

PLEASE NOTE VENUE AND TIME

SCRUTINY CO-ORDINATING COMMITTEE AGENDA



Friday 18th May 2007

at 3.30 pm

Ow ton Manor Community Centre
Wynyard Road, Hartlepool

MEMBERS: SCRUTINY CO-ORDINATING COMMITTEE:

Councillors S Allison, Barker, Clouth, R W Cook, Fleet, Gibbon, Hall, James, Laffey,
A Marshall, J Marshall, Preece, Shaw, Wallace, Wistow and Wright.

Resident Representatives: Ian Campbell, Iris Ryder and Linda Shields

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 23rd March 2007.
- 3.2 To confirm the minutes of the meeting held on 27th April 2007.

4. RESPONSES FROM THE COUNCIL, THE EXECUTIVE OR COMMITTEES OF THE COUNCIL TO REPORTS OF THE SCRUTINY COORDINATING COMMITTEE

No items.

5. CONSIDERATION OF REQUEST FOR SCRUTINY REVIEWS FROM COUNCIL, EXECUTIVE MEMBERS AND NON EXECUTIVE MEMBERS

- 5.1 Scrutiny Topic Referrals: North and South Neighbourhood Consultative Forums and an Elected Member – *Scrutiny Manager*

PLEASE NOTE VENUE AND TIME

6. FORWARD PLAN

No Items.

7. CONSIDERATION OF PROGRESS REPORTS / BUDGET AND POLICY FRAMEWORK DOCUMENTS

7.1 Corporate Plan (BVPP) 2007/08 – *Assistant Chief Executive*

8. CONSIDERATION OF FINANCIAL MONITORING/CORPORATE REPORTS

No Items.

9. ITEMS FOR DISCUSSION

9.1 Final Report – Scrutiny Investigation into the Provision of Sex and Relationship Education (SRE) in Hartlepool Schools – *Chair of the Children's Services Scrutiny Forum*

9.2 Final Report – Performance and Operation of Private Sector Accommodation and Landlords in Hartlepool – *Chair of Neighbourhood Services Scrutiny Forum*

9.3 Final Report – Youth Unemployment – *Chair of Regeneration and Planning Services Scrutiny Forum*

9.4 Final Report – Social Prescribing – *Chair of Adult and Community Services and Health Scrutiny Forum*

9.5 Final Report – Response to Hartlepool PCT's Consultation on its proposed management arrangements – *Chair of Adult and Community Services and Health Scrutiny Forum*

9.6 Draft Overview and Scrutiny Annual Report 2006/07 – *Scrutiny Manager*

9.7 Request for items for discussion – Joint Cabinet / Scrutiny Event of 30 May 2007 – *Scrutiny Manager*

10. CALL-IN REQUESTS

11. ANY OTHER ITEMS WHICH THE CHAIRMAN CONSIDERS ARE URGENT

ITEMS FOR INFORMATION

Date of Next Meeting Friday 29th June 2007 at 1.30pm in the Main Hall, Owton Manor Community Centre, Wynyard Road

SCRUTINY CO-ORDINATING COMMITTEE

MINUTES

23rd March 2007

The meeting commenced at 1.30 pm in Owton Manor Community Centre,
Wynyard Road

Present:

Councillor: Marjorie James (In the Chair)

Councillors: Mary Fleet, Gerard Hall, Pauline Laffey, Ann Marshall and Edna Wright.

Resident Representatives:
Iris Ryder

Officers: John Mennear, Assistant Director, Adult and Community Services
Paul Briggs, Assistant Director, Children's Services
Chris Little, Assistant Chief Financial Officer
David Hunt, Strategy and Performance Officer
Charlotte Burnham, Scrutiny Manager
Jonathan Wistow, Scrutiny Support Officer
Angela Hunter, Principal Democratic Services Officer

222. Apologies for Absence

Apologies for absence were received from Councillors Stephen Allison, Caroline Barker, Rob Cook, Steve Gibbon, Arthur Preece, Jane Shaw and Gerald Wistow.

223. Declarations of interest by Members

None.

224. Minutes of the meeting held on 13th March 2007

Confirmed.

225. Matters Arising

It was noted that the proposed meeting referred to in minute 211, had been arranged for 10th April 2007 at 5.00pm, venue to be confirmed.

226. **Withdrawal of European Structural Funding to the Voluntary Sector within Hartlepool – Scrutiny Referral** *(Chair of Scrutiny Co-ordinating Committee)*

The report outlined the draft findings and conclusions of Scrutiny Co-ordinating Committee's investigation in relation to the Withdrawal of European Structural Funding to the Voluntary Sector within Hartlepool.

The Scrutiny Support Officer outlined the conclusions of the report which the Committee had reached over the course of the investigation:

- a) That The UK will receive about half the total sum in funding through European Structural Funding under the 2007-13 round of funding, compared with 2000-06.
- b) That a number of witnesses including ESFVON, TVJSU, Council officers and representatives of the CVS have argued that the 2000-06 Objective 2 Programme Priority 4 programme of European Funding (concerned with community regeneration) was very successful and that across Hartlepool the CVS has been particularly successful in accessing funding from this. Hartlepool's total amounted to 10.2% of the funding available for the North East, whilst its population is only 3.54%.
- c) The fact that there is less European Structural Funding available now means that there is likely to be more competition within the region and sub-region to access the available European monies. Therefore, it is less likely that Hartlepool will be able 'overachieve' to the same proportion, within a smaller budget.
- d) That Members were concerned that the additional pressures resulting from a reduction in European Funding had led the Government and regional government (through GONE and ONE) to focus the remaining funding on economic development at the expense of social funding objectives.
- e) That Co-financing under the 2007-13 programme of European Funding will further limit the potential of CVS bodies to access European Funding and that this will require partnerships of CVS groups to access this funding.
- f) Given the hierarchical nature of this issue there is limited amount that can be done locally to change the nature of funding allocation. Indeed, ESFVON and the TVJSU (in consultation with CVS bodies and Local Authorities) have both lobbied nationally and regionally to request that more of the available funding is allocated to communities and social regeneration, rather than to skills and economic regeneration. However, it has remained the Government's, and

regions, priority to improve economic sustainability as a means to improving social cohesion.

- g) Over the course of the investigation a number of Members have expressed a desire to see some form of partnership-based approach to responding to the pressures resulting from changes to European funding. This has included the suggestion that a 'core' CVS organisation is established, which will have the capacity to help smaller CVS organisations. Similar suggestions from Members have included the need to establish a partnership / working party to respond to this issue strategically, which would include Council and CVS representatives.

In addition to the above conclusions, particular attention was drawn to a number of suggestions from Members on how the Local Authority and its partners on the LSP could respond to this issue.

A discussion ensued which included the following issues:

- **In relation to the tapering funding arrangements, were there any other options that could be explored?** The Assistant Director, Adult and Community Services indicated that the tapering arrangements were initially introduced three years ago when the criteria for Community Pool grants was reviewed with the aim of helping groups achieve sustainability.
- **If an organisation received a grant, could they apply again after the 3-year funding package ended?** The Assistant Director of Adult and Community Services responded that it was the intention of Community Pool Grants that organisations receiving 3 year's tapered funding arrangements be self-sufficient beyond these grants.

The Scrutiny Co-ordinating Committee were requested to give delegated authority to the Chair to approve the final report.

Decision

- (i) That the final report include the following recommendations:
- (a) That a Working Group comprised of representatives from the Council (both elected Members and Officers), the Community and Voluntary Sector, partners from the LSP, and other external representatives (depending on the issues under discussion) is established and that in particular it focuses on:
- 1) Developing an ongoing approach to respond to the loss of European Funding locally and the consequences this will have on the CVS, and it does so by focusing on such issues as, for example: 'sustainability'; the Community Pool criteria; and developing a partnership based approach to responding to the consequences of a reduction in European Funding; and

- 2) Producing a response to this issue that will enable the Authority to lobby the local MP, national government, GONE and ONE about these changes.

- (ii) That delegated authority be given to enable the Chair to approve the final report

227. Building Schools for the Future: Stage Two Consultation *(Director of Children's Services)*

The Assistant Director, Children's Services presented a report which informed Members of the outcomes of the second stage of consultation in preparation for the Building Schools for the Future (BSF) programme. A report was submitted to Cabinet on 19th March 2007 and Members were asked to note that all three recommendations were accepted and approved, this was attached as Appendix A.

The report provided a summary of the outcomes of the second stage consultation process in preparation for Building Schools for the Future, reports on discussions from Stakeholder Board and Project Board and made recommendations about the next issues which needed to be addressed and the processes to be followed.

In response to a question, the Assistant Director of Children's Services indicated that any specialist provision currently provided at Brierton, would be transferred to another school. A key aim of Building Schools for the Future, was that all schools should be accessible to all pupils.

Decision

- (i) The outcomes of the second stage of the consultation prepared for the Building Schools for the Future be received.
- (ii) The decisions agreed by Cabinet on 19th March 2007 be noted.

228. Responses from the Council, the Executive or Committees of the Council to Reports of the Scrutiny Co-ordinating Committee

None.

229. Consideration of request for scrutiny reviews from Council, Executive Members and Non Executive Members

None.

230. Consideration of progress reports/budget and policy framework documents – Corporate Plan 2007/08 – Collective Feedback from the Overview and Scrutiny Committees *(Scrutiny Manager)*

Members of the Scrutiny Co-ordinating Committee considered a report presented by the Scrutiny Manager which outlined the collective feedback from the Overview and Scrutiny Committee in relation to the proposed objectives and actions as outlined in the Draft Corporate Plan 2007/08.

The Scrutiny Manager informed the Committee, that whilst Members were supportive of the proposed objectives and actions as outlined in the Draft Corporate Plan for 2007/08, a number of comments were raised in relation to specific areas of the Plan and these were detailed as follows:

Neighbourhood Services Scrutiny Forum

- (i) **HC02** - The Forum queried the take up of healthy school meals and were advised that whilst there had been drop off, a strategy had been developed to deal with the issue. The Forum was also advised that officers would like to see legislation with nutritional standards for packed lunches.
- (ii) **SC06** – The Forum queried if work had been undertaken to ascertain what other local authorities were doing. Members were assured that other local authorities had been contacted and that efforts were being made to encourage outside businesses and supermarkets to participate in initiatives to make Hartlepool a Fairtrade Town.
- (iii) **EO3** – The Forum highlighted the ongoing issue of subsidised bus services and in particular the issue of the provision of transport to hospitals outside Hartlepool. Members were advised that work was being undertaken to look at this issue with Stagecoach and options considered for the provision of a service by the Local Authority.

Children's Services Scrutiny Forum

- (i) In relation to the general issue of performance indicators the Forum:-
 - Expressed concern that schools were being 'over faced' and emphasised the importance of children rather than achieving

targets;

- Queried how 'value added' figures were utilised in the setting of targets and were advised that current BVPI's were based around actual figures and only looked at the high level of indicators; and
 - Highlighted that figures were not always clear as the percentages used can related to small numbers. This could provide an inaccurate picture.
- (ii) In relation to children being taken out of school during term time to go on holiday, the Forum was advised of work being undertaken with local travel agents regarding initiatives to address the pricing of holidays during school holidays. Members were of the view that this work should be encouraged.
- (iii) **BVPI 38 to 41** - In relation to figures for the percentage of pupils achieving Members expressed concern regarding the setting of unrealistic targets for schools. The Forum was assured that targets were set following validation of last year's figures and in conjunction with schools and school governors. It was also highlighted that the Corporate Strategy Division had a role in challenging targets that were felt to be unrealistic.
- (iv) **BVPI 197** - Disappointment was expressed that despite all of the work undertaken in Hartlepool in relation to the issue of teenage pregnancies, the figures were still on the increase.
- (v) **LAA LLS6a to LAA LLS10c** – The Forum expressed concern that targets for the NRS area in Hartlepool were unrealistic as they relate to the most deprived areas of the town. It was, however, highlighted that this could be a way of highlighting areas where additional resources should be targeted across the town.

Decision

That the collective feedback of the Overview and Scrutiny Committees in relation to the proposed objectives and actions as outlined in the Draft Corporate Plan 2007/08 be received and use to form the basis of the formal response of the Scrutiny Co-ordinating Committee to Cabinet on 16th April 2007.

231. Consideration of financial monitoring/corporate reports – Quarter 3 – Corporate Plan Progress and Revenue Financial Management Report 2006/07
(Assistant Chief Executive and Chief Financial Officer)

A copy of the comprehensive report which was presented to Cabinet on 19th February 2007 was submitted for the Committee's consideration. The Strategy and Performance Officer briefly outlined the overall performance and progress on actions and key performance indicators. The Assistant Chief Financial Officer gave a brief overview of the Council's anticipated 2006/2007 Revenue Outturn.

A discussion ensued which included the following issues:

- (i) Members had concerns that underspends specifically allocated for certain projects, were being utilised for other projects. It was suggested that any underspends should be brought back into the General Fund from where it was issued. The Assistant Chief Financial Officer indicated that any underspends were reported to this Committee as part of the final outturn.
- (ii) Were the Council in the process of taking over the land at Navigation Point in view of the funding allocated for street cleaning in this area? The Assistant Chief Financial Officer indicated that this was a longstanding problem that the Director of Neighbourhood Services was in the process of negotiating with the owners of the area in relation to recovery action of costs incurred being pursued. It was noted that the perception of this area was that it was public open space and therefore local authority responsibility and detracted from the marina area if left unkempt.
- (iii) Members sought clarification of why NDC wardens were included as an adverse variance? The Assistant Chief Financial Officer responded that the Wardens fixed term contracts were coming to an end due to the phasing out of NRF and NDC funding. Work was currently being undertaken to realign this budget in line with service requirements and this adverse variance was a temporary measure.
- (iv) Why was there an adverse variance for Town Care Management? The Assistant Chief Financial Officer indicated that this reflected the need to maintain high environmental standards which had involved an increase in work undertaken by this service.
- (v) Members sought clarification on the number of CRB checks undertaken and the costs associated with this. The Assistant Chief Financial Officer responded that the adverse variance was due to a reduction in recharge income following the cancellation of two Service Level Agreements. It was added that national legislation stipulated

that a CRB check had to be undertaken for each organisation separately.

Decision

That the report be noted.

231. Consideration of financial monitoring/corporate reports – Quarter 3 – NRF, Capital and Accountable Body Programme Monitoring Report 2006/07 *(Chief Financial Officer)*

A copy of the comprehensive report that had been presented to Cabinet on 19th February 2007 was submitted for the Committee's consideration. The Assistant Chief Financial Officer highlighted the principal issues for the Committee's information. Details of the various accountable body programmes were also submitted for information within the report.

Members sought clarification on the timescale for the proposed PCT development at the Barlows site in Park Road. The Assistant Chief Financial Officer indicated that the costs for the clearance of the site were met by the Authority but this was included in the income from the sale of the land. The Chair added that a Scrutiny referral had recently been made to the Committee to examine the mix of services provided by the PCT across the town and this development would be included in this.

Decision

That the report be noted.

MARJORIE JAMES

CHAIR

SCRUTINY CO-ORDINATING COMMITTEE

MINUTES

27 April 2007

The meeting commenced at 1.00 pm at Belle Vue Community, Sports and Youth Centre, Kendal Road

Present:

Councillor: Marjorie James (In the Chair)

Councillors: Mary Fleet, Gerard Hall, Ann Marshall, and Steve Wallace

Resident Representatives:

Ian Campbell, Iris Ryder and Linda Shields

Also Present

Steve Nicklin, Audit Commission
Caroline Tyrrell, Audit Commission

Officers: Andrew Atkin, Assistant Chief Executive
John Collings, Assistant Director, Children's Services
Paul Briggs, Assistant Director, Children's Services
Chris Little, Assistant Chief Financial Officer
Penny Thompson, Children's Centre and Childcare Co-ordinator
Jo Dickinson, Business Support Officer
Charlotte Burnham, Scrutiny Manager
Angela Hunter, Principal Democratic Services Officer

232. Apologies for Absence

Apologies for absence were received from Councillors Stephen Allison, Caroline Barker, Rob Cook, Steve Gibbon, Pauline Laffey, Arthur Preece, Jane Shaw, Gerald Wistow and Edna Wright.

233. Inquorate Meeting

It was noted that the meeting was inquorate.

234. Declarations of interest by Members

Councillor Stephen Wallace declared a non-prejudicial interest in minute 247.

235. Minutes of the meeting held on 23rd March 2007

The minutes were deferred due to the meeting being inquorate.

236. Responses from the Council, the Executive or Committees of the Council to reports of the Scrutiny Co-ordinating Committee - Portfolio Holder's Response to the 'Closure of Rossmere Swimming Pool Scrutiny Referral' *(Director of Children's Services, Chief Personnel Officer and Portfolio Holders for Children's Services and Regeneration, Liveability and Housing)*

The Assistant Director of Children's Services presented a report which provided Members with feedback on the recommendations from the investigation into the Closure of Rossmere Swimming Pool Scrutiny Referral, which was reported to Council on 14th December 2006. Following consideration of the Final Report by Council, the recommendations were approved in their entirety. Details of each recommendation, proposed actions to be taken and delivery timescales were provided in the Action Plan which was attached at Appendix A.

It was noted that a further progress report would be produced for Members' consideration by the service department six months after the Final Report was considered by Council to enable Members to monitor the implementation of their recommendations.

Decision

Members noted the proposed actions detailed within the Action Plan.

237. Consideration of Financial Monitoring / Corporate Reports – Audit Commission Annual Audit and Inspection Letter *(Assistant Chief Executive and Chief Financial Officer)*

The report informed Members of the outcome of the Audit Commission's Audit and Inspection Letter 2005/06 which was attached at Appendix 1. Representatives from the Audit Commission were in attendance at the meeting and provided further information to Members on the conclusions and significant issues arising from the Audit Commission's recent audit and inspection of the Council.

The key messages for the Council included within the Inspection Letter had identified that the Council performed well under the Comprehensive Performance Assessment and was a very self-aware Council continuing to improve. It was highlighted that the Council worked well with its partners in

delivering good services and in improving quality of life to the people of Hartlepool. It was further noted that the Council had significant and increasing level of reserves to support future expenditure.

The report contained the actions required by the Council to maintain the current progress and included the need to address the issues identified by the Corporate Assessment as areas for improvement and to take forward its proposed actions and consider the results of the latest user satisfaction survey to determine if improvements in some services needed to be made. The development of a robust financial strategy to support the Council's ambitious plans for the future including a more strategic approach to procurement and business re-engineering was key to the future financial planning of the Council.

A discussion ensued in which Members welcomed the Audit Commission's recommendation to develop a strategic approach for working with the voluntary sector.

Decision

Members noted the content of the report and the Annual Audit Inspection Letter 2005/06.

238. Consideration of Financial Monitoring / Corporate Reports - Comprehensive Performance Assessment (CPA) – Corporate Assessment Report *(Assistant Chief Executive)*

The Assistant Chief Executive presented a report which provided Members with details of the Audit Commission's Corporate Assessment report to the Council. The inspection had taken place 27 November to 8 December 2006 and was assessed against the Audit Commission's framework for CPA which was called 'The Harder Test'. The score for the authority was 3 (out of a possible 4). This score would be combined with others to provide an overall rating for the CPA and based on current scores, the combined overall CPA rating for the Council would remain 4. The Audit Commission report had been submitted to Council on 19 April 2007 and was attached as Appendix 1.

It was noted that whilst there were no major issues highlighted there were a number of very significant strengths noted including very strong partnership working across a whole range of agencies and an excellent working relationship between the Executive and Scrutiny. The report highlighted several areas where progress had been made including the regeneration of the town, the reduction in some areas of crime and a significant improvement in the achievements of children and young people.

Decision

Members noted the content of the report.

239. Consideration of Financial Monitoring / Corporate Reports - Joint Area Review of Services for Children and Young People *(Director of Children's Services)*

The Assistant Director of Children's Services presented a report which provided Members with the results of the Joint Area Review (JAR) of services for children and young people. It was noted that this inspection examined what the Council was undertaking by way of services for children and young people and how it was affecting their lives and included fieldwork, neighbourhood studies and focus groups with key stakeholders.

Members' attention was drawn to the recommendations for immediate action within the report which included the development of inter-agency guidance in relation to thresholds for referrals to children's social care. There were several further areas for action over the next six months and in the longer term and these were highlighted for Members.

Members sought clarification on how this report would be brought to the attention of children and young people in the town. The Assistant Director informed Members that a strategy for dealing with this was currently being developed by the Participation Manager of the Children's Services Department in consultation with existing groups of young people. Members requested that young people were given an opportunity to evaluate the report and that this evaluation be fed back to the Children's Services Scrutiny Forum.

Decision

- (i) Members noted the content of the Joint Area Review.
- (ii) That young people be given the opportunity to evaluate the report and that this evaluation be fed back to a future meeting of the Children's Services Scrutiny Forum.

240. Consideration of Financial Monitoring / Corporate Reports – Audit Commission Report – Use of Resources *(Chief Financial Officer)*

The Assistant Chief Financial Officer presented a report which informed Members that the Audit Commission had undertaken a Use of Resources assessment to evaluate how well councils managed their financial resources. The assessment focussed on the importance of having sound and strategic financial management to ensure that resources were available

to support the Council's priorities and improve services. The Audit Commission's report was attached as Appendix 1 and showed that the Council had maintained its scores in four of the five schemes and had improved its score in the area of Internal Control.

Decision

Members noted the content of the Audit Commission report.

241. Consideration of Request for Scrutiny Reviews from Council, Executive Members and Non-Executive Members - Scrutiny Topic Referrals: North and South Neighbourhood Consultative Forums and an Elected Member *(Scrutiny Manager)*

Due to the meeting being inquorate, this item was deferred to a future meeting of this Committee.

242. Forward Plan

No items

243. Final Report – Scrutiny Investigation into the Provision of Sex and Relationship Education (SRE) In Hartlepool Schools *(Chair of the Children's Services Scrutiny Forum)*

Due to the meeting being inquorate, this item was deferred to a future meeting of this Committee.

244. Final Report – Performance and Operation of Private Sector Accommodation and Landlords in Hartlepool *(Chair of Neighbourhood Services Scrutiny Forum)*

Due to the meeting being inquorate, this item was deferred to a future meeting of this Committee.

245. Final Report – Youth Unemployment *(Chair of Regeneration and Planning Services Scrutiny Forum)*

Due to the meeting being inquorate, this item was deferred to a future meeting of this Committee.

The Chair of Regeneration and Planning Services Scrutiny Forum suggested that Members should take into account the 'added value' of inquiries when undertaking consideration of items for future inclusion in the Scrutiny Work

Programmes.

246. Final Report – Social Prescribing *(Chair of Adult and Community Services and Health Scrutiny Forum)*

Due to the meeting being inquorate, this item was deferred to a future meeting of this Committee.

247. Final Report – Response to Hartlepool PCT's Consultation on its proposed management arrangements *(Chair of Adult and Community Services and Health Scrutiny Forum)*

Due to the meeting being inquorate, this item was deferred to a future meeting of this Committee.

248. Draft Overview and Scrutiny Annual Report 2006/07 *(Scrutiny Manager)*

The Scrutiny Manager presented a working draft of the Overview and Scrutiny Annual Report for 2006/07 for Members consideration. It was noted that there were some minor amendments to be made and Members were requested to feedback any comments to the Scrutiny Manager. Members noted that the Annual Report would be presented to Council on 21st June 2007 and despatched to key stakeholders and public places for information.

