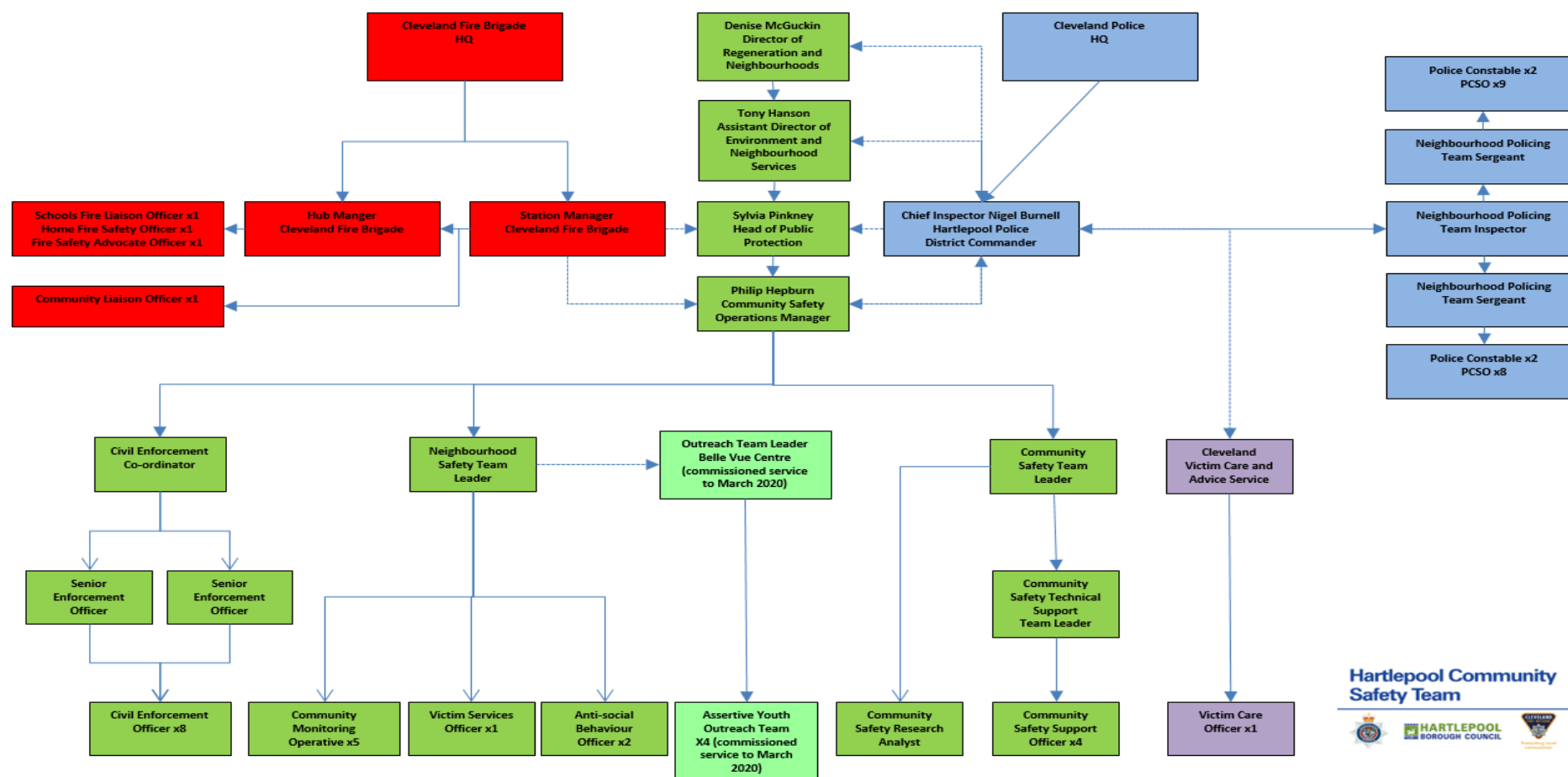
- (a) Anti-Social Behaviour: Living a Nightmare - Victims' Commissioner for England and Wales (<https://s3-eu-west-2.amazonaws.com/victcomm2-prod-storage-119w3o4kq2z48/uploads/2019/04/ASB-report.pdf>);
- (b) Hartlepool Borough Council – Overview and Scrutiny Investigation into Anti-Social Behaviour (2004) ([Anti Social Behaviour | Hartlepool Borough Council](#));
- (c) Community Safety Partnership - Community Safety Plan 2017 – 2020 (Year 3) [Agendas, reports and minutes | Hartlepool Borough Council](#).

Appendix 2

DRUG / SUBSTANCE MISUSE & DEALING	Taking Drugs
	Sniffing Volatile Substances
	Discarding Needles / Drug Paraphernalia
	Drugs Den / Drinking Den / Cultivation
	Presence Of Dealers Or Users
STREET DRINKING	Street Drinking
BEGGING	Begging
PROSTITUTION	Soliciting
	Cards In Phone Boxes
	Discarded Condoms
KERB CRAWLING	Loitering
	Pestering Residents
SEXUAL ACTS	Inappropriate Sexual Conduct
	Indecent Exposure
	Rape
	Child Abuse
ABANDONED CARS	Abandoned Cars
VEHICLE RELATED NUISANCE & INAPPROPRIATE VEHICLE USE	Inconvenient / Illegal Parking
	Car Repairs On The Street / In Gardens
	Setting Vehicles Alight
	Joyriding
	Racing Cars
	Off-Road Motorcycling
	Cycling / Skateboarding In Pedestrian Areas / Footpaths
NOISE	Noisy Neighbours
	Noisy Cars / Motorbikes
	Loud Music
	Alarms (Persistent Ringing / Malfunction)
	Noise From Pubs / Clubs
	Noise From Business / Industry
ROWDY BEHAVIOUR	Shouting & Swearing
	Fighting
	Drunken Behaviour
	Hooliganism / Loutish Behaviour
NUISANCE BEHAVIOUR	Urinating / Defecating In Public
	Setting Fires (not directed at specific persons or property)
	Inappropriate Use Of Fireworks
	Throwing Missiles
	Climbing On Buildings
	Impeding Access To Communal Areas
	Games In Restricted / Inappropriate Areas
	Misuse Of Air Guns
	Letting Down Tyres
HOAX CALLS	False Calls To Emergency Services
ANIMAL RELATED PROBLEMS	Uncontrolled Animals