Members noted that the breaking down of the Budget and Policy Framework 2007/08 Consultation Proposals across the relevant Scrutiny Forums had been very effective and it was suggested that where possible, this format could be used for in other areas.

Decision

Due to the meeting being inquorate, this item was deferred to a future meeting of this Committee for endorsement, however those Members present were very pleased with the content of the Draft Overview and Scrutiny Annual Report 2006/07.

249. Consideration of Progress Reports / Budget and Policy Framework Documents - Portfolio Holders response to the actions resulting from the Closure of Hartlepool College of Further Education On-Site Nursery Facility *(Director of Children's Services)*

The report provided Members with feedback on the actions resulting from the closure of Hartlepool College of Further Education's onsite nursery

facility. The closure of the nursery facility highlighted two actions for follow up by the Early Years and Childcare Team (EYCT) within the Children's Services Department. Members were reminded that the Portfolio Holder for Children's Services had presented to the Committee how the recommendations from the report were to be delivered. The updated action plan detailing the two actions and briefly describing how the team had made progress against them was attached at Appendix A.

In addition to the progress report, the Children's Centre and Childcare Co-ordinator provided Members with a summary of the childcare places and vacancies in Hartlepool as of March 2007.

Decision

Members noted the progress made against the actions.

MARJORIE JAMES

CHAIR

SCRUTINY CO-ORDINATING COMMITTEE

18 May 2007



Report of: Scrutiny Manager

Subject: SCRUTINY TOPIC REFERRALS: NORTH AND SOUTH NEIGHBOURHOOD CONSULTATIVE FORUMS AND AN ELECTED MEMBER

1. PURPOSE OF REPORT

- 1.1 To inform Members of the Scrutiny Co-ordinating Committee that a number of recent scrutiny topic referrals have been made from the North and South Neighbourhood Consultative Forums, and from an Elected Member under the Scrutiny Referral Pro-forma.

2. BACKGROUND INFORMATION

- 2.1 This report outlines a number of Scrutiny Referrals from the Neighbourhood Consultative Forums and from an Elected Member under the Scrutiny Referral Pro-Forma. Within the Authority's Constitution, the Scrutiny Co-ordinating Committee has discretion over whether it will consider these issues. However, if a decision is made not to examine these issues it must be justified and reported to Council and the referring body or individual.
- 2.2 In addition, the Constitution identifies a number of criteria to aid Members of Scrutiny Co-ordinating Committee in assessing the appropriateness of undertaking a scrutiny investigation of non-mandatory scrutiny topic referrals. The criteria are, whether the issue:-
- (a) Affects a group of people living within the Hartlepool area;
 - (b) Relates to a service, event or issue in which the Council has direct responsibility for, significant influence over or has the capacity to act as public champion;
 - (c) Not be an issue which overview and scrutiny has considered during the last 12 months;
 - (d) Not relate to a service complaint; and
 - (e) Not relate to matters dealt with by another Council committee, unless the issue deals with procedure and policy related issues.

- 2.3 The Referrals to Scrutiny are as outlined below :-
- (a) Role and meaning of 'Extended Schools': implications for sustainability and accountability of community usage;
 - (b) Coastal Walkway; and
 - (c) Health Deficits.
- 2.4 These Referrals are outlined in more details in paragraphs 2.5 to 2.11 below :-
- 2.5 Role and Meaning of 'Extended Schools': Implications for Sustainability and Accountability of Community Usage - At its meeting on 30 March 2007 the South Neighbourhood Consultative Forum referred the issue of the "Role and meaning of 'Extended Schools': implications for sustainability and accountability of community usage" to Scrutiny.
- 2.6 Given that the responsibility for this issue lies with the Children's Services Department the issue falls under the remit of the Children's Services Scrutiny Forum.
- 2.7 Coastal Walkways - At its meeting on 28 March 2007 the North Neighbourhood Consultative Forum referred the issue of the "Coastal Walkway" to Scrutiny for consideration. The following issues were highlighted for investigation by the Scrutiny function:
- (a) The lack of investment in care / attention to the walkways;
 - (b) The lack of access for public use;
 - (c) The need for accessibility to enhance public use and promote fitness and recreation within the town; and
 - (d) The need for the provision of a link from the walkway to Hart Station.
- 2.8 Given that the main focus of this referral relates to public rights of way the responsibility for this issue lies predominantly with the Adult and Community Services Department. Consequently the issue falls under the remit of the Adult and Community Services and Health Scrutiny Forum.
- 2.9 Health Deficits - On 22 March 2007 an Elected Member made a Referral through the Scrutiny Referral Pro-Forma mechanism in relation to "Health Deficits". It has recently been reported that over two thirds of Councils have been adversely affected by the financial deficits of their local Primary Care Trusts. 36% of Councils, according to a Local Government Association (LGA) survey expect the pressure on them, as a result of such deficits, to increase over the next financial year. In addition, 40% of Councils responding to the LGA survey have reported "cost shunting", where cases that appear to be the NHS's responsibility are referred to Local Authorities.

A further 24% of Authorities reported PCTs failing to fully fund agreed or jointly funded services, while 13.3% reported withdrawals from local area or other agreements.

- 2.10 Consequently, the referral asks that the issue of Health Deficits is investigated so that the local position in regard to this issue can be explored, with a view to keeping the costs of referrals of health deficits to the Council down.
- 2.11 Given that the main focus of this referral relates to the NHS this issue falls under the remit of the Adult and Community Services and Health Scrutiny Forum.

3. RECOMMENDATION

- 3.1 In line with Council procedure, it is recommended that the Scrutiny Co-ordinating Committee considers on an individual basis the appropriateness of undertaking scrutiny investigations into the topics outlined below, and if felt suitable incorporates the issues within the forthcoming Work Programme for 2007/08:-
 - (a) Role and meaning of 'Extended Schools': implications for sustainability and accountability of community usage (South Neighbourhood Consultative Forum Scrutiny Referral);
 - (b) Coastal Walkway (North Neighbourhood Consultative Forum Scrutiny Referral); and
 - (c) Health Deficits (Elected Member Scrutiny Referral).

Contact Officer:- Charlotte Burnham – Scrutiny Manager
Chief Executive's Department - Corporate Strategy
Hartlepool Borough Council
Tel: 01429 523 087
Email: charlotte.burnham@hartlepool.gov.uk

BACKGROUND PAPERS

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

- (a) Minutes of the South Neighbourhood Consultative Forum held on 30 March 2007.
- (b) Minutes of the North Neighbourhood Consultative Forum held on 28 March 2007.
- (c) Elected Member Scrutiny Referral Pro-forma dated 22 March 2007.

SCRUTINY CO-ORDINATING COMMITTEE

18 May 2007



Report of: Assistant Chief Executive

Subject: Corporate Plan (BVPP) 2007/08

1 PURPOSE OF REPORT

- 1.1 To enable the Scrutiny Co-ordinating Committee to consider and comment on the proposed Corporate Plan (Best Value Performance Plan (BVPP)) for 2007/08.

2 BACKGROUND

- 2.1 The Government introduced the Best Value regime as part of its programme to modernise local government. In line with the statutory requirements, the Council's Best Value Performance Plan 2007/08 must be approved by full Council and published by 30 June 2007.
- 2.2 The Scrutiny Co-ordinating Committee considered the Corporate Plan on 19 January 2007, agreeing the general themes for inclusion, and 13 March 2007, where more detailed proposals were agreed.
- 2.3 This year proposals were also considered by all Scrutiny Forums who have met individually to consider the Plan's Objectives and Actions on a departmental basis. Their findings were reported back to Scrutiny Coordinating Committee on 13 March 2007 and a formal response was presented to Cabinet on 16 April 2007.
- 2.4 This part of the process was undertaken early to enable Members to focus on the proposed strategic priority activities suggested for 2007/08. It meant however, that the majority of the key performance indicator (PI) outturn figures and targets were not able to be included, as they were not routinely available until after the close of the financial year at the earliest.
- 2.5 Further development of the plan has since taken place and will be presented to Cabinet for consideration on 29 May 2007. A verbal report of this meetings comments will be presented to Cabinet.

3 TIMETABLE FOR APPROVING THE PLAN

- 3.1 There is a statutory requirement to publish the final Corporate Plan (BVPP) by 30 June, and as the Plan forms part of the Policy Framework, final approval rests with full Council.
- 3.2 Final approval of the Plan will be by Council on 21 June 2007.
- 3.3 Officers across the Council have been working on drawing together the Key PI information for inclusion in the Plan since the close of the financial year. This information is shown within each of the Key Performance Information tables listed under each of the Corporate Plan Sections. The remaining non-key PI information (forming Part 2 of the Corporate Plan) is also included where available (some PIs, for example Financial PIs, will not be available until June).
- 3.4 In keeping with last year all PI information that is not currently available will be circulated separately to all Members of Scrutiny Coordinating Committee as soon as it is available.

4 2007/08 CORPORATE (BEST VALUE PERFORMANCE) PLAN

- 4.1 As in previous years the Corporate Plan is presented in two parts. Part 1, attached at **Appendix A**, is the main plan, which describes the Council's priorities for 2007/8, including how weaknesses will be addressed, opportunities exploited and better outcomes delivered for local people.
- 4.2 Part 1 also contains an Action Plan proposing the key objectives for each of the seven community strategy aims and the council's organisational development priorities. For each of the objectives a number of actions have been identified to enable the objective to be met.
- 4.3 The Corporate Plan has been developed in conjunction with the Local Area Agreement (LAA) to ensure the outcomes included in the LAA are embedded in the Council's Corporate Plan.
- 4.4 Part 2 of the plan, attached at **Appendix B**, contains the detailed supporting information relating to performance statistics that the Council is required to publish. This includes the Best Value Performance Indicators (BVPIs) for 2006/07 and targets for 2007/08, 2008/09 and 2009/10. Some indicators are still in the process of being collected and will be circulated separately to Scrutiny Coordinating Committee as soon as it is available.

5 RECOMMENDATION

- 5.1 The Scrutiny Coordinating Committee is asked to consider and comment on the proposed Corporate Plan / Key Pls

Hartlepool Borough Council
Corporate Plan 2007/8 - 2009/10

‘A Better Future for Hartlepool’
- Part 1

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If you want to know more.....

If you like further information about council performance please telephone David Hunt on (01429) 284073, fax (01429) 284009 or e-mail david.hunt@hartlepool.gov.uk

Copies of this summary can also be provided on audiotape or in large print, Braille and ethnic minority languages on request. We can also be contacted via Typetalk and enquiries in any language can be dealt with in person or on the telephone using Language Line instant translation service.

1. Introduction

a) Purpose of the Plan

This Corporate Plan is our strategic planning document. It explains our overall aim and objectives for the next three years and sets priorities and targets for the 2007/8 financial year.

Hartlepool Borough Council, for the fifth year running, has been awarded the highest possible rating (four stars) by the Audit Commission as part of the “The Harder Test” Comprehensive Performance Assessment (CPA). The Council was also assessed as “Improving Well”.

However, the environment in which we operate is a constantly changing one in terms of policy, statute, expectations and aspirations with regard to central government, local people and businesses. This is particularly so in 2007/8 as the Government’s Local Government White Paper (Strong and Prosperous Communities) proposals are progressed ready to start in 2008/9. There is more about the White Paper in section 2c.

The Corporate Plan is part of the effective systems we have in place to measure performance; identify opportunities for improvement; and to take steps to improve any areas that are under performing. The objectives, priorities and targets included in the Plan guide the allocation of Council resources – financial, physical assets and staff – to achieve the objectives we have set.

b) Audience for the plan

How a member of the Public can use this Plan:

As a member of the public you can use this plan to help to:

- Get a summary of our progress and key achievements over the last year;
- Find out how we are working towards achieving our goals and ambitions for the Borough in relation to the Community Strategy and the Local Area Agreement;
- Consider those activities that have been identified as strategic priorities over the next year (but also including those which may run over a longer period where appropriate); and
- Obtain an understanding of our longer term ambitions for Hartlepool over the next 5 to 10 years.

How an elected Member of the Council can use this Plan:

As a Member, you can use this Plan to help to:

- Recognise the achievements that have been made over the last year;
- Get an overview of the way in which we are working towards achieving our overall aim as a Council in relation to the Borough's Community Strategy and the Local Area Agreement;
- Consider those activities (including those which may run over a longer period) that have been identified as strategic priorities over the next year; and
- Obtain an understanding of our longer term ambitions for Hartlepool over the next 5 to 10 years.

How external partners/government can use this Plan:

Partners working with our Local Strategic Partnership, the Hartlepool Partnership, will also be interested in the Plan because many of the objectives in the Plan contribute to delivering the Partnership's vision as set out in the Community Strategy. A number of the Plan's objectives mirror those in the Local Area Agreement - the Community Strategy's delivery plan. In many cases the effort to achieve these objectives is shared with partners. The Government also has a significant interest in our Corporate Plan and will use it to monitor our performance and progress.

How members of staff can use this Plan:

As a member of staff you can use this Plan to help to:

- Gain an overview of the strategic activities across the Council that we will be undertaking in order to help us achieve our Council aim;
- Understand the direction in which we are going; and
- See how your work contributes, through your Departmental Service Planning arrangements, to achieving our corporate objectives.

Please let us know if you have any comments / suggestions for improvement on this Corporate Plan. Our contact details are below:

David Hunt, Policy Team, david.hunt@hartlepool.gov.uk, Tel: 01429 284057

c) How this Plan is set out

The Corporate Plan is set out in two parts.

Part 1 describes:

- Setting the Scene this gives you the context to what we are doing and how we are organising ourselves
 - a) Links to the [Community Strategy aims](#),
 - b) the [Local Area Agreement](#) (LAA) and the Council's overall aim
 - c) [Factors taken into account to develop the 2007/8 Corporate Plan](#)
 - d) [Developing the organisation](#) – this describes and organisational development priorities
 - e) [Allocation of resources](#) to deliver the plan
 - f) [Managing performance](#) - how we will keep track our performance during the year
- Our more detailed plans for 2007/8
This section identifies those specific actions to be undertaken to deliver our objectives, with key milestones and performance indicators shown, which will be used to help measure our progress. It also sets out our longer term ambitions for the Borough (5-10 years time) as a consequence of undertaking these objectives and information on our key achievements last year.

Our objectives are grouped into 8 sections – one for each of the 7 Community Strategy Themes, and one relating to Organisational Development activities that are designed to improve the way in which we work and provide Council services.

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Part 2 of the Plan contains the detailed supporting information relating to performance statistics and other information, which the Council is required to publish to meet the Local Government Act 1999 requirement to produce a Best Value Performance Plan (BVPP). This section includes the Best Value (BV) performance indicators for 2006/7 and targets for 2007/8, 2008/9 and 2009/10.

2. Setting the scene

a) Link to the Community Strategy

We recognise the importance of working in partnership with a range of public, private, and voluntary sector organisations that provide services to local residents. In many instances these services complement each other. A Local Strategic Partnership (the Hartlepool Partnership) was created in 1999 as a way for organisations delivering services to local people and businesses to plan and work together to deliver better and improved services.

In April 2002 Hartlepool Borough Council and the Hartlepool Partnership, adopted a first Community Strategy. The purpose of this strategy is to set out the Community's aspirations and priorities, and to integrate and improve the delivery of services, so that they better reflect the needs of the local community. The Strategy was subject to detailed consultation using a range of methods, providing opportunities to shape the final outcome and ensuring that it is supported by the public and all partners. A major review of the Community Strategy is now underway and is scheduled to be completed by December 2007. The early stages of this review have supported a revised vision and this is included below.

The Partnership's proposed long-term vision, looking 20 years ahead is:

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

The goal is

"To regenerate Hartlepool by promoting economic social and environmental well being in a sustainable manner."

A priority aim is identified under each of the 7 Community Strategy themes and these are used by members of the Hartlepool Partnership to forward plan and prioritise actions.

The Government has identified the 'shared priority' areas for all local authorities. The Corporate Plan covers all these shared priorities but sets out how the Council will address them within the local, Hartlepool context.

The 2002 Community Strategy themes, priority aims and links to Government Priorities:

Theme	Priority Aim	Government Priorities
Jobs and the Economy JE	Develop a more enterprising, vigorous and diverse local economy that will attract investment, be globally competitive, and create more employment opportunities for local people.	<ul style="list-style-type: none"> Local economic vitality Local environment Improving the quality of life for: <ul style="list-style-type: none"> Children, young people and families at risk Older people
Lifelong Learning and Skills LLS	Help all individuals, groups and organisations realise their full potential, ensure the highest quality opportunities in education, lifelong learning and training, and raise standards of attainment.	<ul style="list-style-type: none"> Raising standards across our schools Local economic vitality Improving the quality of life for: <ul style="list-style-type: none"> Children, young people and families at risk Older people
Health and Care HC	Ensure access to the highest quality health, social care and support services, and improve the health, life expectancy and well being of the community.	<ul style="list-style-type: none"> Healthier communities Safer and stronger communities Improving the quality of life for: <ul style="list-style-type: none"> Children, young people and families at risk Older people
Community Safety CS	Make Hartlepool a safer place by reducing crime, disorder, and fear of crime.	<ul style="list-style-type: none"> Safer and stronger communities Local economic vitality Healthier communities Improving the quality of life for: <ul style="list-style-type: none"> Children, young people and families at risk Older people
Environment and Housing EH	Secure a more attractive and sustainable environment that is safe, clean and tidy; a good infrastructure; and access to good quality and affordable housing.	<ul style="list-style-type: none"> Local transport need Local environment Safer and stronger communities Improving the quality of life for: <ul style="list-style-type: none"> Children, young people and families at risk Older people
Culture and Leisure CL	Ensure a wide range of good quality, affordable and accessible leisure, and cultural opportunities.	<ul style="list-style-type: none"> Healthier communities Improving the quality of life for: <ul style="list-style-type: none"> Children, young people and families at risk Older people Raising standards across our schools
Strengthening Communities SC	Empower individuals, groups and communities, and increase the involvement of citizens in all decisions that affect their lives.	<ul style="list-style-type: none"> Local economic vitality Local transport need Local environment Safer and stronger communities

While the aims are expressed as separate themes they are linked to each other and impact on one another in complex ways. Actions in one theme may have positive or even negative effects in another. Improvement in one of these aims often depends on success in one or more of the others. This is particularly true of the Strengthening

Communities aim where, for example, creating jobs and raising educational attainment contributes to strengthening communities.

Under these priority aims are a series of objectives drawn from the Local Area Agreement designed to meet the challenges the Borough faces. We have adopted the Community Strategy priority aims as our own council priorities, to help us achieve our overall Council aim, which is:

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

b) Local Area Agreement – Priorities for Improvement

Local Area Agreements are a Government initiative, launched in 2004, to deliver a better quality of life for people through improving performance on a range of national and local priorities. They form a key part of the government's 10 year strategy for Local Government (link) and aim to streamline bureaucracy between central government and local deliverers and improve service outcomes. The Local Government White Paper proposes developments to the LAA framework and the Council will be progressing these during 2007/8.

The Hartlepool LAA includes 36 priority outcomes for improvement, derived from both national and local priorities, with associated baselines, indicators and targets and these are structured around the seven Community Strategy Themes. The LAA outcomes therefore closely reflect the existing Community Strategy objectives which consultation has shown to have widespread support across the town.

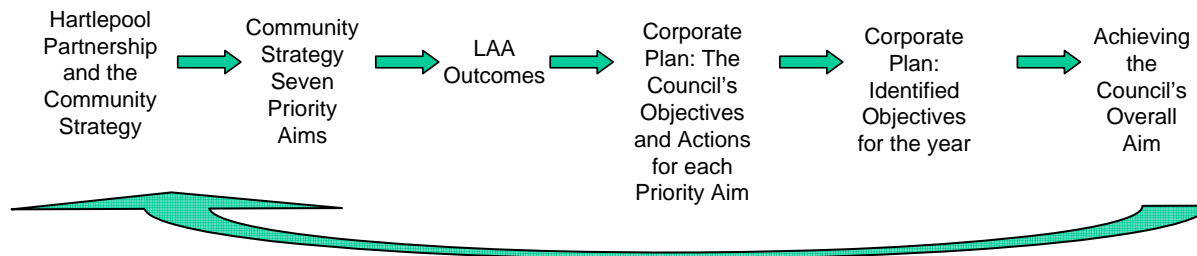
The LAA first agreed in March 2006 has now been refreshed and approved by Cabinet and the Hartlepool Partnership.

This Corporate Plan details how the Council is going to achieve its elements of the LAA priority outcomes within the next 12 months and beyond with specific targets set for the next 3 years. Performance reporting and management will be handled through the existing corporate and departmental arrangements which include quarterly reporting to Cabinet.

Ten of the priority outcomes were identified where stretched performance will be delivered by March 2009 in return for the payment of reward grant up to £3m. The Council will lead on a number of these targets with other agencies also taking a lead where appropriate. These are identified in Section 3 of this Plan

Our objectives for 2007/8 therefore relate to each of the above Community Strategy priority aims, with specific activities identified for each aim as priorities for action by the Council. The priorities are the high-level activities that we plan to undertake, and are in turn underpinned by other, more detailed, operational activities and statutory responsibilities that are described in departmental and service plans. There is a clear link therefore between the Community Strategy, the LAA and the Council's Corporate Plan, with our top-level objectives for each Community Strategy theme helping us achieve our overall Council aim, which in turn serves to contribute to and deliver on key aspects of the Community Strategy.

The picture below summarises the relationships between Community Strategy, LAA and Corporate Plan and Council's overall aim.



c) Factors taken into account in designing the Corporate Plan

The Corporate Plan projects forward three years and must take account of a wide range of factors:

- stakeholder and partner consultation, including Member priorities, audit and inspection recommendations
- consultation with the public
- external drivers, including Government policy initiatives,
- funding variations and requirements to improve efficiency capital investment plans and their revenue implications
- risk assessments and contingency planning, including maintaining adequate financial reserves
- expected developments in services.

The Council continuously assesses risks and opportunities that might impact on the achievement of its objectives and seeks to balance the competing priorities and pressures. The following sections highlight the key factors that relate to each of the Community Strategy themes.

Jobs and the Economy - Current position

The Audit Commission concluded “The Council has a strong approach to regeneration as a key driver for improving the quality of life in Hartlepool” and the economic gap between Hartlepool and the rest of the country has narrowed.

The Community Strategy review consultation showed a clear consensus that Jobs and the Economy should be the top priority for action to help create jobs in the town.

The Council has consistently funded regeneration and economic development activity to ensure the capacity is in place to take advantage of opportunities, such as bidding for funds. This remains an important local priority, particularly as competition for regional and European funding intensifies. While little extra resource could be made available in 2007/8 the protection of key budgets such as the economic development marketing budget was welcomed by the business community.

In addition to pursuing the economic regeneration of the whole town, the Council is also prioritising the most deprived wards in the town through the Neighbourhood Renewal

Strategy and the achievement of economic well-being for children and young people through the Children and Young People's Plan.

Actions for 2007/8 include:

- Work with Tees Valley Regeneration and PD Ports for the redevelopment of Victoria Harbour within Hartlepool Quays
- Implement, with partner agencies, the Hartlepool 14-19 strategy and support the 14-19 regional strategy
- Establish Jobsmart employment and skills consortium specifically targeted at the most disadvantaged wards and residents

Lifelong Learning and Skills – Current position

Raising children's attainment has been a success story in Hartlepool over the past 10 years. This was recognised in the Joint Area Review of children's services. "Early years and childcare provision are good, and educational attainment continues to improve. Support for school improvement and provision for children with special education needs are particular strengths."