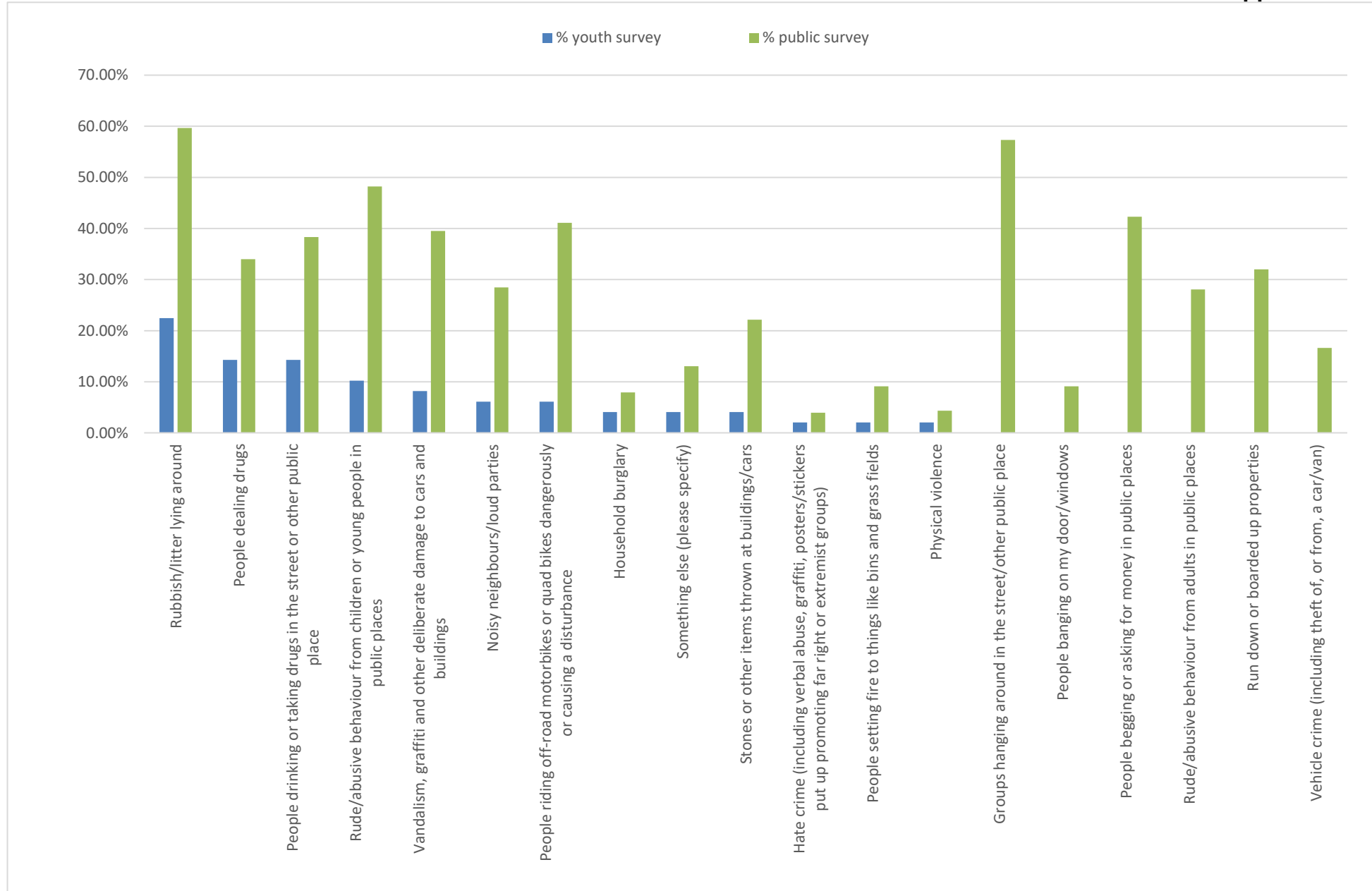
INTIMIDATION / HARASSMENT	Murder
	Groups Or Individuals Making Threats
	Verbal Abuse
	Bullying
	Following People
	Pestering People
	Voyeurism
	Sending Nasty / Offensive Letters
	Obscene / Nuisance Phone Calls
	Menacing Gestures
	Domestic Violence
	Physical Violence
	Stalking
CRIMINAL DAMAGE / VANDALISM	Graffiti
	Damage To Bus Shelters
	Damage To Phone Kiosks
	Damage To Street Furniture
	Damage To Buildings / Vehicles
	Damage To Trees / Plants / Hedges
LITTER / RUBBISH	Dropping Litter
	Dumping Rubbish
	Fly-Tipping
	Fly-Posting
HATE INCIDENT	Race, Ethnicity and Nationality
	Sexual Orientation
	Gender Identity
	Religion, Faith or Belief
	Disability
	Mate Crime
	Alternative subcultures
CRIMINAL BEHAVIOUR	Criminal Behaviour
	Fraud
	Theft
	Robbery
	TFMV
	Burglary
	Repeat Burglary

Hartlepool Community Safety Team Structure



BIGGEST BEHAVIOUR PROBLEM IN LOCAL AREA

Appendix 4





SAFER HARTLEPOOL PARTNERSHIP

20th March 2020



Report of: Director of Regeneration and Neighbourhoods

Subject: COMMUNITY SAFETY PLAN 2020-2023

1. PURPOSE OF REPORT

- 1.1 To seek approval to hold a Partnership Development Day to produce the draft Community Safety Plan for 2020-2023, ready for public consultation.

2. BACKGROUND

- 2.1 Introduced by the Crime and Disorder Act 1998, Community Safety Partnerships (CSP's) have a statutory responsibility to develop and implement a three year Community Safety Plan setting out how it intends to address crime and disorder, substance misuse and re-offending issues in Hartlepool.

- 2.2 CSP's are made up of representatives from the six 'responsible authorities'. These include the Local Authority, Police, Fire Brigade, National Probation Service, Community Rehabilitation Company and Clinical Commissioning Group. CSP's have a number of statutory duties which include:

- Producing an annual partnership **strategic assessment** to help identify and better understand local community safety priorities;
- Producing a **Community Safety Plan** that details how the CSP will tackle the crime, disorder, anti-social behaviour, substance misuse and re-offending priorities in its local area;
- **Consulting** with local residents and organisations on community safety priorities.

- 2.3 The current Community Safety Plan 2017 - 2020 will come to an end in March 2020.

3. DEVELOPMENT DAY PROPOSAL

- 3.1 The production of the annual strategic assessment began in January 2020. In line with the Partnership's statutory responsibilities, this document includes an

analysis of local crime and disorder, substance misuse, offending and reoffending.