While education did not emerge as a main priority from the Community strategy review consultation, the Council, since 1996, has recognised its importance for the longer term future of the town and has provided substantial additional funding in line with Government policy.

For children and young people, Government policy is driven by the priorities set out in Every Child Matters, in particular the priority Enjoy and Achieve – to raise achievement and standards of children and young people in the early years, primary and secondary phases of education. The Government is supporting this with a major national scheme that will create state of the art school buildings and facilities for future generations of children and young people. Building Schools for the Future (BSF) aims to replace or renew every secondary school in England over a 10-15 year period. Hartlepool is seeking to join this programme from 2007 providing a potential £90m investment. Significant local capital investment in schools of £5m is also planned for 2007/8.

Actions for 2007/8 include:

- Implement the Building Schools for the Future project plan for 2007/08 including completion of the Strategy for Change
- Challenge and support schools to improve performance to national averages and above

Health and Care - Current position

The CPA identified good practice and significant progress, concluding that "The health needs of children and young people are addressed well" and that "Vulnerable children and young people are well safeguarded through effective action by all agencies."

On adult health and care the CPA report recognised the challenging circumstances, stating "Health is improving in Hartlepool and people are living longer" but identified the extent of the challenge remaining to be addressed, noting the health gap with the

nation as a whole “is widening and there is also health inequality within Hartlepool itself: the most deprived areas suffer poorer health than the affluent areas, with a difference of 13 years in male life expectancy between the best and the worst wards.”

The Community Strategy review consultation with the public identified Health and Care as their third priority. Issues such as greater health education, healthy living and provision of health care facilities all emerged.

For adult social care challenging but exciting times are ahead. Demographic change is bringing growing demand and budget pressures. There is a gap between people’s aspirations for services and what is on offer (Ipsos MORI Survey commissioned by DRC, EOC and Cover UK, July 2006).

Government policy as outlined in the White Paper Our Health, Our Care, Our Say confirms the vision set out in the Green Paper, Independence, Well-being and Choice. It envisages personalised care and support, ensuring people have the opportunity to make choices and take control. Government policy also envisages closer working between social care and health in order to deliver integrated care.

Integration is well underway in Hartlepool, for example, in older people’s services and mental health. PCT reconfiguration has slowed down this process but now that upheaval is beginning to settle down progress for 2007/8 is expected to be made in effective joint delivery and provision of services and joint commissioning between the Council and PCT.

For children, Government policy is driven by the priorities set out in Every Child Matters, in particular the “Be Healthy” objective that aims to ensure children and young people will be physically, mentally, emotionally and sexually healthy, lead healthy lifestyles and choose not to take illegal drugs. Integration of activities with partners will also be progressed as the Children’s Trust established from 1 April 2007 becomes operational and acts as a forum for children and young people’s services.

In financial terms health and care is the Council’s major area of investment for 2007/8 with £0.9m additional funding for adult services and nearly £0.2m for children’s services to address the identified pressures and priorities. Despite the additional funds for adults the Fare Access to Care Services eligibility thresholds will be raised during 2007/8.

Actions for 2007/8 include

- Progressing the Public Health Strategy with the PCT
- To increase the proportion of people who commission their own services.
- Progressing inspection recommendations for the Supporting People service
- Work with partner agencies, young people, schools and families to reduce under 18 conception rate by 55%

Community Safety - Current position

The Council and its partners to have had significant success in narrowing the gap between crime levels in Hartlepool and national averages and this was recognised in the recent CPA inspection by the Audit Commission saying “multi-agency work to reduce offending and anti-social behaviour is good.” The inspection of the Youth Offending Service rated most aspects of the service as “Good” and made a number of recommendations for improvement which are now being addressed.

In the Community Strategy review consultation the public identified Community Safety as their second highest priority. Consultation for the Safer Hartlepool Partnership and Police both identified action on anti-social behaviour as a priority. Community Safety has been a long standing local and national priority with the public wanting higher levels of policing and reduced crime. The Government launched their Respect agenda in January 2006 with a particular focus on anti social behaviour.

Community Safety remains a top priority for the Council. The Crime and Disorder Strategy 2005-8 sets out our approach on drugs, acquisitive crime, violence, reassurance, prevention of offending and anti-social behaviour. In the 2007/8 budget an additional £90,000 is being invested to maintain and enhance services. In addition the Council is also focusing on the needs of children and young people, so they can live, grow, and learn in safety, through the Children and Young People’s Plan April 2006-March 2009.

Actions for 2007/8 include:

- Contribute to work in partnership to reduce levels of violence and disorder associated with the night-time economy in the town centre specifically, and alcohol – related crime and disorder more generally across the town.
- Continue to improve services for young people at risk of, or involved in, crime and ASB
- Increase the number and range of foster and adoptive placements to meet local needs

Environment and Housing – Current position

The CPA inspection report commented that “Environmental services are good, with effective action by the Council to keep the borough clean while reducing waste and increasing recycling.” On housing they commented “The strategic approach to housing is good, with good community and partner involvement” and there is “good integration of housing and environmental improvements as key components of the regeneration of neighbourhoods.”

In the Community Strategy review consultation local people gave weight to the importance of Housing and this is being considered as part of the Community Strategy review. Environment was slightly further down the list of priorities but tidying local neighbourhoods, reducing the amount of litter and improvements to public transport were all factors which many highlighted as improving quality of life. The 2006 Best Value satisfaction surveys identified a drop in satisfaction with waste collection

services. However, the survey was conducted when a substantial proportion of the residents had just moved from weekly to fortnightly collection of household waste with an extended recycling collection on the intervening week and were getting used to the new service and snags were still being sorted out. Satisfaction with the service will be revisited by the Viewpoint panel later in 2007 when the whole system is fully bedded in.

Government policy in this area ranges from short to longer term targets which impact on the Council. These include statutory recycling targets, targets on meeting the Decent Homes standard, balancing supply and demand for housing, and an expectation that Council's will contribute to combating climate change.

All these issues are being addressed by the Council and with partners. The Council has taken action to achieve improvement, such as creating Hartlepool Housing to facilitate access to investment funds, ensuring Hartlepool can access a wide range of funding sources such as the neighbourhood Renewal Fund and providing additional funding, notably in waste reduction and recycling. Related plans and strategies for the Council and its partners include the Housing Strategy, Local Transport Plan, New Deal for Communities Community Housing Plan, North Central Hartlepool Housing Regeneration Plan. For 2007/8 about £0.75 has been earmarked for investment to meet priorities and pressures in environment, housing and transport.

Actions for 2007/8 include:

- Improve and maintain the design and appearance of the natural and built environment with a particular focus on reducing levels of litter and detritus
- Provide a sustainable, safe, efficient, effective and accessible transport system Deliver the Hartlepool Local Transport Plan (LTP)
- To enhance the standard of management of private rented housing
- To improve the energy efficiency of existing housing and reduce the number of vulnerable households experiencing fuel poverty

Culture and Leisure - Current position

This is a lower priority for the public but the Council recognises that culture and leisure can support the delivery of the other Community Strategy themes, particularly jobs and the economy and health, for example as a means to address obesity.

The Council has identified additional resources to support key events such as the Maritime Festival in the run up to the Tall Ship Race in 2010. The Tall Ships Race is a major opportunity to boost economic growth and tourism but it requires investment. The budget strategy has set aside £0.8m from reserves to fund costs associated with the event to ensure the town maximises the opportunities from the event.

Actions for 2007/8 include:

- Develop and improve cultural and leisure facilities and events, including Tall Ships Race in 2010
- To increase opportunities for participation in a wide range of cultural and leisure activity focussing on areas of disadvantage.

Strengthening Communities - Current position

The Council's CPA report identified excellent consultation and engagement with local people, good use of data to enable identification of local needs and priorities. Nevertheless the Community Strategy review consultation found that people also wanted to be consulted more and to feel more involved.

The CPA inspection also concluded that the Council works well with the private and voluntary sectors but could make better use of the capacity of voluntary organisations to support its work. The recent Scrutiny review also identified significant challenges ahead as reduced European funding is likely to impact heavily on the community and voluntary sector.

Government policy in this area relates to several wide ranging topics including promoting community cohesion and engagement, addressing diversity and equalities and preparing for emergencies.

Actions for 2007/8 include:

- reinvigorating the Compact with the voluntary and community sector
- Improving public engagement all communities

d) Developing the organisation

Current position

The CPA report about the Council organisation was overwhelmingly positive as the comments below indicate:

- Officer leadership and management are good
- Staff at all levels have pride in Hartlepool
- Staff at all levels demonstrate very strong commitment to delivering quality services
- Financial capacity is good and the Council has substantial reserves
- Good performance management enables the Council and its partners to monitor and drive progress
- Outstanding partnership working is achieving improved outcomes almost without exception across national and local priorities
- Excellent consultation and engagement with local people

This shows the Council has a sound base for still stronger improvement. The agenda for the Council to address over the next three years is clearly broad and the development of the organisation is essential if we are to create the capacity to meet the challenges that lie ahead. We are seeking to do this through:

- Improved management and governance;
- Improved access to and understanding of the public;
- Improved understanding, skills, competencies and contribution of elected Members and staff;
- The innovative implementation of key efficiency drivers; and
- The effective management, governance and development of financial arrangements.

The objectives and actions identified in the Organisational Development Section of the Plan are the key elements that will enable us to improve the way in which we work and the services that are provided. A range of factors need to be addressed.

Government policy naturally looms large. In 2007/8 the Council will be preparing for the implementation of several aspects of the Local Government White Paper including revamped LAAs.

The Council will need to respond to the recently published Lyons Inquiry report on council finance and other matters. In addition the Government's Comprehensive Spending Review (CSR) will be completed in 2007 and this will indicate for all local authorities the level of level of funding for the three years 2008/9, 2009/10 and 2010/11. The CSR may also address other issues such as regional governance of regeneration funding.

The pressure to achieve Gershon efficiency targets continues and this is being progressed through our Efficiency Strategy targets and efficiency and BPR projects. . .

Public expectation is for greater flexibility in access to services. Our ICT Strategy includes several projects, such as further work on the Hartlepool Connect Contact, Centre and will also contribute significantly to achieving efficiency savings.

The development and retention of members and staff is another key area. Our approach and plans have been set out in the People and Workforce Development Strategy and Member Development Strategy. The pay, grading and Single Status arrangements will also be concluded.

The Council has been subject to a range of inspections and audits over the past 12 months and the areas for improvements need to be progressed.

Corporate areas for improvement identified in the CPA report and Annual Audit Letter include improvements to financial planning and working with the voluntary and community sector.

A number of service areas have been subject to inspection and the areas for improvement will be incorporated into service plans.

- Children's Services identified in the Joint Area Review
- Youth Service
- Youth Offending Service
- Supporting People
- Adult Education
- Annual Performance Assessment of adult social care

Conclusion

Progress from Government, the public and our partners is desired across a broad range of areas. These are all being addressed in the Corporate Plan. There is a good fit between national and local priorities. The challenge for the Council is to balance capacity, demands and resources. The allocation of financial resources to deliver the Plan is set out in more detail below.

e) Allocation of resources to support delivery of the Council's plans

The Council recognises that its budgeting decisions need to be aligned to its aims and priorities in order to achieve success. This practice has been in place since 1996/1997 with decisions regarding spending being linked to the Council's priorities and will be further developed during 2007/8 in line with the CPA Corporate Assessment recommendation. The Budget strategy has now been revised to cover the three years 2007/2008, 2008/2009 and 2009/2010 and the Council budget set for 2007/8. The main points are summarised below. Additional detail can be found in the report to Cabinet 5 February 2007.

Budget Strategy 2007/8, 2008/9 and 2009/10

The main factors and assumptions the strategy takes into account are:

- A prudent view of increases in Government grant for 2008/09 and 2009/10 of 2%, the Government have indicated that Education and Health will continue to receive above inflation increases, albeit not at the same levels as in recent years.
- Uplifting base budgets to reflect the impact of inflation and other cost pressures. For 2006/2007 and future years it was determined that the initial budget allocations for all areas be calculated by applying a 3% inflation uplift, with additional top ups for specific policy driven expenditure priorities.
- The successful implementation of the Efficiency and IT strategies which are incorporated into the Developing the Organisation objective in this plan. These will have a key impact on the development of the budget over the next few years. These strategies specify how the Council will achieve the Council's annual Gershon Efficiency target of £2.184m, or 2.5% of the annual budget.
- Public feedback during last years budget consultation process which indicated that the majority of people consulted believed that the overall balance of the budget is "about right".

Therefore it is not anticipated that funding for Council services will increase significantly over the period 2008/2009 to 2010/2011 although the 2007 Budget announcement indicated above average increases for education. The Council's Budget Strategy assumptions will need to be reviewed when details of the 2007 Comprehensive Spending Review and 2008/2009 detailed Local Government grant allocations are known.

In this context the Council's 2007/8 budget decisions have had to balance investment to meet priorities and pressures against efficiencies, savings and increasing income and Council tax. The agreed allocation of our own revenue and capital financial resources in the 2007/8 Budget and Capital Programme reflects the Council's decisions on funding services and priorities within the constraints of the Council's available resources.

Budget 2007/8

The 2007/2008 Government grant allocation to the Council is £43.49m. In cash terms this is an increase of 3.7% on the 2006/2007 grant allocation. This is the same as the national percentage increase announced by the Local Government Minister.

However, the 2007/8 revenue budget process identified a range of pressures and priorities in excess of inflation. Budget pressures arise in relation to the continued provision of existing services. In most cases these pressures cannot be avoided, i.e. are statutory requirements or essential running costs such as energy. Priorities relate to areas where the Council had a greater choice and these are generally aligned with the achievement of the Council's overall aims.

The pressures and priorities were examined carefully by Cabinet and considered against the Council's strategic objectives. As a result of this review it was decided that some items would not be funded. This package reflects the Council's overall policy aims and is summarised below.

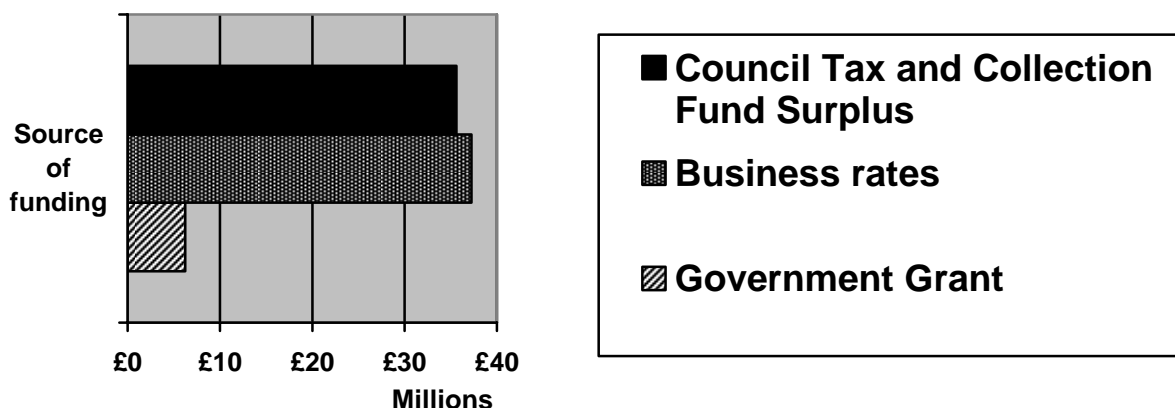
Priority Aim	£000	Purpose of funding
Jobs and the Economy	£67	Additional funding focused on sustaining regeneration activity including the Costal Arc scheme. Key budgets protected, e.g. marketing, to maintain capacity to assist economic regeneration.
Lifelong Learning and Skills	£60	Additional resource to meet additional statutory duty to lead 14-19 reform and development. Individual school budgets separate and these increased overall by x%.
Health and Care		
Adults	£908	Additional resources for services which protect vulnerable people, including older people, people with physical/learning disabilities and people requiring support to prevent homelessness and other housing problems. Additional funds will also support the expansion of Direct Payment services.
Children	£175	Increase is to address new statutory requirements such as integrated information systems and quality assurance of childcare reviews and meet increased demand SEN education.
Community Safety	£90	Additional resource focused on key priority of addressing anti social behaviour by strengthening the ASB team and increasing capacity to undertake investigations and deter future ASB.
Environment and Housing		
Environment	£295	Additional resources mainly for recycling, street cleaning and encouragement for community environment action.
Housing	£242	Additional resources to improve Housing Support and advice services and for grants to disabled people
Transport	£217	Increase is for additional highway maintenance, Dial a Ride and supported bus services.
Culture and Leisure	£43	Additional resources will go to support key events such as Maritime Festival and County Sport Partnership.
Strengthening Communities	£50	The additional resources are to strengthen scrutiny processes.

Priority Aim	£000	Purpose of funding
Corporate and Organisational development	£484	Additional resources primarily to meet increased energy costs of £300,000.
Total	£2,631	

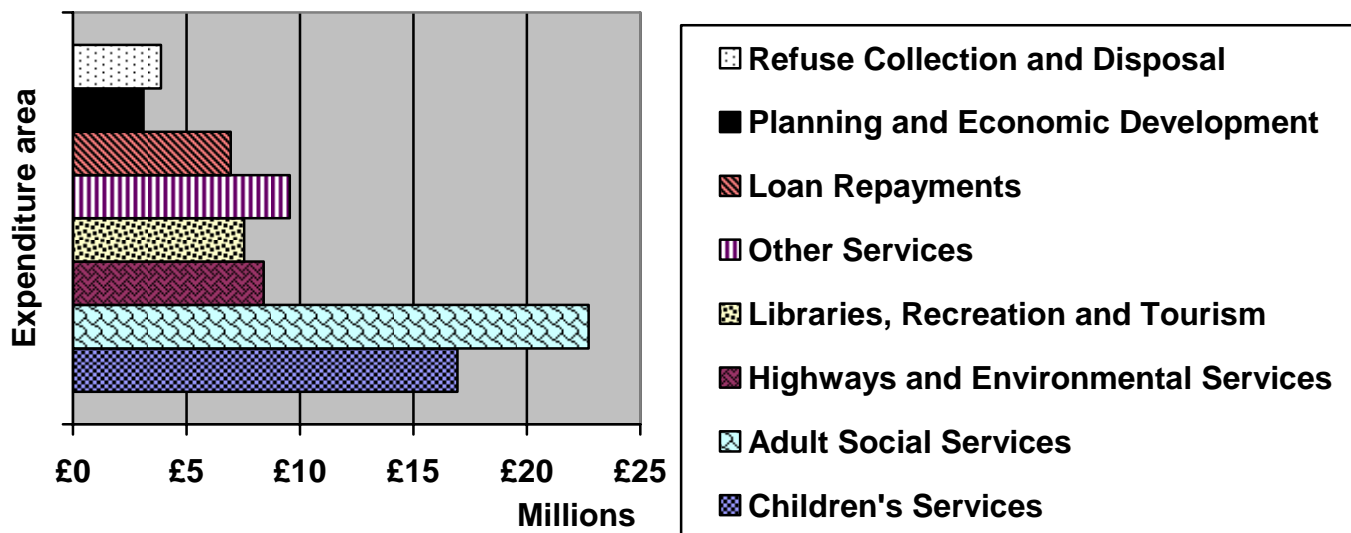
After taking corporate efficiencies of £1.1m and additional one off temporary resources worth £2.76m into account there remained a net budget deficit of £3.7m for 2007/8. This amount was bridged through a 4.9% council tax increase to raise £1.8m and a package of savings totalling £1.9m. In 2007/8 total net revenue expenditure will increase by 4.7% to £79.1m, excluding spending by schools which is now funded from a specific Government grant of £m.

Summary of revenue expenditure for 2007/8

Where the money comes from 2007/8 £millions



Where the money goes 2007/8 £millions



Capital Programme 2007/8

The Council will invest approximately £18.7m during 2007/8 in the town's infrastructure and public buildings. This down from 2006/7 mainly because of the loss of one off schemes in 2006/7, including Extra Care Village development £6.6m and the ending of North Central Hartlepool SRB programme £1m.

About 60% of this investment in 2007/8, some £11m, will be funded from grants the Council has secured from the Government and other organisations. The remaining investment will be funded from prudential borrowing, which will be repaid over a number of years from the Council's revenue budget.

Capital Programme 2007/8: Main Areas of expenditure £million

Expenditure area	2007/8	2006/7
Repairs and improvements to schools	£5.0m	£2.6m
Repairs and improvements to roads	£2.4m	£2.1m
Redevelopment of private housing in the town centre and neighbouring areas	£3.7m	£3.1m
Projects within the New Deal for Communities area	£2.1m	£2.8m
Other		
Total expenditure	£18.7m	£27.0m
Funded from:		
Central Government – Specific scheme grant	£7.8m	£16.4m
Central Government – Supported Capital Expenditure	£3.8m	£2.7m
Prudential borrowing by the Council	£6.6m	£7.3m
Other funding	£0.5m	£0.6m

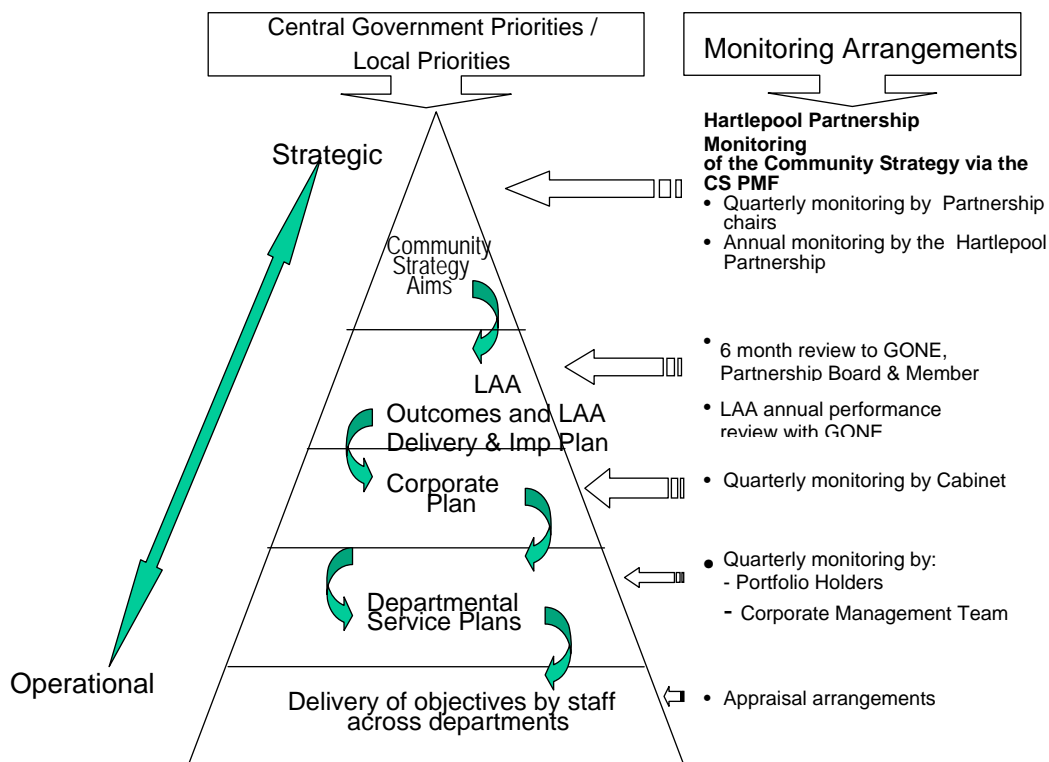
In addition, the Council is working in partnership with the Joseph Rowntree Foundation on the development of an "extra care village". This development commenced in 2006/7 and will provide supported housing for older people. The total investment in this project is £34m over a two year period. The Council has secured a grant from the Government of £9.8m towards this development, which will be paid over two financial years. The remaining funding will be provided by the Joseph Rowntree Foundation and its partners.

f) Managing Performance and Risk

We have worked hard to improve our performance and risk management arrangements over the last couple years. Improvements have included:

- combining budget and performance reports considered by Cabinet and Scrutiny Coordinating Committee on a quarterly basis
- linking risk management, service planning and the Statement on Internal Control
- embedding diversity objectives into service planning

Our performance management framework (PMF) and monitoring arrangements are:



Risks and controls in relation to our planned objectives are reviewed as part of the quarterly review of strategic and operational risk registers following the process set out in our Risk Management Strategy. These are reported regularly to executive members and CMT and also to the Audit Committee and our appointed auditors through the Statement on Internal Control.

3. Plans for achieving the Community Strategy Aims for 2006/7

The following section (pages 26 to 69) describes the Council plans for achieving the Community Strategy Aims in 2006/7.

Key to Departments: -

RPD – Regeneration and Planning Department

CSD – Children's Services Department

ACSD – Adult and Community Services Department

NSD – Neighbourhood Services Department

CE/HR – Chief Executives Department, Human Resources Division

CE/F - Chief Executives Department, Finance Division

CE/L - Chief Executives Department, Legal Services Division

CE/CS - Chief Executives Department, Corporate Strategy Division

CEPU – Cleveland Emergency Planning Unit

PCT – Hartlepool Primary Care Trust

Corporate Plan

Action Plan 2007/08

Jobs and the Economy

Community Strategy / Council Priority	Develop a more enterprising, vigorous and diverse local economy that will attract investment, be globally competitive and create more employment opportunities for local people
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Key achievements in 2006/07

- Our economic regeneration priorities for Hartlepool have been reflected within the draft Regional Economic Strategy for the North East.
- With local partners in the Tees Valley we have significantly contributed to the production of a Business Case for the Tees Valley City Region, which has been well received by central Government as a basis for future discussions on the Tees Valley's continued development and funding arrangements.
- Working in partnership with New Deal for Communities and local businesses, 28 commercial area grants totalling approximately half a million pounds have been awarded to improve local shopping areas and to create new jobs and businesses.
- Hartlepool's rate of new VAT registered businesses was the ninth highest in Great Britain.
- Enhancements to Brougham Enterprise Centre were completed and are proving popular with existing and new tenants.
- Property developers, Rivergreen have started on their 80,000 Square feet development of workspace at Queen's Meadow

In 5-10 years time: -

- The development of Victoria Harbour will be providing employment opportunities, housing and facilities for townspeople and visitors in a unique setting, adding to Hartlepool's overall role and image.

- The legacy of the 2010 tall Ship's Race will be represented by an enhanced awareness and image of Hartlepool, increased tourism investment and more visitors, staying longer.
- Queen's Meadow will be fully developed with a range of serviced office and manufacturing workspace.
- We will have increased the employment rate, reduced the unemployment rate and increased the business start up rate.
- We will have reduced the unemployment rates of disadvantaged groups (lone parents, ethnic minorities, people aged 50 and over, those with the fewest/lowest qualifications and those living in the most disadvantaged wards) and significantly reduced the gap between the unemployment rates of the disadvantaged groups and the overall rate.
- Reduce the gap between Hartlepool and GB employment rate by 3% points by 2012.
- Employment rate to be 67% by 2012.
- Reduce gap between Hartlepool and GB unemployment rate to 1% point by 2012.
- Unemployment rate - Neighbourhood Renewal narrowing the gap - 3.1% points by 2012.
- Youth unemployment rate across Hartlepool - 29% by 2012.
- Youth unemployment rate across Hartlepool - Neighbourhood Renewal narrowing the gap - 29.2 % by 2012.
- Increase number of business start ups by 50% by 2012.

Jobs and the Economy				
Corporate Plan Objective: Increase skill levels of the population with clear reference to local business need (Ref: CO01)		Community Strategy Ref: JE 1 + 2 LLS 4 + 5		Key Pls: LAA JE1
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
JE01	Work with partners to develop a skills development strategy for Hartlepool within the context of regional and city region strategies	Mar 08	Antony Steinberg	LAA Outcome 1
Corporate Plan Objective: To attract appropriate inward investors and support indigenous growth, making use of local labour resource and supporting local people in gaining maximum benefit from the economic regeneration of the town, including all people of working ages especially the young (Ref: CO02)		Community Strategy Ref: JE4 JE5 JE6		Key Pls: LPI RP3, LPI RP5 LPI RP6, LPI RP7
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
JE02	Work with Tees Valley Regeneration and PD Ports for the redevelopment of Victoria Harbour within Hartlepool Quays	Mar 08	Stuart Green	LAA Outcome 2

JE03	Continue development of targeted training and recruitment programmes to support disadvantaged residents into economic activity	Mar 08	Antony Steinberg	LAA Outcome 2
JE04	Continue to work with partners to provide key manufacturing and service sector infrastructure, including appropriate sites and premises	Mar 08	Antony Steinberg	LAA Outcome 2
JE05	Continue to work with partners to expand Further and Higher Education opportunities	Mar 08	Andrew Golightly	LAA Outcome 2
Corporate Plan Objective: To support the sustainable growth, and reduce the unnecessary failure, of locally-owner business, promoting the growth and sustainability of enterprise and small businesses and to increase total entrepreneurial activity amongst the local population (Ref: CO03)		Community Strategy Ref: JE5 JE6		Key Pls: LPI RP8 LAA JE9
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
JE06	Continued development of Hartlepool's Business Incubation System including the development of the visitor economy network	Mar 08	Antony Steinberg	LAA Outcome 3
JE07	Develop and facilitate entrepreneurial activities with particular reference to young people	Mar 08	Antony Steinberg	LAA Outcome 3
Corporate Plan Objective: For those living in the wards with the worst labour market position in areas in receipt of NRF, significantly improve their overall employment rate and reduce the difference between their employment rate and the overall employment rate for England (Ref: CO05)		Community Strategy Ref: JE11 JE12		Key Pls: LAA JE2 LAA JE4 LAA JE6
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
JE08	Establish Jobmart employment and skills consortium specifically targeted at the most disadvantaged wards and residents	Mar 08	Antony Steinberg	LAA Outcome 4
Corporate Plan Objective: Achieve Economic Well Being (Children and Young people will achieve the qualifications, develop the skills and be given the necessary life experiences to enable them to lead full and active adult lives) (Ref: CO06)		Community Strategy Ref: JE02 JE05 JE12		Key Pls: LPI RP5b LPI RP6b BVPI 221a+b
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
JE09	Development of targeted interventions and commissioning approach for the delivery of integrated support for 16 to 24 year olds.	Mar 08	Antony Steinberg	LAA Outcome 5
JE10	Connexions service works with other teams and agencies to achieve NEET targets agreed with GONE	Mar 08	Miriam Robertson	LAA Outcome 5

JE11	Implement, with partner agencies, the Hartlepool 14-19 strategy and support the 14-19 regional strategy	Mar 09	Tom Argument	LAA Outcome 5
JE12	Promote the development of employability skills and enterprise education in Hartlepool schools	Mar 09	Tom Argument	LAA Outcome 5
JE13	Raise the aspirations of young people from vulnerable backgrounds and increase their participation in education, employment and training	Mar 09	Tom Argument	LAA Outcome 5
Corporate Plan Objective: Improving training and employment prospects for targeted groups (Ref: CO07)		Community Strategy Ref: JE2 & LLS5		Key PIs: LAA JE3 + LAA JE5
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
JE14	Development of worklessness interventions to respond to employment rates and gross added value through economic participation.	Mar 08	Antony Steinberg	LAA Outcome 6
JE15	Support local businesses to improve the employment offer and assist in broadening the labour offer to business.	Mar 08	Antony Steinberg	LAA Outcome 6
Corporate Plan Objective: To promote Hartlepool's interests in economic regeneration policy making at the nation, regional and sub-regional levels (Ref: CO08)		Community Strategy Ref: JE3 – JE8		Key PIs: LPI RP3 + LAA RP7
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
JE16	Secure due recognition of Hartlepool's economic role, needs and opportunities in national, regional and sub- regional policy	Mar 08	Geoff Thompson	
JE17	Ensure recognition of Coastal Arc as sub-regional and regional economic regeneration priority	Mar 08	Colin Horsley	

Performance Indicators

Within the Jobs and Economy theme, there are a number of Performance Indicators that will be used to measure the successful implementation of the actions. Those indicators are included in more detail in the table below. For Local Area Agreement targets, the longer term, 2008/09 target has been provided.

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
BVPI 221a	Participation in and outcomes from Youth Work: recorded outcomes	57	60	n/a
BVPI 221b	Participation in and outcomes from Youth Work: accredited outcomes	11	15	n/a
LAA JE1	Number of adults who are supported in achieving at least a full first level 2 qualification or equivalent (Hartlepool)		520	
LAA JE2	Number of adults who are supported in achieving at least a full first level 2 qualification or equivalent (Neighbourhood Renewal narrowing the gap)		305	
LAA JE3	Employment rate (Hartlepool)	66.6%	67%	67.4%
LAA JE4	Employment rate (Neighbourhood Renewal narrowing the gap)	59.5%	63.6%	64.5%
LAA JE5	Unemployment rate (Hartlepool)	5%	3.75%	3.7%
LAA JE6	Unemployment rate (Neighbourhood Renewal narrowing the gap)	7.2%	4.3%	3.9%
LAA JE9	VAT Registrations (Hartlepool)	145	140	150
LPI RP 3	The number of sites developed or improved	9	7	n/a
LPI RP5	The number of residents assisted into employment	972	1000	n/a
LPI RP5b	The number of residents assisted into employment that were young unemployed people	247	305	n/a
LPI RP6	The number of residents assisted into training	1169	1169	n/a
LPI RP6b	The number of residents assisted into training that were young unemployed people	315	356	n/a
LPI RP7	The amount (£) of external funding deployed to support the council's economic regeneration activities	2,711,416	1,750,000	n/a
LPI RP8	The number of business start ups with council assistance	119	130	n/a

Lifelong Learning and Skills

Community Strategy / Council Priority	Help all individuals, groups and organisations realise their full potential, ensure the highest quality opportunities in education and lifelong learning, and raise standards of attainment
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Key achievements in 2006/07

- Hartlepool schools achieved the best ever GCSE results for the town, with 57.5% of pupils obtaining 5 or more A* - C passes.
- The DfES agreed to Hartlepool being in wave 5 of Building Schools for the Future, which should secure around £90 million pounds to redevelop the town's secondary school provision.

In 5-10 years time: -

- All secondary schools will be refurbished or rebuilt
- Hope to replace or refurbish up to 50% of Hartlepool primary schools under the Government's Primary Capital programme

Lifelong Learning and Skills				
Corporate Plan Objective: Enjoy and Achieve – raise achievement and standards of children and young people in the early years, primary and secondary phases of education (Ref: CO09)		Community Strategy Ref: LLS01, LLS03 LLS06, LLS08 LLS11		Key PIs: BVPIs 38-41, 45, 46, 50 BVPIs 181a-d, 222a+b LAA LLS1-10
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
LL01	Implement the Building Schools for the Future project plan for 2007/08 including completion of the Strategy for Change	Apr 08	Paul Briggs	LAA Outcome 7
LL02	Challenge and support schools to improve performance to national averages and above	Sep 09	John Collings	LAA Outcome 7
LL03	Challenge and support schools in targeting vulnerable children and young people for additional intervention and support so that they achieve in line with or better than expected levels	Sep 09	John Collings	LAA Outcome 7

LL04	Work with partners to extend and improve the quality of services for children and young people which enable them to enjoy their education, improve their well-being and enrich their lives	Sep 09	John Collings	LAA Outcome 7
LL05	Ensure all children and families have access to high quality childcare, integrated services and play activities through Children's Centres, Extended Schools and the Play Strategy	Mar 10	Danielle Swainston	LAA Outcome 7
Corporate Plan Objective: Provision of high quality learning and skills opportunities that drive economic competitiveness, widen participation and build social justice (Ref: CO10)		Community Strategy Ref:		Key PIs: LAA LLS21
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
LL06	To increase universal access and high quality learning and skills opportunities	Mar 08	John Mennear	LAA Outcome 8
LL07	To increase universal access from disadvantaged/socially excluded groups to high quality learning and skills opportunities	Mar 08	John Mennear	LAA Outcome 8

Performance Indicators

Within the Lifelong Learning and Skills theme, there are a number of Performance Indicators that will be used to measure the successful implementation of the actions. Those indicators are included in more detail in the table below. For Local Area Agreement targets, the longer term, 2008/09 target has been provided.

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
BVPI 38	Percentage of pupil achieving 5 or more A*-C GCSEs	57.5	61	n/a
BVPI 39	Percentage of pupil achieving 5 or more A*-G GCSEs	90.3	91	n/a
BVPI 40	Percentage of pupil achieving Level 4 or above in KS2 Math tests	79.0	87	n/a
BVPI 41	Percentage of pupil achieving Level 4 or above in KS2 English tests	80.0	83	n/a
BVPI 45	Percentage absence in secondary schools	7.14	7.3	n/a
BVPI 46	Percentage absence in primary schools	5.63	5.3	n/a
BVPI 50	Educational qualifications of Looked After Children			
BVPI 181a	Percentage of pupil achieving Level 5 or above in KS3 results - English	70.00	79	n/a
BVPI 181b	Percentage of pupil achieving Level 5 or above in KS3 results - Maths	76.00	80	n/a

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
BVPI 181c	Percentage of pupil achieving Level 5 or above in KS3 results - Science	70.00	78	n/a
BVPI 181d	Percentage of pupil achieving Level 5 or above in KS3 results - ICT Assessment	66.44	75	n/a
BVPI 222a	Percentage of leaders of integrated early education and child care settings funded or part-funded by the local authority with a qualification at level 4 or above	62	69	n/a
BVPI 222b	Percentage of leaders of integrated early education and child care settings funded or part-funded by the local authority which have input from staff with graduate or post graduate training in teaching or child development	77	77	n/a
LAA LLS1	Early Years– improve children’s communication, social and emotional development so that by 2008, children reach a good level of development at the end of the Foundation Stage	38.6%	45%	50%
LAA LLS2	Early Years - improve children's communication, social and emotional development so the gap between NRS and Hartlepool is reduced for a good level of development at the end of the foundation stage	7%	8%	6%
LAA LLS3	Early Years– increase the percentage of 3 and 4 year olds who attend an early years and childcare place to 96%	100%	96%	96%
LAA LLS4	Early Years - Increase the percentage of 3 and 4 year olds who attend an early years and childcare (Neighbourhood Renewal Area narrowing the gap)	4%	3%	2%
LAA LLS6a	Key Stage 2 - reduce the gap between children from NRS area and Hartlepool to under 5% by 2012 for those achieving Level 4 or above in English	5%	4%	3%
LAA LL6b	Key Stage 2 - reduce the gap between children from NRS area and Hartlepool to under 5% by 2012 for those achieving Level 4 or above in Maths	4%	4%	3%
LAA LLS8a	Key Stage 3 - Reduce the gap between children from the NRS area and Hartlepool to under 5% by 2012 for those achieving Level 5 or above in English	8%	8%	6%
LAA LLS8b	Key Stage 3 - Reduce the gap between children from the NRS area and Hartlepool to under 5% by 2012 for those achieving Level 5 or above in Mathematics	7%	6%	5%
LAA LLS8c	Key Stage 3 - Reduce the gap between children from the NRS area and Hartlepool to under 5% by 2012 for those achieving Level 5 or above in Science	7%	7%	5%

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
LAA LLS8d	Key Stage 3 - Reduce the gap between children from the NRS area and Hartlepool to under 5% by 2012 for those achieving Level 5 or above in ICT			
LAA LLS10a	Key Stage 4 - Reduce the gap between young people from the NRS area and Hartlepool to under 5% by 2012 for those achieving 5+ A*-C	10%	8%	6%
LAA LLS10b	Key Stage 4 - Reduce the gap between young people from the NRS area and Hartlepool to under 5% by 2012 for those achieving 5+ A*-G (including English and Maths)	3%	2%	
LAA LLS10c	Key Stage 4 - Reduce the gap between young people from the NRS area and Hartlepool to under 5% by 2012 for those achieving 5+ A*-C (including English and Maths)	12%	10%	
LAA LLS21	Number of learners participating in Adult Education Programmes	3100	3129	3500

Health and Care

Community Strategy / Council Priority	Ensure access to the highest quality health, social care and support services, and improve the health, life expectancy and well-being of the community.
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Key achievements in 2006/07

- The Council has commenced building work (with our partners) on the 'Hartfields' Extra Care Retirement Village at Middle Warren.
- There has been a significant increase in the number and range of people receiving Direct Payments to enable them to arrange their own support and care.
- There has been an increase in intermediate care with a corresponding impact on reducing nursing and residential care. Intermediate care is a range of personal care services provided at home to maintain people's independence and prevent them moving into unnecessary hospital/residential care admissions.
- Telecare Services have been introduced. Telecare is the remote or enhanced delivery of health and social services to people in their own homes by means of telecommunications and computerised systems.
- Work commenced on integration of Health and Social Care Team, with one team now being located in the community.
- The health and well-being of local people has been improved thanks to the Council and partners working together to tackle various public health issues, such as healthy eating, accidents and physical activity
- The Local Authority secured funding for, and appointed, a Nutritionist who has worked with schools and in the Community to raise awareness of and improve access to health food.
- The School Catering Service implemented the new school food trust "standards" without major detriment to the number of meals served.

In 5-10 years time we will: -

- deliver person centred, community based services in accordance with the White Paper and Vision for Care.
- develop a work Commissioning based approach to our work which include integrated commissioning with our health partners.
- work with parties to deliver the wellbeing agenda.
- deliver a range of extra care facilities such as the Hartfields development
- ensure all people with Social care needs are able to take control of how their support is delivered
- develop and implement a strategy for working the third sector (such as voluntary organisations)

Health and Care				
Corporate Plan Objective: Improved health – reduce premature mortality rates and reduce inequalities in premature mortality rates between wards/neighbourhoods (Ref: CO11)		Community Strategy Ref: HC2		Key Pls: LAA HC1 – HC16
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
HC01	To develop proactive approaches to prevention of ill health by implementing actions within the Public Health Strategy and Action Plan	Mar 08	Peter Price	LAA Outcome 9
Corporate Plan Objective: Be Healthy (Children and young people will be physically, mentally, emotionally and sexually healthy, lead healthy lifestyles and choose not to take illegal drugs) (Ref: CO12)		Community Strategy Ref: HC2, 9, 11, 12 + 15		Key Pls: LPI NS 16 LAA HC21 BVPI 197
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
HC02	Actively contribute to the health and future well-being of the children of Hartlepool	Mar 08	Ralph Harrison	LAA Outcome 10
HC03	Work with partner agencies, young people, schools and families to reduce under 18 conception rate by 55%	Jan 10	Sheila O'Connor	LAA Outcome 10
HC04	Work with schools and other agencies to address childhood obesity through initiatives such as Healthy Schools Programme and Physical Education, School Sports and Club Links Strategy	Mar 08	John Collings	LAA Outcome 10
HC05	Improve arrangements for transition between settings and from children's to adult services	Mar 08	Sheila O'Connor	LAA Outcome 10
Corporate Plan Objective: Exercise of choice and control and retention of personal dignity (Ref: CO13)		Community Strategy Ref: HC4, 14 & 18		Key Pls: AO C51, BVPI 201 LAA H3-H5
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
HC06	To ensure all service developments have involvement from service users and their carers.	Mar 08	Ewen Weir	LAA Outcome 11
HC07	To increase the proportion of people who commission their own services.	Mar 08	Ewen Weir	LAA Outcome 11
HC08	To work with Landlords and Supporting People to increase the number and range of supported accommodation options.	Mar 08	Alan Dobby	LAA Outcome 11

HC09	To ensure a culture of person centred practice so that service users and their carers are at the centre of planning their support.	Mar 08	Ewen Weir	LAA Outcome 11
Corporate Plan Objective: Mental Wellbeing (To promote a positive approach to the mental wellbeing of Hartlepool residents) (Ref: CO14)		Community Strategy Ref: HC13		Key Pls: C31 LAA HC29
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
HC10	To increase social inclusion for people with mental health issues	Mar 08	Ewen Weir	LAA Outcome 12
Corporate Plan Objective: Access to Services (Support easier access to services which are integrated and tailored to individual need) (Ref: CO15)		Community Strategy Ref: HC4, 5 & 14		Key Pls: LAA SC23+24
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
HC11	To work with the community in Owton to design and implement a Connected Care Scheme.	Mar 08	Ewen Weir	LAA Outcome 13
HC12	To implement Vision for Care in conjunction with Hartlepool Primary Care Trust	Mar 08	Nicola Bailey	LAA Outcome 13
HC13	To ensure that services are culturally sensitive and are able to respond flexibly to the diverse needs of the community.	Mar 08	Margaret Hunt	LAA Outcome 13
HC14	To support easier access to universal services and targeted services which will be tailored to individual needs at a neighbourhood level.	Mar 08	Ewen Weir	LAA Outcome 13
HC15	To ensure services are fully compliant with the Disability Discrimination Act.	Mar 08	Margaret Hunt	LAA Outcome 13
Corporate Plan Objective: To safeguard and improve health and well-being for people working, living and visiting the borough. (Ref: CO16)		Community Strategy Ref: HC1-4 HC7, 9 + 11		Key Pls: BVPI 166a BVPI 166b
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
HC16	To deliver an effective Health Development and enforcement service	Mar 08	Ralph Harrison	
HC17	Delivery of the Public Health Strategy and action plan through partnership working	Mar 08	Peter Price	

Corporate Plan Objective: To develop the capacity of the voluntary independent and community sector to respond to the challenges of the White Paper in supporting vulnerable members of society (Ref: CO17)		Community Strategy Ref: HC5 & 17		Key Pls: AO C62
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
HC18	To develop appropriate partnerships with the voluntary sector by developing a co-ordinated strategy	Mar 08	Nicola Bailey	
HC19	To ensure that carers are supported effectively to support their family members for as long as they wish	Mar 08	Ewen Weir	

Performance Indicators

Within the Health and Care theme, there are a number of Performance Indicators that will be used to measure the successful implementation of the actions. Those indicators are included in more detail in the table below. For Local Area Agreement targets, the longer term, 2008/09 target has been provided.