3.2 Holding a Development Day would enable the findings of the strategic assessment to be delivered to partners and enable them some time to come together to:

- Reflect upon performance over the last year;
- Discuss the initiatives, activities and changes that have taken place on a local level;
- Consider the results from the Safer Hartlepool Partnership on-line survey (closing date 7th March 2020);
- Receive feedback from the Elected Members Seminar held in February 2020 in relation to the content and layout of the Community Safety Plan 2020-2023;
- Consider the outcomes from the Annual Face the Public Event on 16th March 2020;
- Consider what may be on the horizon that could impact on the delivery of Community Safety Priorities in the town.

3.3 A Development Day would provide all members of the Partnership with the opportunity to identify and discuss their priorities for the Safer Hartlepool Partnership going forward, along with current and future Partnership arrangements and structures to inform the Community Safety Plan 2020 – 2023.

3.4 Essentially, those authorities outlined in the Crime and Disorder Act are responsible for the production of the Community Safety Plan. However, given the many cross-cutting themes with other partnerships, SHP members may wish to consider the inclusion of strategic leads from other key local partnerships such as the Health and Wellbeing Board, Hartlepool & Stockton on Tees Safeguarding Children Partnership (HSSCP), and the Tees Safeguarding Adults Board (TSAB).

3.5 It is proposed that an independent facilitator will manage discussions and if agreed, the Development Day would be held in late April 2020 to develop the draft Community Safety Plan for public consultation.

4. SECTION 17 CONSIDERATIONS

4.1 Failure to develop a Community Safety Plan would undermine the Safer Hartlepool Partnership's ability to fulfil its statutory responsibilities around reducing crime and disorder, substance misuse, and re-offending in Hartlepool.

4.2 In line with the above, it is incumbent upon the partnership to consider whether its existing arrangements are fit for purpose and meeting local need.

5. LEGAL CONSIDERATIONS

- 5.1 In accordance with the Crime and Disorder Act 1998 and the Crime and Disorder Regulations 2007, the Safer Hartlepool is required to produce a three year Community Safety Plan to set out how it intends to address crime and disorder, substance misuse and re-offending issues.

6. EQUALITY AND DIVERSITY CONSIDERATIONS

- 6.1 The strategic assessment and consultation process with an annual refresh will ensure that the needs of all sections of the community are considered in formulating and implementing the Community Safety Plan 2020-2023.

7. OTHER CONSIDERATIONS

Financial Considerations	No relevant issues
Staff Considerations	No relevant issues
Child/Family Poverty Considerations	No relevant issues

8. RECOMMENDATION

- 8.1 That the Safer Hartlepool Partnership agrees the proposals in relation to a Development Day.

9. REASONS FOR RECOMMENDATIONS

- 9.1 The Safer Hartlepool Partnership has a statutory duty to develop a three year plan aimed at reducing crime and disorder, substance misuse and reoffending.

10. CONTACT OFFICER

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Department	Division	Section	Owner/Officer
R&N	Environment & Neighbourhoods	Public Protection	Denise McGuckin / Rachel Parker
Service, policy, practice being reviewed/changed or planned	Community Safety		
Why are you making the change?	The Safer Hartlepool Partnership has a statutory responsibility to develop and implement a 3 year Community Safety Plan to address crime, disorder, substance misuse and reoffending in the Borough		
How might this impact (positively/negatively) on people who share protected characteristics?			
Please tick		POSITIVELY	NEGATIVELY
Age		Yes	
The priorities outlined in the Community Safety Plan aim to ensure that vulnerable young people and the elderly are safeguarded from becoming victims of crimes and anti-social behaviour.			
Disability		Yes	
Promoting community cohesion is integral to the Community Safety Plan to reduce any tensions and prevent hate in our communities			
Gender Re-assignment		Yes	
Promoting community cohesion is integral to the Community Safety Plan to reduce any tensions and prevent hate in our communities			
Race		Yes	
Promoting community cohesion is integral to the Community Safety Plan to reduce any tensions and prevent hate in our communities			
Religion		Yes	
Promoting community cohesion is integral to the Community Safety Plan to reduce any tensions and prevent hate in our communities			
Gender		Yes	
Promoting community cohesion is integral to the Community Safety Plan to reduce any tensions and prevent hate in our communities			
Sexual Orientation		Yes	
Promoting community cohesion is integral to the Community Safety Plan to reduce any tensions and prevent hate in our communities			
Marriage & Civil Partnership			
Please describe...			
Pregnancy & Maternity			
Please describe...			