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
BVPI 166a	Environmental health checklist of best practice	100	100	n/a
BVPI 166b	Trading standards checklist of best practice	100	100	n/a
BVPI 197	Teenage Pregnancies			
BVPI 201	Number of adults and older people receiving payments			
LAA H3	Increase support to enable residents to live independently in their own homes	2467	2480	2488
LAA H4	Increase the number of people receiving floating support services	445	450	584
LAA H5	Increase the number of adaptations carried out to enable vulnerable people to remain living independently in their own home	645	767	797
LAA HC1	Life Expectancy Females (Hartlepool)	78.28	79.5	79.5
LAA HC2	Gap in Hartlepool and England Life Expectancy (Female)	2.85	2.0	1.9
LAA HC3	Life Expectancy males (Hartlepool)	74.14	74.3	74.3
LAA HC4	Gap in Hartlepool and England Life Expectancy (male)	2.78	2.8	2.8
LAA HC5	Life Expectancy Females (NRA)	76.4	77.9	77.9
LAA HC6	Gap in NRA and Hartlepool Females	1.89	1.4	1.4

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
LAA HC7	Life Expectancy males (NRA)	71.74	71.1	71.1
LAA HC8	Gap in NRA and Hartlepool males	2.39	2.8	2.8
LAA HC9	Mortality rates from heart disease, stroke and related diseases in people under 75 (Hartlepool) (per 100,000)	125.57	118	118
LAA HC10	Mortality rate from cancer amongst people aged under 75 (Hartlepool) (per 100,000)	154.25	148	148
LAA HC11	The prevalence of smoking among adults (Hartlepool)	31%	n/a	32%
LAA HC12	The prevalence of smoking among adults (NRA + NDC)	42%	n/a	40%
LAA HC13	Number of 4 week smoking quitters (NRA + NDC)	n/a	400	415
LAA HC14	Number of 4 week smoking quitters (rest of Hartlepool)	n/a	300	285
LAA HC15	Number of patients completing a 10 week programme of referred activity as a result of health practitioner recommendation (Performance expected with reward)	291	n/a	1350 over 3 years
LAA HC16	Of those completing a 10 week programme the percentage going onto mainstream activity (Performance expected with reward)	n/a	50%	675 (50%) over 3 years
LAA HC21	Number of schools achieving the Health Eating module of the new Healthy Schools Status	14	32	36 by July 09
LAA HC29	Direct payment to people with mental health needs as at 31st March	18	35	50
LAA SC23	Proportionate Assessment: percentage of older service users receiving an assessment that are from minority ethnic groups, compared to the percentage of older people in the local population that are from such groups		1.0	1.0
LAA SC24	Proportionate service provision: percentage of older service users receiving services following an assessment that are from a minority ethnic group, compared to the percentage of users assessed that are from such groups		1.0	1.0
LPI NS 16	Percentage take up of nutritionally balanced school meals	New Indicator – to collect baseline 2007/08		
PAF C51	Vulnerable adults, or their carer, receiving direct payments per 100,000 adults			
PAF C62	Services provided to carers: Carers receiving service as a percentage of Community based clients			

Community Safety

Community Strategy / Council Priority	Make Hartlepool a safer place by reducing crime, disorder and fear of crime
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Key achievements in 2006/07

- In October 2006, Hartlepool Youth Offending Service was inspected by a joint inspectorate, led by HM Inspectorate of Probation. The inspection report stated that “the service had consistently performed well against required targets and sound performance management systems were in place”. The service was awarded scores of 4 ‘good’ and 1 ‘adequate’.
- In the nine months from April to December 2006, 602 people had entered drug treatment, compared to 601 in whole of 2005/06. Hartlepool’s service for drug using offenders was the second area nationally to achieve all 6 key performance indicators.
- Drug offences recorded by the Police have risen by 14% compared to 2005/06, which indicates greater Police activity to tackle the drug dealing and use in Hartlepool. In the BVPI general survey completed in autumn 2006, 51% people perceived drug dealing or use to be very or fairly big problem, compared to 76% in the last survey in 2003/04.
- Recorded levels of domestic burglary and vehicle crime continue to reduce, year on year. Vehicle crime in Hartlepool is now below the national average.
- The number of active Anti-Social Behaviour Orders(ASBOs) have increased from 8 at end of 2005, to 22 at end of 2006 and voluntary Acceptable Behaviour Contracts and Agreements from 14 in 2005 to 25 in 2006
- Throughout 2006/07 there has been a co-ordinated enforcement campaign by the Police and the Council to crack down on the sale of alcohol to those under-age, and prosecution of those selling the alcohol. Licensees of pubs, clubs and off-licences have been warned and one club had its licence revoked for 3 months.
- The NDC Community Warden scheme has been re-aligned to give Wardens additional powers and the ability to issue Fixed Penalty Notices for certain environmental crimes. This has significantly improved their ability to play an effective role in dealing with anti-social issues within the community.
- The Neighbourhood Action Team has secured funding to provide 5 additional Enforcement Officers over the next two years
- For a third successive year ‘reduced’ F1 vehicle arson figures have been achieved through a pro-active and multi-agency approach to removing untaxed, abandoned and nuisance vehicles from the streets of Hartlepool. This initiative has also contributed significantly towards a further reduction in vehicle-related crime.

- A joint initiative with the National Probation Service was launched, which involves offenders from Hartlepool taking part in environmental improvement schemes throughout the town. The offenders, who have committed crimes in the town, engage in various projects as a way of 'paying back' to the community.

In 5-10 years time: -

- Residents will feel safe out in their neighbourhood after dark
- The risk of being a victim of crime will have reduced significantly, compared to our baseline set in 2003/04
- Less young people will be entering the criminal justice system
- Treatment services for alcohol abuse will be readily available in Hartlepool
- Social behaviour will be the norm, and ASBOs will no longer be required, even for a minority of the population
- A central covert surveillance unit for Hartlepool Borough Council will be established to address key environmental and anti-social issues in the town.
- Dog Control Orders will be introduced as a replacement for existing dog byelaws to address key related environmental issues.
- We will continue to develop new initiatives, and work in close collaboration with other sections and external agencies to provide a safer and cleaner environment for the people of Hartlepool.

Community Safety				
Corporate Plan Objective: Reduce total crime (as measured by 10 BCS comparator crimes) and narrow the gap between Neighbourhood Renewal area and Hartlepool (Ref: CO18)		Community Strategy Ref: CS1-3, 7 + 9		Key PIs: BVPIs 126, 127a+b, 128
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CS01	Ensure all Council Departments understand their responsibilities to prevent and reduce crime and disorder when delivering their services and continue to comply with Section 17 of the Crime and Disorder Act 1998.	Mar 08	Joe Hogan	LAA Outcome 14
CS02	Contribute to work in partnership to reduce levels of violence and disorder associated with the night-time economy in the town centre specifically, and alcohol – related crime and disorder more generally across the town.	Mar 08	Joe Hogan	LAA Outcome 14
CS03	Lead the implementation of changes required by the Police and Justice Act 2006, in relation to partnership working associated with crime and disorder matters	Mar 08	Alison Mawson	LAA Outcome 14

Corporate Plan Objective: Reduced harm caused by illegal drugs and alcohol (Ref: CO19)		Community Strategy Ref: CS5 HC3 + 10		Key Pls: BVPI 198 LAA CS10+CS11
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CS04	Continue to work in partnership to implement the local drugs treatment strategy for all drug users and improve access to suitable accommodation for individuals with a priority need.	Mar 08	Chris Hart	LAA Outcome 15
CS05	In association with PCT and health providers, commission specialist services to tackle alcohol abuse	Mar 08	Chris Hart	LAA Outcome 15
Corporate Plan Objective: Improved neighbourhood safety and increased public reassurance leading to reduced fear of crime and anti-social behaviour (Ref: CO20)		Community Strategy Ref: CS1, 3, 4-8, 10 + 11		Key Pls: LAA CS13
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CS06	Co-ordinate and develop NAP resident forums, ensuring links are made with the safer Hartlepool Partnership and Neighbourhood Policing	Mar 08	Denise Ogden	LAA Outcome 16
CS07	Embrace new and existing legislation in developing strategies and initiatives	Oct 07	Denise Ogden	LAA Outcome 16
CS08	Continue to develop local responses to the RESPECT Agenda	Mar 08	Sally Forth	LAA Outcome 16
CS09	Actively work with Neighbourhood Police teams to reduce ASB	Mar 08	Sally Forth	LAA Outcome 16
CS10	Improve two way communications between residents and Neighbourhood Police Teams	Dec 07	Alison Mawson	LAA Outcome 16
Corporate Plan Objective: Build respect in communities by reducing antisocial and criminal behaviour through improved prevention and enforcement activities (Ref: CO21)		Community Strategy Ref: CS4–6, 8 + 11		Key Pls: LAA CS38
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CS11	Increase the support provided to children and families involved in ASB	Jun 07	Sally Forth	LAA Outcome 17
CS12	Implement the actions contained in the ASB strategy for 2007/08	Mar 08	Sally Forth	LAA Outcome 17
CS13	Continue to improve services for young people at risk of, or involved in, crime and ASB	Mar 08	Danny Dunleavy	LAA Outcome 17

Corporate Plan Objective: Stay Safe (Children and young people will live, grow, and learn in safety, where parents, carers and all adults take responsibility for their safety and well-being and they are free from harm, discrimination, harassment and exploitation) (Ref: CO22)		Community Strategy Ref:		Key Pls: BVPI 49 BVPI 162 BVPI 163
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CS14	Increase the number and range of foster and adoptive placements to meet local needs	Mar 09	Phill Warrilow	LAA Outcome 18
CS15	Reduce the number of placement moves for looked after children and increase the stability of placements	Mar 09	Phill Warrilow	LAA Outcome 18
CS16	Develop the work of the Local Safeguarding Children Board	Mar 09	Phill Warrilow	LAA Outcome 18
Corporate Plan Objective: Reducing incidents of Domestic Violence (Ref: CO23)		Community Strategy Ref: CS2		Key Pls: BVPI 225
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CS17	Co-ordinate and encourage all partners to implement the actions contained in the Domestic Violence Strategy 2006-2009.	Mar 08	Joe Hogan	LAA Outcome 19

Performance Indicators

Within the Community Safety theme, there are a number of Performance Indicators that will be used to measure the successful implementation of the actions. Those indicators are included in more detail in the table below. . For Local Area Agreement targets, the longer term, 2008/09 target has been provided.

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
BVPI 49	Stability of Placements for Looked After Children			
BVPI 126	Domestic burglaries per 1000 household	17.0	18.8	n/a
BVPI 127a	Violent crime per 1,000 population	31.5	29.89	n/a
BVPI 127b	Robberies per 1,000 population	0.7	1.18	n/a
BVPI 128	Vehicle crimes per 1000 population	10.0	12.24	n/a
BVPI 162	Reviews of child protection cases			
BVPI 163	Adoptions of children looked after			
BVPI 198	The number of drug users in treatment per 1,000 population aged 18-44			

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
BVPI 225	Actions Against Domestic Violence	63.6	100	n/a
LAA CS10	Number of problem drug users in treatment		645	645
LAA CS11	Percentage problem drug users retained in treatment for 12 weeks or more		84%	84%
LAA CS13	Percentage residents who feel very or fairly safe out in their neighbourhood after dark (Viewpoint)	64%	32%	34%
LAA CS38	Percentage residents who have high level of perceived ASB in their local area	31%	30%	to be agreed

Environment and Housing

Community Strategy / Council Priority	Secure a more attractive and sustainable environment that is safe, clean and tidy; a good infrastructure; and access to good quality and affordable housing
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Key achievements in 2006/07

- Working in partnership with New Deal for Communities, environmental improvement schemes totalling around £400,000 have been undertaken at Stranton Garth, Sydenham Road, York Road, Murray Street and Stockton Road.
- Successful partnership with energy provider to improve thermal insulation of homes and reduction of fuel poverty (private and public funding)
- Successful CPO Public Inquiries covering three redevelopment sites and over 620 properties to ensure transfer to two developers for demolition and building of 330 homes
- Retirement Village starting on site, to offer over 250 homes (of multi tenure) for the elderly with support and care
- The Pride in Hartlepool campaign has been very successful and mainstream funding has been secured to ensure the initiative continues.
- A pilot project was introduced, in partnership with the neighbourhood police teams, which provide a (limited) out of hours service for noise nuisance.
- Grand Central Railways are to introduce direct rail links with London
- Bus patronage increased by the introduction of free concessionary travel across the Tees Valley area
- Increased the level of cleanliness across the town.

In 5-10 years time: -

- First three housing regeneration sites completed, with 330 homes for sale, rent and shared ownership.
- Next housing regeneration priorities underway in NCH and Belle Vue, with an agreed strategy for Dalton Street.
- We will have achieved Government Decent Homes targets and SAP rating targets
- An Improved out of hour's service for noise nuisance will be in place.
- Hartlepool Borough Council will reduce its 'Carbon Footprint'
- Secure improvements to the accessibility, punctuality and reliability of local public transport (bus and light rail) with an increase in use of more than 12% by 2010 compared with 2000 levels.
- Reduce the number of deaths and serious injuries to 39.2 in 2010 (49 in 2004)
- Reduce the number of children killed or seriously injured to 7.5 in 2010 (10 in 2004)

Environment				
Corporate Plan Objective: Delivering sustainable communities through protecting natural resources and enhancing the local environment and the community's enjoyment of it (Ref: CO24)		Community Strategy Ref: EH1 + 2		Key Pls: LAA SC11
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
EH01	Ensure spatial planning policies meet the appropriate sustainability principles	Mar 08	Amy Waters	LAA Outcome 20
Corporate Plan Objective: Improve the quality of the local environment by having cleaner, greener and safer public, private and community spaces and by reducing the gap in aspects of liveability between the worst wards/neighbourhoods and the district as whole, with a particular focus on reducing levels of litter and detritus (Ref: CO25)		Community Strategy Ref: EH1 – 6 JE3		Key Pls: BVPI 199a BVPI 218
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
EH02	Improve and maintain the design and appearance of the natural and built environment	Mar 08	Denise Ogden	LAA Outcome 21
Corporate Plan Objective: Provide a sustainable, safe, efficient, effective and accessible transport system (Ref: CO26)		Community Strategy Ref: EH7-10 JE3		Key Pls: BVPI 99 BVPI 102
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
EH03	Deliver the Hartlepool Local Transport Plan (LTP)	Mar 08	Alastair Smith	LAA Outcome 22
EH04	Develop and implement an integrated Transport Strategy	Aug 08	Alastair Smith	LAA Outcome 22
Corporate Plan Objective: Make better use of natural resources, reduce greenhouse gases, minimise energy use and reduce the generation of waste and maximise recycling (Ref: CO27)		Community Strategy Ref: EH11 - 14		Key Pls: LPI NS 17 BVPIs 82 + 84
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
EH05	Promote environmental sustainability and develop awareness	Mar 08 and ongoing	Denise Ogden	LAA Outcome 23

EH06	Participate in the preparation of sub-regional Minerals and Waste Development Plan Document	Mar 08	Tom Britcliffe	LAA Outcome 23
Corporate Plan Objective: Improve the natural and built environment and ensure the proper planning of the area (Ref: CO28)		Community Strategy Ref: EH1-7, 9 + 10, 15-17 JE3		Key Pls: BVPIs 156, 200a-c, 216, 219 LPI NS9 & RP3
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
EH07	Improve Physical access to buildings	Jul 07	Graham Frankland	
EH08	Develop and integrated capital and asset strategy to maintain and develop buildings, land, highways and coastal structures	Mar 08 and ongoing	Graham Frankland	
EH09	Coordinate the preparation of the new Local development Framework	Mar 08	Anne Laws	
EH10	Support the Continuing Renewal of Housing Regeneration Areas	Mar 08	Mark Dutton	
EH11	Implement Environmental Improvement Schemes within the Area Regeneration Programmes	Mar 08	Andrew Golightly	
EH12	Support the implementation of the Tees Valley Biodiversity Action Plan (BAP)	Mar 08	Ian Bond	
EH13	Review and implement planning policy guidance relating to the historic environment	Mar 08	Sarah Scarr	
Corporate Plan Objective: To promote and develop a sustainable environment (Ref: CO29)		Community Strategy Ref: EH11-14 JE3		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
EH14	To increase community and corporate knowledge and action on environmental sustainability issues	Mar 08	Ralph Harrison	
EH15	To give advice on the issues concerning the natural and built environment and to enforce environmental legislation when appropriate	Mar 08	Ralph Harrison	
EH16	To work in partnership to develop a climate change strategy and action plan	Mar 08	Ralph Harrison	

Housing				
Corporate Plan Objective: As part of an overall housing strategy for Hartlepool, improve housing conditions within the most deprived neighbourhoods/wards, with a particular focus on ensuring that all social housing is made decent by 2010 (Ref: CO30)		Community Strategy Ref: EH15		Key Pls: LPI SH1, SH2 + SH3 LAA H2 + LPI NS9
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
EH17	To improve the quality and attractiveness of existing housing	Mar 08	Penny Garner Carpenter	LAA Outcome 24
EH18	To enhance the standard of management of private rented housing	Mar 08	John Smalley	LAA Outcome 24
EH19	To maintain and improve public health and safety through the enforcement of housing and nuisance legislation	Mar 08	John Smalley	LAA Outcome 24
Corporate Plan Objective: Meeting Housing and Support Needs (Ref: CO31)		Community Strategy Ref: EH20 + 21		Key Pls: LAA H3-H5, LAA H12+13 LPI NS12a
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
EH20	To provide support services to increase the opportunity for residents to live independently in the community	Mar 08	Alan Dobby	LAA Outcome 25
EH21	Produce a 'fit for purpose' Housing Needs Assessment	Dec 07	Amy Waters	LAA Outcome 25
EH22	To produce a 'fit for purpose' Older Persons' Housing Strategy	Dec 08	Penny Garner Carpenter	LAA Outcome 25
Corporate Plan Objective: Improving the advice and support provided to homeless people and helping them to access employment, training and educational opportunities (Ref: CO31)		Community Strategy Ref: EH21		Key Pls: BVPI 213 LAA JE22
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
EH23	To provide and develop excellent services that will improve the quality of life for people living in Hartlepool neighbourhoods	Mar 08	Lynda Igoe	LAA Outcome 26
Corporate Plan Objective: Improving the energy efficiency of houses (Ref: CO32)		Community Strategy Ref: EH19		Key Pls: LAA H11, LPI SH8 + SH10
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
EH24	To improve the energy efficiency of existing housing and reduce the number of vulnerable households experiencing fuel poverty	Mar 08	David Morgan	LAA Outcome 27

Corporate Plan Objective: Balancing Housing Supply and Demand (Ref: CO33)		Community Strategy Ref: EH15 - 17		Key PIs: LPI NS9 LAA H12, LAA H13
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
EH25	To ensure there is access to a choice of good quality housing to buy or rent, to meet the aspirations of residents and encourage investment	Mar 08	Penny Garner Carpenter	LAA Outcome 28
EH26	To rebalance the supply and demand for housing	Mar 08	Penny Garner Carpenter	LAA Outcome 28
EH27	Pursue a strategic housing market renewal in partnership with Tees Valley Living, Housing Hartlepool and Hartlepool Revival	Mar 08	Mark Dutton	LAA Outcome 28

Performance Indicators

Within the Environment and Housing theme, there are a number of Performance Indicators that will be used to measure the successful implementation of the actions. Those indicators are included in more detail in the table below. For Local Area Agreement targets, the longer term, 2008/09 target has been provided.

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
BVPI 82a(i)	Percentage of household waste arisings which have been sent by the Authority for recycling	17.03	19	n/a
BVPI 82a(ii)	Total tonnage of household waste arisings sent by the Authority for recycling	7143.03	8208.99	n/a
BVPI 82b(i)	The percentage of household waste sent by the Authority for composting or treatment by anaerobic digestion	10.67	12	n/a
BVPI 82b(ii)	The tonnage of household waste sent by the Authority for composting or treatment by anaerobic digestion	4474.86	5184.63	n/a
BVPI 82c(i)	Percentage of the total tonnage of household waste arisings that have been used to recover heat, power and other energy sources	63.96	62	n/a
BVPI 82c(ii)	Total tonnage of household waste arisings that have been used to recover heat, power and other energy sources	26827.3	26787.24	n/a
BVPI 82d(i)	Percentage of household waste that has been landfilled	8.35	7	n/a
BVPI 82d(ii)	The tonnage of household waste arisings that have been landfilled	3501.63	3024.36	n/a
BVPI 84a	Household Waste collected per head	466.08	480.08	n/a

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
BVPI 99ai	Road accident casualties - Number of casualties - all killed/seriously injured	39	42	n/a
BVPI 99aai	Road accident casualties - % Change in number of casualties from previous year – all killed/seriously injured	-20.4	-7.8	n/a
BVPI 99aiii	Road accident casualties - % change in number of casualties between most current year and average of 1994-1998 - all killed/seriously injured	-15.6	-9.3	n/a
BVPI 99bi	Road accident casualties - Number of casualties - children killed/seriously injured	5	8	n/a
BVPI 99bii	Road accident casualties - % Change in number of casualties from previous year – children killed/seriously injured	-50.0	-6.0	n/a
BVPI 99biii	Road accident casualties - % change in number of casualties between most current year and average of 1994-1998 - children killed/seriously injured	-57.6	-33.4	n/a
BVPI 99ci	Road accident casualties - Number of casualties - all slight injuries	298	300	n/a
BVPI 99cii	Road accident casualties - % Change in number of casualties from previous year - all slight injuries	-2.0	-1.6	n/a
BVPI 99ciii	Road accident casualties - % change in number of casualties between most current year and average of 1994-1998 - all slight injuries	-23.1	-22.6	n/a
BVPI 102	Passenger journeys on buses per year			n/a
BVPI 156	Percentage of buildings accessible for disabled people	29.63	38	n/a
BVPI 199a	Local Street and Environmental Cleanliness – Litter & Detritus	13.5	11	n/a
BVPI 200a	Plan-making: Development Plan	Yes	Yes	n/a
BVPI 200b	Plan-making: Milestones	Yes	Yes	n/a
BVPI 200c	Plan-making: Monitoring Report	Yes	Yes	n/a
BVPI 213	Housing Advice Service: preventing homelessness	4	4.75	n/a
BVPI 216a	Identifying Contaminated land	932	933	n/a
BVPI 218a	Abandoned vehicles	100	100	n/a
BVPI 219a	Preserving the special character of conservation areas	8	8	
LAA H2	Achieving decent homes standard in private sector housing sector	67%	68.53%	70% by 2010
LAA H3	Increase support to enable residents to live independently in their own homes	3467	2480	2488
LAA H4	Increase the number of people receiving floating support services	445	450	584
LAA H5	Increase the number of adaptations carried out to enable vulnerable people to remain living independently in their own home	645	767	797

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
LAA H11	Improve the energy efficiency of housing stock	61	62	65
LAA H12	Number of houses cleared in HMR intervention area	60	550	320
LAA H13	Number of new homes constructed in HMR intervention area	13	30	350 to 2010
LAA JE22	Employment Rate (16-24)	53.6%	53.8%	53.8%
LAA SC11	Increase the proportion of people satisfied with their local area as a place to live (Neighbourhood Element Area)	76%	n/a	81.8%
LPI NS9	Number of long term empty private houses			
LPI NS12a	Extra care sheltered accommodation for older people provision			
LPI NS 17	Number of people attending environmental awareness training course	New Indicator – to collect baseline 2007/08		
LPI RP3	The number of sites developed or improved	9	7	n/a
LPI SH1	No of HHSRS Category 1 hazards removed/dealt with by informal or formal action	New Indicator – to collect baseline 2007/08		
LPI SH2	No of HHSRS Category 2 hazards removed/dealt with by informal or formal action	New Indicator – to collect baseline 2007/08		
LPI SH3	No of private rented houses improved to the decent homes standard through renewal assistance	New Indicator – to collect baseline 2007/08		
LPI SH8	Average SAP rating for all dwellings	New Indicator – to collect baseline 2007/08		
LPI SH10	Amount spent on energy efficiency measures (including matched funding from utility partners)	New Indicator – to collect baseline 2007/08		

Culture and Leisure

Community Strategy / Council Priority	Ensure a wide range of good quality, affordable and accessible leisure, and cultural opportunities
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Key achievements in 2006/07

- The Headland sports hall and fitness suite developed as an extension to the Borough Hall was opened for business in February 2006, usages have exceeded all expectations and new courses are constantly being developed to meet demand
- The Maritime Festival in July 2006 was a success, attracting circa 60,000 visitors
- Hartlepool, in partnership with PD Ports and Hartlepool Marina, successfully bid to be Tall Ships Host Port 2010 and work planning this has commenced with key partners
- Successful HLF Lottery bid for £250k was submitted to secure the conversion and restoration of PSS Wingfield Castle as an education resource centre as part of the Hartlepool Maritime Experience capital developments. This HLF success was complemented by the success of the Heugh Gun Battery Trust in achieving a £300k HLF award for their restoration and interpretation
- Hartlepool was the only UK venue for The Face of Asia exhibition by Steve McCurry, which was a resounding success, followed in December 2006 with landscape photographer Jo Cornish incorporating locally commissioned work
- The renewal of the Waverly allotment site and the re-establishment of Briarfields allotments have been successfully achieved, the former with involvement from the learning disabilities unit who will be developing a comprehensive practical unit

In 5-10 years time we will: -

- increase access to cultural, leisure and community learning activities
- review the Cultural Strategy
- review how a range of Community Service such as Library Services are delivered, and should be delivered in the future
- develop the H₂O Delivery Plan
- have delivered the Tall Ships race

Culture and Leisure				
Corporate Plan Objective: Enrich individual lives, strengthen communities and improve places where people live through enjoyment of leisure, culture and sport (Ref: CO34)		Community Strategy Ref: CL5 & 6		Key Pls: LAA CL1 LAA CL6 - 11
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CL01	Develop and improve cultural and leisure facilities and events.	Mar 08	John Mennear	LAA Outcome 29
CL02	To ensure the public have access to a wide range of information about leisure, culture and sporting opportunities in a variety of accessible mediums.	Mar 08	John Mennear	LAA Outcome 29
Corporate Plan Objective: Cultural and leisure services, including libraries, better meet the needs of the community, especially disadvantaged areas (Ref: CO35)		Community Strategy Ref: CL5		Key Pls: LAA CL2,3 + 5 LPI CS2a + 2c
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CL03	To increase opportunities for participation in a wide range of cultural and leisure activity focussing on areas of disadvantage.	Mar 08	John Mennear	LAA Outcome 30

Performance Indicators

Within the Culture and Leisure theme, there are a number of Performance Indicators that will be used to measure the successful implementation of the actions. Those indicators are included in more detail in the table below. For Local Area Agreement targets, the longer term, 2008/09 target has been provided.

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
LAA CL1	Engagement in museum outreach activity by under-represented groups	337	325	325
LAA CL2	Visits by C2DE (MORI definition of Working Class) visitors to the Museum of Hartlepool (based on Renaissance funded MORI visitor survey)		41%	42%
LAA CL3	Number of individuals trained to deliver activities within clubs and the		150	155

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
	community			
LAA CL5	Increase annual Leisure Centre attendances (Neighbourhood Renewal narrowing the gap)	47%	56%	57%
LAA CL6	Increase proportion of residents satisfied with museums/arts (Hartlepool)	86%	65%	66%
LAA CL7	Increase proportion of residents satisfied with museums/arts (Neighbourhood Renewal narrowing the gap)	3%	7%	7%
LAA CL8	Increase residents satisfaction with public parks and open spaces (Hartlepool)	73%	75%	75%
LAA CL9	Increase residents satisfaction with public parks and open spaces (Neighbourhood Renewal narrowing the gap)	5%	2%	2%
LAA CL10	Increase residents satisfaction with libraries (Hartlepool)	91%	78%	79%
LAA CL11	Increase residents satisfaction with libraries (Neighbourhood Renewal narrowing the gap)	5%	3%	3%
LPI CS2a	Overall average attendance at Eldon Grove and Mill House Leisure Centre and Headland Sports Hall	372,046	362,500	n/a
LPI CS2c	Number of concessionary members of Leisure Card Scheme attending the centres four times or more during the year	1,808	2,000	n/a

Strengthening Communities

Community Strategy / Council Priority	Empower individuals, groups and communities and increase the involvement of citizens in all decisions that affect their lives.
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Key achievements in 2006/07

- Working with local communities, Neighbourhood Action Plans (NAPs) have been updated for both Dyke House/Stranton/Grange and Burbank areas, and work on updating the Rift House/Burn Valley Plan is underway. We have also assisted New Deal for Communities in completing a NAP for their area.
- Around £350,000 of Neighbourhood Renewal Fund Residents Priorities Budget has been spent across NAP areas, on priorities identified in Neighbourhood Action Plans.
- We have undertaken a review of the NAP process and commenced implementation of its many recommendations including for example, how to involve more residents in the process and achieve a good geographical spread of participants.
- The Statement of Community Involvement (SCI) showing how residents and the broader community can get involved in the preparation of new land-use plans and consideration of planning applications was adopted in October 2006.
- Residents continue to be involved in the ongoing development and governance of the Housing Market Renewal (HMR) programme across central Hartlepool
- A Best Value Review of Strengthening Communities has been undertaken with the Voluntary and Community Sector (VCS) and a Strategic Improvement Plan developed to improve performance in this aspect of the Council's work.
- Hartlepool Borough Council has achieved Beacon Status for emergency planning, in partnership with the other 3 authorities in 'Cleveland' and Cleveland Police and Cleveland Fire Brigade. The Cleveland Emergency Planning Unit made a joint bid for Beacon Status, with the main theme being partnership working through the emergency planning unit.

In 5-10 years time: -

- There will be an increased range of services and activities that have been developed and delivered in partnership with local communities.
- The public will be reassured through awareness of the emergency planning arrangements that are in place and which are continually reviewed.
- Information on how the public can protect themselves during an emergency will be enhanced.

Strengthening Communities				
Corporate Plan Objective: To empower local people to have a greater voice and influence over local decision making and the delivery of services (Ref: CO36)		Community Strategy Ref: SC1 – 5 HC18		Key Pls: LPI RP 14, RP 15 & RP 16
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC01	To establish Neighbourhood Management as a guiding influence in Service Delivery across the Council	Mar 08	Denise Ogden	LAA Outcome 31
SC02	Ensure a fit for purpose LSP	Mar 08	Joanne Smithson	LAA Outcome 31
SC03	Coordinate a review of the Community Strategy	Mar 08	Joanne Smithson	LAA Outcome 31
SC04	Coordinate the implementation and monitoring of the Local Area Agreement	Mar 08	John Potts	LAA Outcome 31
SC05	Improve public engagement with hard to reach groups which will act on qualitative information/feedback from citizens	Mar 08	Alan Dobby	LAA Outcome 31
Corporate Plan Objective: Make a positive contribution (Children and young people who live in Hartlepool are provided with the opportunity to participate fully in the life of their community) (Ref: CO37)		Community Strategy Ref: CS06 SC04		Key Pls: BVPI 221a+b
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC06	Implement the requirements of the Education and Inspections Act 2006 to deliver Positive Activities for Young People	Mar 08	Peter Davies	LAA Outcome 32
SC07	Establish the role of commissioner of parenting support and develop a Parenting Strategy for Hartlepool to establish a continuum of services for parents to assist them in promoting positive outcomes for their children	Mar 09	John Robinson	LAA Outcome 32
SC08	Ensure that all children and young people from vulnerable groups (LDD, BME, traveller, asylum seeker and refugee communities) have the opportunity to gain full access to services and have a role in service development	Mar 09	John Robinson	LAA Outcome 32
SC09	Establish the Participation Strategy through the development of standards that support organisations in Hartlepool in its implementation	Mar 09	John Robinson	LAA Outcome 32

Corporate Plan Objective: To improve the quality of life for the most disadvantaged neighbourhoods and ensure service providers are more responsive to neighbourhood needs and improve their delivery (Ref: CO38)		Community Strategy Ref: SC3 – 5, JE11 LLS11, 12, 14 + 15 HC4 + 6, CS 4 + 11		Key Pls: LAA E8 LPI RP7
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC10	Ensure the delivery of Neighbourhood Renewal in the Borough	Mar 08	Catherine Frank	LAA Outcome 33
SC11	Continue programme of Neighbourhood Action Plan (NAP) preparation and implementation.	Mar 08	Sylvia Burn	LAA Outcome 33
SC12	Coordinate key Regeneration Programmes	Mar 08	Derek Gouldburn	LAA Outcome 33
Corporate Plan Objective: Increasing financial resources within family environments to provide improved lifestyle opportunities (Ref: CO39)		Community Strategy Ref:		Key Pls: LAA SC16- 18
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC13	Undertake community engagement programme to raise awareness and accessibility to financial support	May 07	John Morton	LAA Outcome 34
Corporate Plan Objective: Freedom from discrimination or harassment (Ref: CO40)		Community Strategy Ref:		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC14	Improve Consultation, Community Development and Scrutiny	Mar 08	Vijaya Kotur	LAA Outcome 35
SC15	Improve Service Delivery and Customer Care	Mar 08	Vijaya Kotur	LAA Outcome 35
Corporate Plan Objective: Creating a fairer world (Ref: CO41)		Community Strategy Ref:		Key Pls: LAA SC25 + SC26
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC16	Promote Hartlepool as a Fairtrade Town	Mar 08	Ralph Harrison	LAA Outcome 36

Corporate Plan Objective: Ensure communities are well prepared to respond to emergency incidents (Ref: CO42)		Community Strategy Ref: SC3, 5, 6 + 8		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC17	Develop and implement communication strategy	Mar 08	Denis Hampson	
Corporate Plan Objective: Ensure Cleveland Emergency Planning Unit delivers on behalf of the Council a comprehensive Emergency Planning and Resilience Service (Ref: CO43)		Community Strategy Ref: SC3, 5, 6 + 8		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC18	Deliver the actions identified in the annual plan of the Cleveland Emergency Planning Unit	Mar 08	Denis Hampson	

Performance Indicators

Within the Strengthening Communities theme, there are a number of Performance Indicators that will be used to measure the successful implementation of the actions. Those indicators are included in more detail in the table below. For Local Area Agreement targets, the longer term, 2008/09 target has been provided.

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
BVPI 221a	Participation in and outcomes from Youth Work: recorded outcomes	57	60	n/a
BVPI 221b	Participation in and outcomes from Youth Work: accredited outcomes	11	15	n/a
LAA E8	Increase the proportion of people satisfied with their local area as a place to live (Neighbourhood Renewal narrowing the gap)	78%	82%	85%
LAA SC16	Number of Council Tax Disabled Reliefs (performance expected with reward)			268
LAA SC17	Number of Council Tax Carer Reductions (performance expected with reward)			157
LAA SC18	Number of Council Tax Severely Mentally Impaired Reductions (performance expected with reward)			112
LAA SC25	Number of retail establishments offering Fairtrade as an alternative	19	20	20
LAA SC26	Number of catering establishments offering Fairtrade as an	12	12	11

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
	alternative			
LPI RP7	The amount (£) of external funding deployed to support the council's economic regeneration activities	2,711,416	1,750,000	n/a
LPI RP 14	LAA overall assessment			
LPI RP 15	LAA direction of travel			
LPI RP 16	Retain LSP status (PI not confirmed – awaiting GONE clarification)			

Organisational Development

Community Strategy / Council Priority	<p>To develop and enhance the effectiveness and efficiency of the Council through:</p> <ul style="list-style-type: none">• improve management and governance• improved access to and understanding of the public• improved understanding, skills, competencies and contribution of Elected Members and Staff• the innovative implementation of key efficiency drivers• the effective management, governance and development of financial arrangements
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Key achievements in 2006/07

- For the fifth year running the Council were awarded 4 stars, the highest possible rating, by the Audit Commission as part of the Comprehensive Performance Assessment
- The Council's Corporate Assessment Inspection, which forms part of the overall Comprehensive Performance Assessment, scored the Council as 3, out of a possible 4. When ranked with all other Councils that have been reassessed Hartlepool are ranked joint third
- A 5 year procurement plan was completed and regional and sub-regional collaborative contracts have been concluded, which will result in significant savings
- An integrated Asset Management Plan / Capital Strategy was approved by Cabinet.
- Hartlepool Connect (Contact Centre) was opened and services integrated
- 'Talking with Communities' is now an established consultation forum for all council departments and partners
- To help increase family resources within the family environment an activity programme has yielded positive results in terms of the number of new Council Tax exemptions and reductions granted. A TV message is being piloted within GP surgeries via 'Lifechannel'
- Risk Management has now become part of the day to day working of the council and departments are continuing to look at ways of reducing risks on a regular basis

In 5-10 years time: -

Hartlepool Borough Council will be recognised locally, regionally and nationally as providing strong community leadership and delivering local and national priorities in partnership with others.

Organisational Development				
Corporate Plan Objective: Continued development of service planning and performance management arrangements (Ref: CO44)		Community Strategy Ref:		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD01	Complete updated 2008/09 Corporate Plan	Jun 08	David Hunt	
OD02	Procure and implement new Performance Management Database	Mar 08	David Hunt	
OD03	Propose improvements to service planning process for 2008/09	Dec 07	Peter Turner	
OD04	Manage achievement of continuous improvement	Mar 08	Peter Turner	
OD05	Implement appropriate improvements to deliver requirements of Use of Resources	Jul 07	Mike Ward	
Corporate Plan Objective: Prepare for Implementation of White Paper and Local Government Bill (Ref: CO45)		Community Strategy Ref:		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD06	Hold member seminars to discuss implications of White Paper and Local Government Bill	Mar 08	Andrew Atkin	
OD07	Provide further reports on the implications of the White Paper and Local Government Bill and respond to Government consultations	Mar 08	Andrew Atkin	
Corporate Plan Objective: Implement Risk Strategy to ensure robust risk management arrangements are in place (Ref: CO46)		Community Strategy Ref:		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD08	Maintain and review risk management arrangements	Mar 08	Kerry Trenchard	
Corporate Plan Objective: Develop and improve the effectiveness of the overview and scrutiny process (Ref: CO47)		Community Strategy Ref:		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD09	To continue to raise the profile of the work of the Overview and Scrutiny Function	Sep 07	Charlotte Burnham	
OD10	Compilation and Delivery of the Scrutiny Work Programme 2007/08	May 08	Charlotte Burnham	

OD11	To implement the extended powers to Scrutiny as outlined in the Local Government Bill/Police and Justice Act 2006	Mar 08	Charlotte Burnham	
OD12	To further enhance the knowledge of Non-Executive Members serving on the Overview and Scrutiny Committees	Aug 07	Charlotte Burnham	
OD13	Evaluate the work/added value to the Overview and Scrutiny arrangements in Hartlepool	Apr 08	Charlotte Burnham	
Corporate Plan Objective: Development of Statement on Internal Control and Governance arrangements (Ref: CO48)		Community Strategy Ref:		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD14	Co-ordinate SIC Work Programme	May 07	Noel Adamson	
Corporate Plan Objective: Put in place arrangements to ensure the structure of the authority and support arrangements are fit for purpose (Ref: CO49)		Community Strategy Ref:		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD15	Identify and implement structures appropriate to delivering high quality, efficient services	Mar 08	Joanne Machers	
Corporate Plan Objective: Ensure arrangements in place to deal with new and existing legislation (Ref: CO50)		Community Strategy Ref:		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD16	Implement new and existing legislation	Jun 07 and ongoing	Tony Brown	
OD17	Continue to develop and implement the ethical framework through revisions to the Member Code of Conduct and the introduction of an Officers Code	May 07 and ongoing	Tony Brown	
Corporate Plan Objective: Develop and Implement Efficiency Strategy (Ref: CO51)		Community Strategy Ref:		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD18	Implement 5 year Procurement Plan	Mar 08	Graham Frankland	

OD19	Review and further develop integrated Efficiency Strategy	Apr 07 and ongoing	Mike Ward	
Corporate Plan Objective: Develop the Contact Centre to increase the range of services provided (Ref: CO52)				
Community Strategy Ref:		Key Pls:		
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD20	Develop the single point of access	Mar 08	Christine Armstrong	
OD21	Develop links with partner organisations including voluntary and community sector	Mar 08	Christine Armstrong	
OD22	Develop and agree communication arrangements	Mar 08	Christine Armstrong	
Corporate Plan Objective: Implement the Communicating with your Council plans (Ref: CO53)				
Community Strategy Ref:		Key Pls:		
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD23	Implement Corporate Communications Strategy Action Plan	Apr 07 and ongoing	Alastair Rae	
OD24	Implement the Corporate Consultation Strategy Action Plan	Apr 07 and ongoing	Liz Crookston	
OD25	Implement the Corporate Complaints Strategy Action Plan	Apr 07 and ongoing	Liz Crookston	
OD26	Improve Customer Care and Service Delivery	Mar 08	Christine Armstrong	
Corporate Plan Objective: Enhance Equality and Diversity arrangements and mainstream into all council activities (Ref: CO54)				
Community Strategy Ref:		Key Pls: BVPI 2a+b		
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD27	Improve Equality and Diversity Leadership and Corporate Commitment	Mar 08	Vijaya Kotur	
Corporate Plan Objective: Implement Elected Member Development Strategy (Ref: CO55)				
Community Strategy Ref:		Key Pls:		
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD28	Further develop the skills and knowledge of Elected Members	Mar 08	Julie Wilson	

OD29	Assess and develop the ICT skills of Elected Members to support e-democracy	Mar 08	Julie Wilson	
OD30	Continue the commitment made to working towards the North East Charter for Member Development	Dec 07	Joanne Machers	
Corporate Plan Objective: Implement the People Strategy and the Workforce Development Strategy (Ref: CO56)		Community Strategy Ref:		Key Pls: BVPI 11a-c & 12, BVPI 16a+b & 17a+b
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD31	Implement plans to Develop & Promote Active, Visible and Effective Leadership	Mar 08	Lucy Armstrong	
OD32	Implement plans to Continually Improve What We Do	Mar 08	Joanne Machers	
OD33	Implement plans to Develop Skills of the Workforce	Mar 08	Lucy Armstrong	
OD34	Implement plans to Promote Healthy Working	Mar 08	H&S Advisor (Vacant)	
OD35	Implement plans to Effectively Recognise, Engage and Reward the Workforce	Mar 08	Wally Stagg	
OD36	Implement plans to Effectively Use Resources & Invest in the Future	Mar 08	Lucy Armstrong	
Corporate Plan Objective: Implement Pay and Grading and Single Status arrangements (Ref: CO57)		Community Strategy Ref:		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD37	Implement Revised Pay and Grading Structure	Mar 08	Joanne Machers	
OD38	Implement revised Single Status Conditions of Service	Mar 08	Joanne Machers	
Corporate Plan Objective: Delivery of the ICT Strategy to support corporate objectives (Ref: CO58)		Community Strategy Ref:		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD39	Review of ICT Strategy to ensure links with other corporate objectives	Oct 07	Joan Chapman	
OD40	Identification and delivery of programme of priority projects	Apr 07 and ongoing	Joan Chapman	

Corporate Plan Objective: Develop Strategic Financial Plans (Ref: CO59)		Community Strategy Ref:		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD41	Develop robust Strategic Planning Framework	Dec 07	Mike Ward	
OD42	Aligning Strategic and Financial Planning	Dec 07	Mike Ward	

Performance Indicators

Within the Organisational Development theme, there are a number of Performance Indicators that will be used to measure the successful implementation of the actions. Those indicators are included in more detail in the table below. For those indicators that are only collected on an annual basis there are no quarterly targets.

Ref	Definition	Outturn 2006/07	Target 2007/08	LAA Target 2008/09
BVPI 2a	The equality standard for local government in England	2	3	n/a
BVPI 2b	Duty to promote race equality	89	89	n/a
BVPI 11a	Percentage of top 5% earners that are women			
BVPI 11b	Percentage of top 5% earners from black and minority ethnic communities			
BVPI 11c	Percentage of top 5% earners who has a disability			
BVPI 12	Number of working days lost due to sickness absence	13 days		
BVPI 16a	Percentage of disabled employees	5.2%	5.8%	n/a
BVPI 16b	Percentage of economically active disabled community population	22.14	n/a	n/a
BVPI 17a	Percentage of black and ethnic minority employees	0.8%	0.9%	n/a
BVPI 17b	Percentage of economically active minority ethnic community population	1.1	n/a	n/a

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Hartlepool Borough Council

CORPORATE PLAN 2007/8

PART 2

SUPPORTING INFORMATION

- Part 2

Supporting Performance Information

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Notes to tables

Column	Explanation
Ref	This column shows you the reference number of each indicator. A BVPI is a nationally set Best Value PI, an LPI is a Local Performance Indicator.
Description	This column gives you the description of performance indicator.
EW Top quartile	This column is to compare how Hartlepool performs with other councils and shows the top quartile performance of all local authorities in England. This is the latest available national information from 2005/6. National data is not available for LPIs, or new BVPIs introduced in 2006/7. Where an indicator requires a Yes/No answer the comparison is the %-answering Yes.
Hartlepool Outturns	These columns show you the actual performance recorded at the end of 2005/6 and 2006/7.
Target 2005/6	This column shows you the target set for 2006/7 for comparison with the 2006/7 outturn. Where an indicator was introduced in 2006/7 a target may not have been set.
Future Targets	These columns show you our targets for the next three years.
Comment	Where there is a significant change (+/- 10%) between 2005/6 and 2006/7 a comment is included.

1. Jobs and the Economy

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
LPI RP 1	The number of businesses assisted		870	1311	890	1315	1315	1315
LPI RP 10	The gap between Hartlepool unemployment rate and the Great Britain rate		1.9	2.4	1.85	1.45	1.4	1.35
LPI RP 11	The long term unemployment rate as proportion of total unemployed		32.2	29.2	31.2	28.2	27.2	26.2
LPI RP 12	The youth unemployment rate as a proportion of the total unemployed		36.5	33.4	31	30.5	30.0	29.5
LPI RP 13	The number of new business start ups per year		120	145	130	140	150	160
LPI RP 2	The number of businesses making enquiries		1235	1408	1235	1410	1410	1410
LPI RP 3	The number of sites developed or improved		6	9	7	7	7	7

Notable successes include the start on site of the Rivergreen proposals at Queens Meadow and the redevelopment of the former Coop which was identified as Hartlepool's key listed building at risk.