Has there been consultation /is consultation planned with people who will be affected by this policy? How has this affected your decision making?		Consultation with the Hartlepool community will undertaken as part of the Safer Hartlepool Partnership “Face the Public” event an on-line Community Safety Survey. This consultation will be used to develop the Community Safety Plan 2020-2023 strategic objectives and annual priorities for 2020-2021.	
As a result of your decision how can you mitigate negative/maximise positive outcomes and foster good relationships?		The priorities in the Community Safety Plan aim to improve positive outcomes for the Hartlepool community.	
Describe how you will address and monitor the impact		1. No Impact - No Major Change <i>Please Detail</i>	
		2. Adjust/Change Policy <i>Please Detail</i>	
		3. Adverse Impact but Continue as is <i>Please Detail</i>	
		4. Stop/Remove Policy/Proposal <i>Please Detail</i>	
Initial Assessment	00/00/00	Reviewed	00/00/00
Completed	00/00/00	Published	00/00/00



SAFER HARTLEPOOL PARTNERSHIP

20th March 2020



Report of: Director of Regeneration and Neighbourhoods

Subject: SAFER HARTLEPOOL PARTNERSHIP
PERFORMANCE

1. PURPOSE OF REPORT

- 1.1 To provide an overview of Safer Hartlepool Partnership performance for Quarter 3 – October to December 2019 (inclusive).

2. BACKGROUND

- 2.1 The Community Safety Plan 2017-20 outlines the Safer Hartlepool Partnership strategic objectives, annual priorities and key performance indicators 2019/20.

3. PERFORMANCE REPORT

- 3.1 The report attached (**Appendix A**) provides an overview of Safer Hartlepool Partnership performance during Quarter 3, comparing current performance to the same time period in the previous year, where appropriate.
- 3.2 In line with reporting categories defined by the Office for National Statistics (ONS), recorded crime information is presented as:

Victim-based crime – All police-recorded crimes where there is a direct victim. This victim could be an individual, an organisation or corporate body. This category includes violent crimes directed at a particular individual or individuals, sexual offences, robbery, theft offences (including burglary and vehicle offences), criminal damage and arson.

Other crimes against society - All police-recorded crimes where there are no direct individual victims. This includes public disorder, drug offences, possession of weapons and other items, handling stolen goods and other miscellaneous offences committed against the state. The rates for some crime types within this category could be increased by proactive police activity, for

example searching people and finding them in possession of drugs or weapons.

4. EQUALITY AND DIVERSITY CONSIDERATIONS

4.1 There are no equality of diversity implications.

5. SECTION 17

5.1 There are no Section 17 implications.

6. RECOMMENDATIONS

6.1 The Safer Hartlepool Partnership note and comment on performance in Quarter 2.

7. REASONS FOR RECOMMENDATIONS

7.1 The Safer Hartlepool Partnership is responsible for overseeing the successful delivery of the Community Safety Plan 2017-2020.

8. BACKGROUND PAPERS

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

Safer Hartlepool Partnership – Community Safety Plan 2017-2020

9. CONTACT OFFICER

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Safer Hartlepool Performance Indicators Quarter 3 October – December 2019

Strategic Objective: Reduce Crime & Repeat Victimisation

Indicator Name	Baseline 2018/19	Local Directional Target 2019/20	Oct - Dec 18	Current Position Oct - Dec 19	Year to Date 2019/20	Actual Diff.	% Diff
All Recorded Crime	11993	Reduce	3206	2982	9396	-224	-7.0
Residential Burglary	733	Reduce	205	206	588	1	0.5
Vehicle Crime	637	Reduce	157	129	609	-28	-17.8
Shoplifting	1961	Reduce	507	316	1147	-191	-37.7
Violence	3688	Reduce	1051	1004	3117	-47	-4.5
Repeat Cases of Domestic Violence – MARAC	48	Reduce	12	11	29	-1	-8

Strategic Objective: Reduce the harm caused by Drugs and Alcohol

Indicator Name	Baseline 2018/19	Local Directional Target 2019/20	Oct - Dec 18	Current Position Oct - Dec 19	Year to Date 2019/20	Actual Diff.	% Diff
Number of substance misusers going into effective treatment – Opiate	659	3% increase	626	616	647	-10	-2
Proportion of substance misusers that successfully complete treatment - Opiate	6.8%	12%	5.3%	4.5%	4.5%	-	-0.8
Proportion of substance misusers who successfully complete treatment and represent back into treatment within 6 months of leaving treatment	26.5%	10%	20%	37.5%	37.5%	-	-

Strategic Objective: Create Confident, Cohesive and Safe Communities

Indicator Name	Baseline 2018/19	Local Directional Target 2019/20	Oct - Dec 18	Current Position Oct - Dec 19	Year to Date 2019/20	Actual Diff.	% Diff
Anti-social Behaviour Incidents reported to the Police	5546	Reduce	1185	895	3352	-290	-18
Deliberate Fires	627	Reduce	170	87	479	-83	-49
Criminal Damage to Dwellings	688	Reduce	210	195	502	-15	-7
Hate Incidents	144	Increase	33	28	98	-5	-15

Strategic Objective: Reduce Offending & Re-Offending

Indicator Name	Baseline 2018/19	Local Directional Target 2019/20	Oct - Dec 18	Current Position Oct - Dec 19	Year to Date 2019/20	Actual Diff.	% Diff
Re-offending rate of young offenders	Data not yet published	Reduce	Data not yet published	Data not yet published	Data not yet published		
First-Time Entrants to the Criminal Justice System	15	Reduce	7	9	17	2	29
Number of Troubled Families engaged with	1000	1000	1078	1323	1323		
Number of Troubled Families where results have been claimed	748	1000	656	1000	1913		

Recorded Crime in Hartlepool July to September 2019**Victim-based crime**

Victim-based crime is all police-recorded crimes where there is a direct victim. This victim could be an individual, an organisation or corporate body. This category includes violent crimes directed at a particular individual or individuals, sexual offences, robbery, theft offences (including burglary and vehicle offences), criminal damage and arson.

Publicly Reported Crime (Victim Based Crime)				
Crime Category/Type	Oct – Dec 2018	Oct - Dec 2019	Change	% Change
Violence against the person	1051	1004	-47	-4.5
Homicide	1	0	-1	-100
Death or Injury Due to Driving	0	0	0	-
Violence with injury	255	236	-19	-7.5
Violence without injury	332	385	53	16.0
Stalking and Harassment	463	383	-80	17.3
Sexual Offences	76	101	25	32.9
Rape	38	31	-7	-18.4
Other Sexual Offences	38	70	32	84.2
Robbery	23	25	2	8.7
Business Robbery	5	8	3	60.0
Personal Robbery	18	17	-1	-5.6
Acquisitive Crime	1237	992	-245	-19.8
Burglary - Residential	205	206	1	0.5
Burglary – Business & Community	52	76	24	46.2
Bicycle Theft	31	30	-1	-3.2
Theft from the Person	11	12	1	9.1
Vehicle Crime (Inc Inter.)	157	129	28	-17.8
Shoplifting	507	316	-191	-37.7
Other Theft	274	223	-51	-18.6
Criminal Damage & Arson	456	435	-21	-4.6
Total	2843	2557	-286	-10.1

Other crimes against society

These offences are all police-recorded crimes where there are no direct individual victims. This includes public disorder, drug offences, possession of weapons and other items, handling stolen goods and other miscellaneous offences committed against the state.

The rates for some crime types within this category could be increased by proactive police activity, for example searching people and finding them in possession of drugs or weapons.

Police Generated Offences				
Crime Category/Type	Oct – Dec 2018	Oct - Dec 2019	Change	% Change
Public Disorder	177	243	66	37.3
Drug Offences	75	81	6	8.0
Trafficking of drugs	18	24	6	33.3
Possession/Use of drugs	57	57	0	0.0
Possession of Weapons	31	27	-4	-12.9
Misc. Crimes Against Society	80	74	-6	-7.5
Total Police Generated Crime	363	425	62	17.1
TOTAL RECORDED CRIME IN HARTLEPOOL	3206	2982	-224	-7.0