1. Jobs and the Economy

Ref	Description	England Top Quartile	Hartlepool		Target 2006/7	Future targets		
			Outturns 2005/6	2006/7		2007/8	2008/9	2009/10
LPI RP 4	The number of jobs created with council assistance		508	265	400	265	265	265
LPI RP 5	The number of residents assisted into employment		752	972	775	1000	1000	1000
LPI RP 5a	The Number of residents assisted into employment that were long term unemployed		265	262	250	282	272	262
LPI RP 5b	The number of residents assisted into employment that were young unemployed people		157	247	240	305	300	295
LPI RP 6	The number of residents assisted into training		661	1169	740	1169	1169	1169
LPI RP 6a	The number of residents assisted into training that were long term unemployed		287	319	238	329	317	306
LPI RP 6b	The number of residents assisted into training that were young unemployed people		168	315	229	356	350	345

1. Jobs and the Economy

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
LPI RP 7	The amount (£) of external funding deployed to support the council's economic regeneration activities		2079021	2711416	2000000	1750000	1750000	1750000
LPI RP 8	The number of business start ups with council assistance		91	119	125	130	135	140
LPI RP 9	The gap between the Hartlepool employment rate and Great Britain rate		8.3	7.2	7.9	7.5	6.9	6.3
some benefit migration from incapacity benefit to job seekers allowance although there are no official figures for this								

2. Lifelong Learning and Skills

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 181a	Percentage of pupil achieving Level 5 or above in KS3 results - English	77	70.91	70.00	73	79	80	81
BVPI 181b	Percentage of pupil achieving Level 5 or above in KS3 results - Maths	77	74.24	76.00	76	80	81	84
BVPI 181c	Percentage of pupil achieving Level 5 or above in KS3 results - Science	74	67.86	70.00	76	78	77	79
BVPI 181d	Percentage of pupil achieving Level 5 or above in KS3 results - ICT Assessment	73.83	61.4	66.44	73	75	73	75
BVPI 194a	Proportion of children level 5 or above, KS2 in English	29	29	32	25	38	39	37
Performance in 2006 exceeded target due to strong performances in 13 schools with larger cohorts								
BVPI 194b	Proportion of children level 5 or above, KS2 in Maths	32	32	35	37	38	40	36
BVPI 221a	Participation in and outcomes from Youth Work: recorded outcomes	59	50	57	55	60	60	60

2. Lifelong Learning and Skills

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 221b	Participation in and outcomes from Youth Work: accredited outcomes	24	6	11	9.58	15	20	25
BVPI 222a	Percentage of leaders of integrated early education and child care settings funded or part-funded by the local authority with a qualification at level 4 or above	35	54	62	62	69	77	85
BVPI 222b	Percentage of leaders of integrated early education and child care settings funded or part-funded by the local authority which have input from staff with graduate or post graduate training in teaching or child development	100	77	77	76	77	100	100
BVPI 38	Percentage of pupil achieving 5 or more A*-C GCSEs	58.3	51.7	57.5	55	61	61	65
Target exceeded due to improved targeting of individual pupils in schools								
BVPI 39	Percentage of pupil achieving 5 or more A*-G GCSEs	90.8	85.8	90.3	90	91	91	91
BVPI 40	Percentage of pupil achieving Level 4 or above in KS2 Math tests	77.4	77.5	79.0	86	87	86	80
2006 performance was above national average but below a very challenging target agreed with DfES. This was due to a fall in performance in 16 schools which was not expected								

2. Lifelong Learning and Skills

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 41	Percentage of pupil achieving Level 4 or above in KS2 English tests	81.2	78.7	80.0	80	83	83	82
BVPI 43a	Percentage of SEN statements (excluding)	100	100	100	100	100	100	100
BVPI 43b	Percentage of SEN statements (including)	95.4	90	92.0	91	93	94	94
BVPI 45	Percentage absence in secondary schools	7.26	7.26	7.14	8	7.30	7.20	7.10
BVPI 46	Percentage absence in primary schools	5.13	5.29	5.63	5.1	5.30	5.20	5.20
LPI ACS 1	Number of adults in all forms of learning		2950	2428	3100	3100	3250	3200
It is expected that the outturn for the end of the academic year will match the target.								
LPI ACS 2	Number of families participating in learning		180	167	190	190	200	250
It is expected that the outturn for the end of the academic year will match the target.								

2. Lifelong Learning and Skills

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
LPI ACS 3	Number of adults participating in basic skills classes		410	432	320	450	450	475
The out turn will exceed the target. There have been a number of incentives in place to make basic skills more accessible. This has resulted in a greater uptake of provision								
LPI ACS 4	Number of adults achieving level 1 and level 2 qualifications		875	57	945	945	970	800
It is expected that the outturn performance will match the target set.								
LPI ACS 5	Number of adults achieving a Basic Skills qualification		150	31	150	200	200	210
It is expected that the outturn performance will match the target set.								
LPI ChS 2	The percentage of permanently excluded pupils offered full time alternative educational provision of 21 hours or more			94.64	100	100	100	100
LPI ChS 3	Number of pupils permanently excluded during the year from all schools maintained by the Children's services authority per 1,000 pupils maintained at all schools		1.4	1.45		0.8	0.7	0.6
LPI CS 14	The proportion of 13-19 year olds resident in Hartlepool reached by the Youth Service to reflect the cultural diversity of the community							

2. Lifelong Learning and Skills

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
LPI CS 14	The proportion of 13-19 year olds resident in Hartlepool in contact with the Council Youth Service		29.23	22.7	30	25	25	25
LPI ED 2	Percentage of 3 year olds who participate in accessing a good quality free early year place		100	104	98	100	100	100
LPI ED 3	The number of childcare places per 1000 population		232	245	236	n/a	n/a	n/a
This local target has been removed from the Corporate Plan 07/08 because the Government no longer expect this target to be reported								
LPI ED 5	Percentage of adult learners who are male		28	25	30	27	28	29
Owing from competition from other providers and due to unforeseen decreases in the uptake of some types of provision, the outturn is lower than that expected. Developments are underway to devise programmes which are more available to male learners								

3. Health and Care

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 161	Employment, education and training for care leavers	0.91	0		0.8			
BVPI 162	Reviews of child protection cases	100	100		100			
BVPI 163	Adoptions of children looked after	9.5	4.9		9.7			
BVPI 195	Acceptable waiting time for assessment	83.5	83.2		85			
BVPI 196	Acceptable waiting time for care packages	91.5	80.7		85			
BVPI 197	Teenage Pregnancies	-18.2	-15.2		-21.8			
BVPI 201	Number of adults and older people receiving payments	99	56		89			

3. Health and Care

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 49	Stability of Placements for Looked After Children		11.02		10			
BVPI 50	Educational qualifications of Looked After Children	59	43		77			
BVPI 53	Intensive home care per 1000 population aged 65 or over		15.67		16.14			
BVPI 54	Over 65s helped to live at home per 1000 population	100.1	122.25		125			
BVPI 56	Percentage of items of equipment delivered within 7 working days		80		85			
LPI ChS 1	Percentage increase in the number of childcare places		77	87	80	n/a	n/a	n/a
This local target has been removed from the Corporate Plan 07/08 because the Government no longer expect this target to be reported								
LPI SS 12	Clients receiving a review as a percentage of adults and older clients receiving a service		73.7		75			

3. Health and Care

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
LPI SS 1a	Patients aged 75 and over occupying an 'acute' hospital bed with delayed discharge		0		1			
LPI SS 1c	Admissions of supported residents aged 65 or over to residential/nursing care		57.2		57			
LPI SS 1d	Number of referrals for intermediate care services from non-hospital community setting as percentage of all referrals		56.5		55			
LPI SS 1e	Number of people receiving intermediate care		1301		1300			
LPI SS 2	The number of adults under 65 with learning disabilities who the authority helps to live at home per 1000 adults under 65		3.7		4			
LPI SS 3	The number of adults under 65 with mental health problems whom the authority helps to live at home per 1000 adults under 65		3		4.3			

3. Health and Care

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
LPI SS 4	Supported admission of adults (18-64) to residential nursing care - number of adults supported by local authority in residential care per 1000 adults under 65		0.37		0.93			
LPI SS 5	The number of adults under 65 with physical disabilities whom the authority helps to live at home per 1000 adults under 65		10		11			
LPI SS 9	Percentage of child protection registrations that are re-registrations				15			

4. Community Safety

Ref	Description	England Top Quartile	Hartlepool		Target 2006/7	Future targets		
			Outturns 2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 126	Domestic burglaries per 1000 household (Amended 2005/06)	6.4	16.66	17.0	20.1	18.8	17.22	not set
BVPI 127a	Violent crime per 1,000 population	12.4	34.68	31.5	31.21	29.89	not set	not set
BVPI 127b	Robberies per 1,000 population	0.3	1.12	0.7	1.2	1.18	1.17	not set
BVPI 128	Vehicle crimes per 1000 population (Amended 2005/06)	7.3	12.1	10.0	13	12.24	11.37	not set
BVPI 174	Racial incidents per 100000 population		58.82	63.62	59	64	65	66
BVPI 175	Racial incidents with further action	100	98.11	100.00	98	100	100	100
BVPI 198	The number of drug users in treatment per 1,000 population aged 18-44	78.25	18.7		18			

4. Community Safety

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 225	Actions Against Domestic Violence		36.4	63.6	100	100.0	100.0	100.0
BVPI 226a	Advice & Guidance Services - total							
BVPI 226b	Advice & Guidance Services – CLS Quality Mark		100		100			
BVPI 226c	Advice & Guidance Services: direct provision							
LPI CS 15	Percentage of residents who feel safe outside after dark		29.3	64	30	32	34	not set
LPI CS 16	Young offenders - percentage re-offending		52.2	28.8	49.59	37.62	35.74	not set
Calculation method has been changed by Youth Justice Board, so instead of using two years to calculate re-offending rate, only one year (12 months) has been used. Therefore unable to compare 2006/07 to 2005/06 results.								

5. Environment and Housing

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 100	Number of temporary traffic control days caused by road works per km	0.1	0	0	0	0	0	0
BVPI 102	Passenger journeys on buses per year	23777395	5592176		5924790			
BVPI 103	Percentage of users satisfied with the the local provision of public transport information			84		n/a	n/a	86
2003 59%								
BVPI 104	Percentage of users satisfied with local bus services			78	0.7	n/a	n/a	80
2003 65%								
BVPI 106	Percentage of new homes on previously developed land	96.47	54.96	51.94	52	60	60	65
BVPI 109a	Percentage of major planning applications within 13 weeks	74.9	70.59	84.38	65	70	70	70
Major applications are prioritised in Hartlepool and procedures are in place to try and avoid unnecessary delays. In addition staffing levels are stable and Planning Delivery Grant has been used to improve the service particularly through ICT development.								
BVPI 109b	Percentage of minor planning applications within 8 weeks	81.07	72.93	75.78	75	75	75	75

5. Environment and Housing

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 109c	Percentage of other planning applications within 8 weeks	91.39	83.96	87.67	85	85	87	87
BVPI 111	Percentage of applicants and those commenting on planning applications satisfied with the service received			86.0		n/a	n/a	
2003 87%								
BVPI 164	Commission for Racial Equality's code of practice in rented housing							
BVPI 165	Percentage of pedestrian crossings for disabled people	99.7	91.9	92.1	100	100	100	100
BVPI 166a	Environmental health checklist of best practice	100	100	100	100	100	100	100
BVPI 166b	Trading standards checklist of best practice	100	100	100	100	100	100	100
BVPI 183a	Average length of Stay in bed and breakfast accomodation	1	1.54	0.00	1	1	1	1

5. Environment and Housing

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 183b	Average length of stay in hostel accomodation	0	0	0.00	0	0	0	0
BVPI 187	Condition of surface footway	12	15	19	14	18	17	16
More resources have been targetted at category 3 and 4 footways leading to a deterioration in Category 1, 1a and 2 footways assessed y this indicator.								
BVPI 199a	Local Street and Environmental Cleanliness – Litter & Detritus	8.8	17	13.5	14	11	10	9
BVPI 199b	Local Street and Environmental Cleanliness - Graffiti	1	2	2	3	2	2	2
BVPI 199c	Fly-posting visible from relevant land and highways	0	0.11	0	1	0	0	0
BVPI 199d	Local street and environmental cleanliness – Fly-tipping		1	4	1	3	2	2
BVPI 200a	Plan-making: Development Plan			Yes		Yes	Yes	Yes

5. Environment and Housing

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 200b	Plan-making: Milestones			Yes		Yes	Yes	Yes
BVPI 200c	Plan-making: Monitoring Report			Yes		Yes	Yes	Yes
BVPI 202	Number of people sleeping rough on a single night	0	0	0	0	0	0	0
BVPI 203	The % change in average number of families in temporary accommodation	-15.84		-100.00%	1	0	0	0
BVPI 204	The % of appeals allowed against the authorities decision to refuse planning applications		33.3	61.1	33	33	33	33
BVPI 205	Quality of service checklist	94.5	100	100.0	100	100	100	100
BVPI 213	Housing Advice Service: preventing homelessness	5	3	4	4	5	6	6

5. Environment and Housing

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 214	Repeat Homelessness	0.32	2.54	0.00	2	0	0	0
BVPI 215a	Rectification of street lighting faults: non DNO	3.43	1.64	1.16	1.6	1.6	1.6	1.6
The vast majority of faults are being repaired the day after receiving report. Some lights during the summer period are repaired on the same day.								
BVPI 215b	Rectification of street lighting faults: DNO	14.03	22.77	19.90	21	18	16	14
BVPI 216a	Identifying contaminated land	1428	908	932	909	933	934	935
BVPI 216b	Information on contaminated land	9	13	15	14	15	16	16
BVPI 217	Pollution Control Improvements	100	91	100	90	95-100	95-100	95-100
BVPI 218a	Abandoned Vehicles	96.64	100	100	100	100	100	100
BVPI 218b	Abandoned Vehicles - removal	95	100	100	100	100	100	100

5. Environment and Housing

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 219a	Preserving the special character of conservation areas		8	8	8	8	8	8
BVPI 219b	Preserving the special character of conservation areas: character appraisals	31.81	0	0.00	12.5	25.00	37.50	37.50
BVPI 219c	Preserving the special character of conservation areas: management proposals	7.7	0	0.00	12.5	25.00	37.50	37.50
BVPI 223	Condition of Principal Roads		11.06	1.9	11.5	1.5	1.6	1.7
The contractor supplied inaccurate data for 2005/6. The outturn of 1.9 can be attributed to works undertaken on the principal road network.								
BVPI 224a	Condition of Non-Principal Classified Roads		23.18	9.50	23.5	9.00	9.50	10.00
The contractor supplied inaccurate data for 2005/6. The outturn of 9.5 is similar to previous outturns.								
BVPI 224b	Condition of unclassified roads (Previously BVPI 97b)		16.51	24.30	35	23.00	23.50	24.00
This is the first 100% survey undertaken. Analysis, taking the sampling into account, suggests this is a slight improvement for unclassified roads over the previous year.								
BVPI 64	Number of private sector dwellings returned into occupation	77	34		70			

5. Environment and Housing

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 82a(i)	Percentage of household waste arisings which have been sent by the Authority for recycling	20.87	13.84	17.03	15	19	20	21
BVPI 82a(ii)	Total tonnage of household waste arisings sent by the Authority for recycling	15126.1	5440.42	7143.03	5927	8208.99	8900.27	9625.65
BVPI 82b(i)	The percentage of household waste sent by the Authority for composting or treatment by anaerobic digestion	13.05	7.81	10.67	9	12	13	14
BVPI 82b(ii)	The tonnage of household waste sent by the Authority for composting or treatment by anaerobic digestion	8770.3	3071.51	4474.86	3663	5184.63	5785.18	6417.10
BVPI 82c(i)	Percentage of the total tonnage of household waste arisings that have been used to recover heat, power and other energy sources	6.72	70.7	63.96	70	62	61	60
BVPI 82c(ii)	Total tonnage of household waste arisings that have been used to recover heat, power and other energy sources	13174	27796.5	26827.30	28491	26787.24	27145.85	27501.86

5. Environment and Housing

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 82d(i)	Percentage of household waste that has been landfilled	59.41	7.65	8.35	6	7	6	5
BVPI 82d(ii)	The tonnage of household waste arisings that have been landfilled	53892.2	3006.48	3501.63	2442	3024.36	2670.08	2291.82
BVPI 84a	Number of kilograms household waste collected per head	393.6	436.32	466.08	452	480.08	494.48	509.32
BVPI 84b	Percentage change from the previous financial year in the number of kilograms of household waste collected per head of the population	-3.74	-2.56	6.82	3	3	3	3
Levels higher than predicted due to increase in green waste and recycling materials collected during year								
BVPI 86	Cost of household waste collection per household	39.48	36.26		38.48			
BVPI 87	Cost of waste disposal per tonne municipal waste	39.39	37.6		40.45			
BVPI 89	Percentage of people satisfied with cleanliness standards			59		n/a	n/a	65
2003 55%								

5. Environment and Housing

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10

BVPI 90a	Satisfaction with waste collection			72		n/a	n/a	90
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Survey completed 2006, introduction of Alternate Weekly collection of refuse and recycling materials to 2/3 of the town, believe to have given rise to fall in satisfaction rates

BVPI 90b	Satisfaction with recycling			73		n/a	n/a	85
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Survey completed 2006, introduction of Alternate Weekly collection of refuse and recycling materials to 2/3 of the town, believe to have given rise to fall in satisfaction rates

BVPI 90c	Satisfaction with waste disposal			89		n/a	n/a	90
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BVPI 91a	Percentage of households resident in the authority's area served by kerbside collection of recyclables	100	100	100	100	100	100	100
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BVPI 91b	Percentage of households resident in the authority's area served by kerbside collection of at least two recyclables	100	100	100	100	100	100	100
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BVPI 99ai	Road accident casualties - Number of casualties - all killed/seriously injured	83	49	39	45	42	38	35
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Figures show a good reduction from previous year and early indications of the following year show figures have stabilized. Figures are now below target and continuous road safety and training are helping to bring about these reductions.

5. Environment and Housing

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10

BVPI 99aii Road accident casualties - % Change in number of casualties from previous year – all killed/seriously injured

-19.2 -12.5 -20.4 -7.3 -7.8 -8.5 -9.2

The 06/07 figures again show a significant reduction from the previous year. This significant reduction is a result of the continuous road safety and training programme which Hartlepool road safety section carries out.

BVPI 99aiii Road accident casualties - % change in number of casualties between most current year and average of 1994-1998 - all killed/seriously injured

-40.2 6.1 -15.6 -1.6 -9.3 -17.0 -24.6

The performance is still improving as ongoing programme of safety schemes are having an effect. Figures are now below target and continuous road safety and training are helping to bring about these reductions.

BVPI 99bi Road accident casualties - Number of casualties - children killed/seriously injured

11 10 5 8 8 7 7

Figures show a significant reduction of 50%. Figures are now below target and continuous child road safety and training are helping to bring about these reductions.

BVPI 99bii Road accident casualties - % Change in number of casualties from previous year – children killed/seriously injured

-26.5 -33.3 -50.0 -5.5 -6.0 -6.2 -6.6

Due to the small numbers, a +/- can give a high percentage but the outturn is still well below 04/05 outturn and the target as a result Local Safety Schemes and continuous road safety training and publicity.

BVPI 99biii Road accident casualties - % change in number of casualties between mosts current year and average of 1994-1998 - children killed/seriously injured

-55.7 -15.3 -57.6 -29.2 -33.4 -37.5 -41.7

The significant reduction is a result of Local Safety Schemes and continuous road safety training and publicity. Figures show a significant reduction as a result Local Safety Schemes and continuous road safety training and publicity.

5. Environment and Housing

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 99ci	Road accident casualties - Number of casualties - all slight injuries	718	304	298	305	300	295	290
Casualties have stabilised around the 300 mark for the last few years. The outturn is well below target as a result of Local Safety Schemes and training.								
BVPI 99cii	Road accident casualties - % Change in number of casualties from previous year - all slight injuries	-8.6	-0.3	-2.0	0.3	-1.6	-1.7	-1.7
Another significant reduction and 2006/07 figures are well below target. Below the target and early indications show the targets will be met again for next year as a result of Local Safety Schemes.								
BVPI 99ciii	Road accident casualties - % change in number of casualties between most current year and average of 1994-1998 - all slight injuries	-21.1	-21.6	-23.1	-21.3	-22.6	-23.9	-25.2
Slight reduction as casualties have stabilised. Figures continue to show a significant reduction to the 94/98 average as a result of Local Safety Schemes.								
HSSA A1 + A	The number of private houses empty for over 6 months as a percentage of the total private stock							
LPI NS 10	Number of long term empty private houses		545		500			
LPI NS 11	Average Standard Assessment Procedure (SAP) rating in private housing sector		56.8		57.5			
LPI NS 12a	Extra care sheltered accommodation for older people provision		0		0			

5. Environment and Housing

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
LPI NS 13	Number of "fuel poor" households assisted with top-up grants to thermally insulate their homes		1125		500			
LPI NS 14	Number of passenger journeys at Hartlepool Rail Station per annum		346835		344820			
LPI NS 15	Number of passenger journeys at Seaton Carew Station per annum		17879					
LPI NS 3	Percentage of street lights not working as planned		0.95		0.95			
LPI NS 9	Number of dwellings cleared for regeneration		25		250			

6. Culture and Leisure

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 118a	The percentage of library users who found the book they wanted			82.4		n/a	n/a	84.0
2003 70%								
BVPI 118b	Library users who found the information they were looking for			80.1		n/a	n/a	82.0
2003 68%								
BVPI 118c	The percentage of library users who were satisfied with the overall service			95.4		n/a	n/a	95.0
2003 95%								
BVPI 119a	Percentage of residents by targeted group satisfied with the local authoritys cultural and recreational activities: Sport and Leisure			61		n/a	n/a	65
2003 54%								
BVPI 119b	Percentage of residents by targeted group satisfied with the local authoritys cultural and recreational activities: Librariaries			80				
2003 77%								
BVPI 119c	Percentage of residents by targeted group satisfied with the local authoritys cultural and recreational activities: Museums and Galleries			70				
2003 63%								

6. Culture and Leisure

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 119d	Percentage of residents by targeted group satisfied with the local authoritys cultural and recreational activities: Theatres and Concert Halls			54				
2003 51%								
BVPI 119e	Percentage of residents by targeted group satisfied with the local authoritys cultural and recreational activities: Parks, open spaces and play areas			78		n/a	n/a	75
2003 80%								
BVPI 170a	Number of visits to/usage of museums per 1000 population (Amended 2005/06)	952	2669	2425	2305	2450	2450	2500
BVPI 170b	Number of those visits that were in person per 1000 population (Amended 2005/06)	523	2031	1776	1765	1720	1765	1785
BVPI 170c	Number of pupils in organised school trips visiting museums & galleries (amended 2005/06)	8156	7600	9701	7200	9800	9800	10000
BVPI 178	Percentage of footpaths and rights of way easy to use by public	88.1	89.1	96.9	95	96	96	96

6. Culture and Leisure

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 220	Compliance against the Public Library Service Standards (PLSS)		3	4	4	4	4	4
LPI ACS 6	Number of physical visits per 1000 population to public libraries		6564	7139	6800			
The annual plan 06/07 included objective of taking actions to increase visitor numbers. Expansion of services to pre-school children and parents/carers, schools and literacy and learning promotional events have increased visits beyond target								
LPI CS 12a	Number of housebound people receiving a home visit from the home library service once every three weeks, for as long as they require the service		508	508	505			
Targets not set as indicator will change due to service re-structure.								
LPI CS 2a	Overall average attendance at Eldon Grove and Mill House Leisure Centre and Headland Sports Hall		338831	372046	362500	362500	365000	370000
Figures also include those for the Headland Sports Hall. It had been anticipated that Eldon Grove would close in 2006 whereas it is now due to close at the end of June 2007								
LPI CS 2b	Proportion of overall attendance from nine Neighbourhood Renewal Fund Wards		54	47	55	56	57	58
Questionnaire (upon which results are based) was not undertaken in all facilities. Headland Sports Hall was just opening to the public at the time of the survey. Result therefore viewed as a 'one-off' and should not be repeated in future years.								
LPI CS 2c	Number of concessionary members of Leisure Card Scheme attending the centres four times or more during the year		1472	1808	1750	2000	2250	2300

6. Culture and Leisure

Ref	Description	England Top Quartile	Hartlepool		Target 2006/7	Future targets		
			Outturns 2005/6	2006/7		2007/8	2008/9	2009/10
LPI CS 9	Number of local nature reserves		6	6	6	6	6	6

7. Strengthening Communities

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 156	Percentage of buildings accessible for disabled people	84.7	20	29.63	28	38	42	46
LPI CS 13a	The number of voluntary/community groups supported by the Council		31	29	29	29	23	23
LPI CS 13b	The level (£) of grant aid provided by the Council to voluntary/community groups		378694.22	389081	443762.53	437762	450222	463728

8. Corporate Performance

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 10	Percentage of non-domestic rates collected	99.26	99.83	99.17	99.2	99.3	99.4	99.5
BVPI 11a	Percentage of top 5% earners that are women	42.58	50.44		50.44			
BVPI 11b	Percentage of top 5% earners from black and minority ethnic communities	4.33	1.15		2.31			
BVPI 11c	Percentage of top 5% earners who has a disability		6.79		7.95			
BVPI 12	Number of working days lost due to sickness absence	8.34	12.34	13	10.18			
The outturn and targets are provisional figures.								
BVPI 14	Percentage of early retirements	0.17	0.78	0.70	0.4			
The outturn and targets are provisional figures.								
BVPI 15	Percentage of ill health retirements	0.1	0.13	0.13	0.19	0.13	0.13	0.13
The outturn and targets are provisional figures.								