Recorded Crime in Cleveland October to December 2019

Publicly Reported Crime (Victim Based Crime) October - December 2019										
Crime Category/Type	HARTLEPOOL		REDCAR		MIDDLESBROUGH		STOCKTON		CLEVELAND	
	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop
Violence against the person	1004	10.8	1097	8.0	1894	13.5	1743	8.8	5738	10.1
Homicide	0	0.0	0	0.0	0	0.0	1	0.0	1	0.0
Death or injury due to driving	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Violence with injury	236	2.5	282	2.1	482	3.4	426	2.2	1426	2.5
Violence without injury	385	4.1	380	2.8	807	5.7	677	3.4	2249	4.0
Stalking and harassment	383	4.1	435	3.2	605	4.3	639	3.2	2062	3.6
Sexual Offences	101	1.1	85	0.6	141	1.0	166	0.8	493	0.9
Rape	31	0.3	34	0.2	57	0.4	58	0.3	180	0.3
Other Sexual Offences	70	0.8	51	0.4	84	0.6	108	0.5	313	0.6
Robbery	25	0.3	30	0.2	77	0.5	49	0.2	181	0.3
Business Robbery	8	0.1	8	0.1	15	0.1	14	0.1	45	0.1
Personal Robbery	17	0.2	22	0.2	62	0.4	35	0.2	136	0.2
Acquisitive Crime	992	10.6	1239	9.1	1978	14.1	1620	8.2	5829	10.3
Burglary - Residential	206	2.2	166	1.2	341	2.4	291	1.5	1004	1.8
Burglary - Business and Community	76	0.8	85	0.6	120	0.9	67	0.3	348	0.6
Bicycle Theft	30	0.3	26	0.2	65	0.5	44	0.2	165	0.3
Theft from the Person	12	0.1	14	0.1	48	0.3	33	0.2	107	0.2
Vehicle Crime (Inc Inter.)	129	1.4	258	1.9	440	3.1	288	1.5	1115	2.0
Shoplifting	316	3.4	446	3.3	508	3.6	514	2.6	1784	3.1
Other Theft	223	2.4	244	1.8	456	3.2	383	1.9	1306	2.3
Criminal Damage & Arson	435	4.7	579	4.2	887	6.3	778	3.9	2679	4.7
Total	2557	27.4	3030	22.2	4977	35.4	4356	22.1	14920	26.3

Police Generated Offences (Non-Victim Based Crime) October - December 2019										
Crime Category/Type	HARTLEPOOL		REDCAR		MIDDLESBROUGH		STOCKTON		CLEVELAND	
	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop
Public Disorder	243	2.6	250	1.8	525	3.7	380	1.9	1398	2.5
Drug Offences	81	0.9	50	0.4	204	1.5	124	0.6	459	0.8
Trafficking of drugs	24	0.3	10	0.1	60	0.4	28	0.1	122	0.2
Possession/Use of drugs	57	0.6	40	0.3	144	1.0	96	0.5	337	0.6
Possession of Weapons	27	0.3	20	0.1	40	0.3	48	0.2	135	0.2
Misc. Crimes Against Society	74	0.8	100	0.7	141	1.0	134	0.7	449	0.8
Total Police Generated Crime	425	4.6	420	3.1	910	6.5	686	3.5	2441	4.3
TOTAL RECORDED CRIME	2982	32.0	3450	25.2	5887	41.9	5042	25.6	17361	30.6

Anti-social Behaviour in Hartlepool October to December 2019

Incident Category	Oct -Dec 18	Oct - Dec 19	Change	% Change
AS21 - Personal	331	176	-155	-46.8%
AS22 - Nuisance	832	702	-130	-15.6%
AS23 - Environmental	22	17	-5	-22.7%
Total	1185	895	-290	-18%

Incident Category	HARTLEPOOL		REDCAR		MIDDLESBROUGH		STOCKTON		CLEVELAND	
	ASB	Per 1,000 pop	ASB	Per 1,000 pop	ASB	Per 1,000 pop	ASB	Per 1,000 pop	ASB	Per 1,000 pop
AS21 - Personal	176	1.9	241	1.8	342	2.4	304	1.5	1063	1.9
AS22 - Nuisance	702	7.5	1127	8.2	1493	10.6	1362	6.9	4684	8.3
AS23 - Environmental	17	0.2	39	0.3	51	0.4	58	0.3	165	0.3
Total	895	9.6	1407	10.3	1886	13.4	1724	8.7	5912	10.4
Quarterly Year on Year Comparison	Reduced by 18%		Reduced by 2%		Reduced by 26%		Reduced by 25%		Reduced by 21%	