8. Corporate Performance

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10

BVPI 16a	Percentage of disabled employees	3.86	4.41	5.2	4.42	5.5	5.8	6.1
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The outturn and targets are provisional figures.

BVPI 16b	Percentage of economically active disabled community population		22.14	22.14				
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BVPI 16x	BVPI 16a/BVPI 16b - Percentage of staff with disabilities compared with percentage of working age population with disabilities		19.92	23.49	19.96	24.84	26.20	27.55
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The outturn and targets are provisional figures.

BVPI 17a	Percentage of black and ethnic minority employees	4.8	0.8	0.8	0.8	0.9	0.9	1.0
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The outturn and targets are provisional figures.

BVPI 17b	Percentage of economically active minority ethnic community population		1.1	1.1				
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BVPI 17x	BVPI 17a/BVPI 17b - Percentage of staff from the minority ethnic community compared with the percentage of working age population from ethnic minorities		72.73	72.73	72.73	81.81	81.81	90.91
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The outturn and targets are provisional figures.

8. Corporate Performance

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 182	Users who said they were satisfied with the help they received from social services							
BVPI 2a	The equality standard for local government in England		2	2	2	3	3	3
BVPI 2b	Duty to promote race equality	79	84	89	89	89	89	89
BVPI 3	The percentage of citizens satisfied with the overall service provided by their authority			49		n/a	n/a	
2003 56% - fall in satisfaction, although less than national trend.								
BVPI 4	The percentage of those making complaints satisfied with the handling of those complaints			35		n/a	n/a	
2003 34%								
BVPI 76a	Housing Benefit Security - Number of claimants visited per 1000 caseload		227.3	178.00	203	n/a	n/a	n/a
BVPI 76b	Housing Benefit Security - Number of investigators per 1000 caseload		0.29	0.27	0.27	0.29	0.34	0.34

8. Corporate Performance

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 76c	Housing Benefit Security - Number of investigations per 1000 caseload		40.52	53.74	48	55	57	59
BVPI 76d	Housing Benefit Security - Number of prosecutions and sanctions per 1000 caseload		3.16	6.51	2.6	4.4	4.6	4.8
BVPI 78a	Speed of processing new claim to HB/CTB	26.4	23.8	26.1 days	29	28 days	27 days	26 days
Performance sustained at a level which exceeds the DWP National Performance Standard. Impacts of mobile working with reduced processing times and effective performance management arrangements.								
BVPI 78b	Speed of processing changes of circumstances to HB/CTB	9.1	7.2	6.8 days	9	9.5 days	9 days	8.5 days
BVPI 78c	Percentage of renewal claims processed on time							
BVPI 79a	Accuracy of HB/CTB claims	99	98.8	99.4%	99	99.1%	99.2%	99.3%
BVPI 79b(i)	The amount of Housing Benefit overpayments (HB) recovered as a percentage of HB overpayments	79.39	76.62	67.8%	70	65%	66%	67%
Reduction reflects the impact of the Council's Anti Poverty Strategy of restricting weekly rates of recovery in cases where the claimant is on Income Support.								

8. Corporate Performance

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 79b(ii)	HB overpayments recovered as a percentage of the total amount of HB overpayment debt outstanding at the start of the year, plus amount of HB overpayments identified during the year	39.69	57.42		55			
BVPI 79b(iii)	Housing Benefit (HB) overpayments written off as a percentage of the total amount of HB overpayment debt outstanding at the start of the year, plus amount of HB overpayments identified during the year		22.5		21			
BVPI 8	Percentage of invoices paid on time	96.71	94.71		95			
BVPI 80a	Percentage of benefit claimants who were satisfied with the facilities to get in touch with the benefits office			85				
2003 85%								
BVPI 80b	Percentage of benefit claimants who were satisfied with the service in the actual office			83				
2003 83%								
BVPI 80c	Percentage of benefit claimants who were satisfied with the telephone service			83				
2003 74%								

8. Corporate Performance

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10
BVPI 80d	Percentage of benefit claimants who were satisfied with the staff at the benefits office			86				
2003 85%								
BVPI 80e	Percentage of benefit claimants who were satisfied with the clarity and understandability of the forms, leaflets and letters			68				
203 69%								
BVPI 80f	Percentage of benefit claimants who were satisfied with the amount of time it took to tell the claimant whether the claim was successful			78				
2003 70%								
BVPI 80g	Percentage of benefit claimants who were satisfied with overall satisfaction			84				
2003 81%								
BVPI 9	Percentage of Council Tax collected	98.4	96.4	96.74	96	96.4	96.8	97.0
CPA 1	CPA Use of Resources - Internal Control		2	3				
CPA 2	CPA Use of Resources - Overall Score		3	3				

8. Corporate Performance

Ref	Description	England Top Quartile	Hartlepool Outturns		Target 2006/7	Future targets		
			2005/6	2006/7		2007/8	2008/9	2009/10

CPA 3	CPA Overall Category		4	4	4	4	4	4
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CPA 4	CPA Direction of Travel Judgement			Improving well	Improving well	Improving strongly	Improving strongly	Improving strongly
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LPI CE 4	The percentage of letters from members of the public answered within 10 working days		93		92			
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SCRUTINY CO-ORDINATING COMMITTEE

18 May 2007



Report of: Children's Services Scrutiny Forum

Subject: FINAL REPORT – SCRUTINY INVESTIGATION
INTO THE PROVISION OF SEX AND
RELATIONSHIP EDUCATION (SRE) IN
HARTLEPOOL SCHOOLS

1. PURPOSE OF REPORT

- 1.1 To present the findings of the Children's Scrutiny Forum following its investigation into the provision of sex and relationship education (SRE) in Hartlepool Schools.

2. SETTING THE SCENE

- 2.1 There has over the last 12 years been a recorded deterioration of UK resident's sexual health, with increasing levels of teenage conceptions and sexually transmitted infections (STI's). In recognition of major national concern regarding this issue, growing emphasis was now being placed upon the importance of Sex and Relationship education (SRE) for young people.



- 2.2 In considering a subject for investigation the Children's Services Scrutiny Forum, at its meeting on the 12 June 2006, explored a variety of options. During the course of discussions concern was expressed regarding teenage conception and STI rates in Hartlepool and attention drawn to the importance of effective SRE as a tool to help improve the sexual health of the town's young people.
- 2.3 The issue of sexual health was not a new one for scrutiny in Hartlepool. An investigation into teenage pregnancy and associated issues had been undertaken in 2002; however, it had not focussed specifically on the way in which SRE was provided in Hartlepool. In view of the importance of SRE provision, the Forum was of the view that a full investigation into its provision

in Hartlepool should be undertaken. The 'Provision of Sex and Relationship Education (SRE) in Hartlepool Schools' was subsequently selected as an investigation to be undertaken as part of the Forum's 2006/07 Work Programme.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 The overall aim of the Scrutiny investigation was to review current practice in the provision of sex and relationship education (SRE) to young people in Hartlepool and suggest possible improvements.

4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

- 4.1 The Terms of Reference for the Scrutiny investigation were as outlined below:-

- (a) To gain an understanding of the sexual health issues affecting young people nationally and regionally;
- (b) To gain an understanding of the national and regional position relating to the provision of SRE for young people, with particular reference to:-
 - (i) National policy relating to the provision of sex and relationship education for young people.
- (c) To gain an understanding of, and examine, the local position relating to the provision of SRE for young people, with particular reference to:-
 - (i) The sexual health issues affecting young people in Hartlepool;
 - (ii) The strategies/practices being implemented in Hartlepool schools for the provision of SRE;
 - (iii) Effectiveness of strategies/policies being implemented in Hartlepool; and
 - (iv) Sources of advice outside schools and how outside bodies/agencies assist in the provision of SRE in Hartlepool.
- (d) To consider examples of best practice in other Local Authorities;
- (e) To compare strategies/practices implemented in other Local Authorities, and strategies/models identified nationally, with those being implemented in Hartlepool with a view to identifying possible areas of improvement; and
- (f) To seek the views of local residents, parents, children/young people and those working in schools on this issue.

5. MEMBERSHIP OF THE CHILDREN'S SERVICES SCRUTINY FORUM

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

Councillors Brash, S Cook, Fleet, Griffin, Laffey, London, Preece, Rogan, Shaw, MWaller and Young

Resident Representatives:

John Cambridge, Evelyn Leck and Michael Ward

Co-opted Members:

Elizabeth Barracrough, David Relton and Jesse Smith

Young People Co-opted onto the Forum:

Leigh Bradley, Kelly Goulding, Cassie Jeffries, Gillian Pounder, Hannah Shaw, Jonathan Simpson and Leon Smith

6. METHODS OF INVESTIGATION

6.1 Members of the Children's Services Scrutiny Forum met formally from 8 January 2007 to 16 April 2007 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.

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

- (a) Detailed officer reports supplemented by verbal evidence;
- (b) Evidence from the Authority's Cabinet Member Portfolio Holder for Children's Services;
- (c) Questionnaire produced by the young people co-opted onto the Forum;
- (d) A Focus Group Session with Year 10 students, and teachers with responsibility for SRE, from schools across Hartlepool to obtain first hand views on the provision of SRE in Hartlepool;
- (e) Delivery of an SRE class to the Forum to illustrate the ways in which it is provided within Hartlepool schools;
- (f) Representatives from another Local Authority with examples of good practice (South Tyneside Council);
- (g) Evidence received from the United Kingdom Youth Parliament (UKYP) on their work in relation to SRE provision nationally;

- (h) Representatives from national and regional bodies. (Regional Teenage Pregnancy Co-ordinator and Regional Healthy Schools Co-ordinator);
- (i) Representatives from outside groups/bodies. (B76/Barnardos, Sure Start, Youth Service, the School Nursing Service, Relate, PATCH (Parent and Toddler Care in Hartlepool) and Teesside Positive Action; and
- (j) The views of the local community.

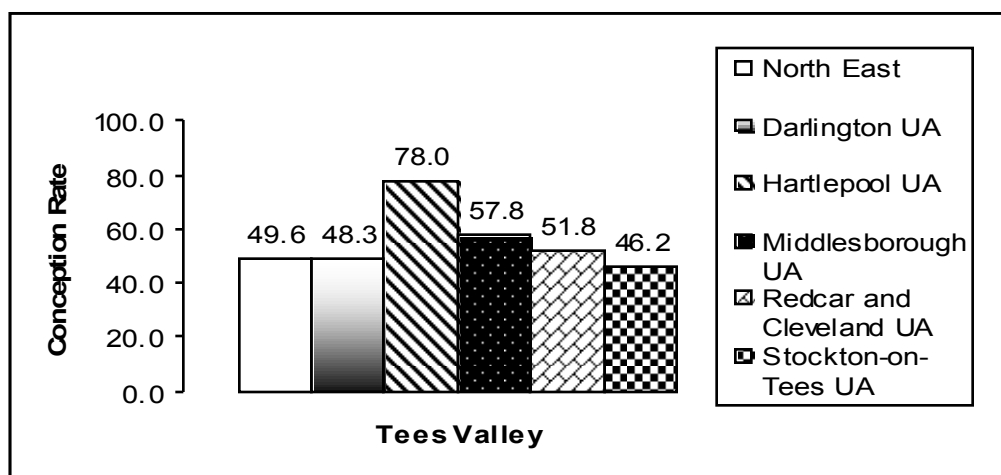
FINDINGS

7. SEXUAL HEALTH ISSUES AFFECTING YOUNG PEOPLE (NATIONALLY AND REGIONALLY)

- 7.1 As starting point for its investigation, the Forum learned that the key sexual health issues affecting young people in England were teenage pregnancy, termination of pregnancy and sexually transmitted infections. The Forum also found of interest more detailed information on the extent of problems on a national and regional basis.
- 7.2 National Sexual Health Issues - The Forum noted the deterioration of sexual health in the UK over the last 12 years and expressed concern regarding the large increases in STI's (e.g. Chlamydia by over 300%, Gonorrhoea by over 200%) and the incidence of HIV (more than threefold).
- 7.3 On a more positive note, Members welcomed indications that since the introduction of the Teenage Pregnancy Strategy, teenage pregnancy rates in England had fallen by 11.8% for under-18's and 12.1% for under-16's. Although national teenage pregnancies were at a 20 year low, Members were disappointed to learn that the UK still had the highest rate of teenage pregnancies in Western Europe. ⁽ⁱ⁾
- 7.4 Regional – On a regional basis, the Forum was informed that the 2005 rate of under-18 conceptions in the North East was 49.6, compared to 41.1 nationally (England). ⁽ⁱⁱ⁾ Members were, however, encouraged to learn that the under-18 teenage pregnancy rate in the North East had fallen by 12.2% between 1998 and 2005. Although, it was noted that the North East rate was still 0.4% higher than the national figure over the same period.
- 7.5 The Forum found of interest figures for 2005 relating to the rate of under-18 conception across the Tees Valley (as summarised in **Table 1** overleaf) and noted with concern that Hartlepool's figures were the highest across the sub region.

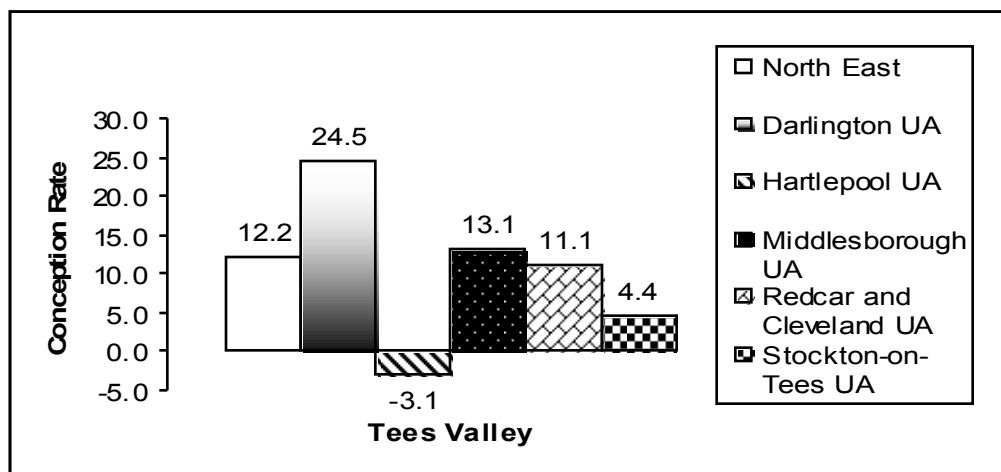
(i) Office of National Statistics – Provisional 2005 Conception Rates

(ii) *Rate per 1000 females aged 15-17*

Table 1 - Under-18 Conception Rates in the Tees Valley (2005)

Source: Office for National Statistics and Teenage Pregnancy Unit, 2007
Rate per 1000 females aged 15-17

- 7.6 Members also received information in relation to the levels of improvement in under-18 conception rates across the Tees Valley (as outlined in **Table 2** below) and noted with disappointment that Hartlepool was the only Tees Valley Authority to have an increase in its rate (3%).

Table 2 – Percentage Improvement in Under-18 Conception Rates in the Tees Valley (2005)

Source: Office for National Statistics and Teenage Pregnancy Unit, 2007
Rate per 1000 females aged 15-17

8. THE NATIONAL AND REGIONAL POSITION IN RELATION TO THE PROVISION OF SEX AND RELATIONSHIP EDUCATION (SRE)

- 8.1 The Forum learned that the provision of sex education had for many years been a key factor in addressing sexual health issues. It was noted with interest that sex education provision had over the last 50 years changed

drastically, with provision in the 1950's and 1960's sex education largely focussed upon the teaching about reproduction. It was not until the 1980's that emphasis started to be placed upon the acquisition of skills for decision making, communication, personal relationships and parenting strategies as part of sex education. This path led to the development of today's SRE, the aim of which was to provide learning about sex, sexuality, and sexual health, with emphasis upon emotions and relationships.

National Policy for the Provision of SRE for Young People

- 8.2 During the course of the investigation, it became apparent to the Forum that the provision of sexual health education was engrained through many strands of national policy and strategies, including Every Child Matters, the Children and Young Person's Plan and Extended Schools.
- 8.3 The Forum received clarification that every local education authority, head teacher and governing body had a statutory responsibility to take account of guidance requiring the provision of SRE. Members acknowledged that whilst every school was required to have an SRE policy in place there was no statutory requirement for the provision of SRE as a specific element of the curriculum. In reality, much of the biological content of SRE was provided through the statutory National Science Curriculum with the provision of the remainder of SRE engrained in Personal, Social, Health and Citizenship Education (PSHE).
- 8.4 Members were interested to find that on a national basis indications were that children and young people wished to receive better SRE. It was also interesting for the Forum to learn through its investigation that many of the views expressed nationally were shared by Hartlepool pupils with in many ways the SRE provided being too little, too late and too biological, with insufficient emphasis on practical relationship advice.
- 8.5 The Forum noted with interest OFSTED observations regarding the difference in the quality of teaching in SRE by specialists and non-specialist tutors. With indications that the quality of teaching was unsatisfactory in twice as many lessons taught by tutors as by specialist teachers. Members supported the view that the most effective teaching was by teachers with a special interest and expertise in SRE. Emphasis was, however, placed upon the need for a package of measures; including a professional lead (i.e. a school nurse), peer mentoring and the availability of outside expertise should it be required.
- 8.6 In relation to how SRE is provided, the Forum also received evidence of the mounting pressure being placed upon Government for the inclusion of SRE as a statutory element of the curriculum. Bodies involved in this included the UK Youth Parliament (UKYP) and the Forum was disappointed that the results of its work would not be available in time for consideration during the course of this investigation.

9. THE PROVISION OF SEX AND RELATIONSHIP EDUCATION (SRE) IN HARTLEPOOL SCHOOLS

- 9.1 Following consideration of the national and regional position in relation to the provision of SRE, the Forum went on to look in detail at the position in Hartlepool.

The Sexual Health Issues Effecting Young People in Hartlepool

- 9.2 The Forum noted with concern that the percentage of Year 11 students who were sexually active in Hartlepool had increased over the last five years, as shown in **Table 3** below. Members also found of interest information provided on the sexual health issues affecting these young people (teenage pregnancies, terminations and STI's).

Table 3: Percentage of Year 11 Students Sexually Active.

	2002 (%)	2003 (%)	2004 (%)	2005 (%)	2006 (%)
Boys	35	41	34	38	39
Girls	46	56	55	51	49

Source: Additional Information Report – Children's Services Scrutiny Forum 19 March 2007

- 9.3 Teenage Pregnancies/Conceptions – Evidence provided showed that the number for under-18 conceptions in Hartlepool had increased from 126 in 2004 to 149 in 2006, making it the highest in the North East region. Further information on the under-18 conception rate in Hartlepool was provided earlier in Section 7.5 of this report.⁽ⁱⁱⁱ⁾
- 9.4 The Forum expressed its disappointment with this situation and emphasised the importance of accelerating the full implementation of the Council's Teenage Pregnancy Strategy to assist in reversing this trend.
- 9.5 Termination of Pregnancies – The Forum considered evidence in relation to the percentage of conceptions that lead to terminations in Hartlepool and was troubled to see that the figures had increased between 1998 and 2005 for both under-18 and under-16 conceptions. In the case of under-16 conceptions, this equated to 52.9% leading to abortion in 1998, compared with 57.2% in 2005. For under-18's, the figure was 42.4% in 1998, compared to 46.9% in 2005.⁽ⁱⁱⁱ⁾
- 9.6 Particular attention was drawn to the issue of repeat terminations as a problem in Hartlepool. Whilst the Forum was reassured that this represented only a very small number of individuals, concern was expressed that even one was too many. Members were, however, pleased to find that work was ongoing to address the issue.

(iii) Office of National Statistics – Provisional 2005 Conception Rates

- 9.7 Sexually Transmitted Infections – Members considered, with concern, evidence in relation to Hartlepool's high rate of STI's. It was evident that in 2005 three males and 14 females had contracted conditions including Chlamydia, gonorrhoea, bacterial vaginosis and the w art virus.
- 9.8 The Forum welcomed indications that detailed work was being undertaken to deal with the issue in Hartlepool, including the provision of highly visible advertisements for special clinics in non-clinical settings, i.e. Connexions and the Youth Service. Members were, however, frustrated that despite all of the work being undertaken projections were that figures for 2006 would increase even further.

Strategies/Practices Implemented for the Provision of SRE in Hartlepool.

- 9.9 Members were encouraged to find that SRE provision in Hartlepool schools played an important part of the Council's strategic agenda and received evidence of its inclusion within the following plans and strategies:-
- (i) Every Child Matters;
 - (ii) The Children and Young Person's Plan;
 - (iii) Local Area Agreements;
 - (iv) The Teenage Pregnancy Strategy;
 - (v) The Healthy Schools Headline Plan; and
 - (vi) School Improvement Operational Plan.
- 9.10 The Forum was pleased to find that the approach to SRE in Hartlepool had been geared to reflect the differing needs of children and young people in primary and secondary schools across the town.
- 9.11 SRE in Hartlepool Primary Schools – Members noted with interests that the identification of a gap in SRE provision resulted in the 'in house' development of the 'Lucinda and Godfrey' programme. The intention of the programme being to provide SRE from Reception, supporting existing work and providing a gentle approach to aspects of Personal, Social, Health and Citizenship Education (PSHE) that had been taught for many years.
- 9.12 The Forum was advised of the various stages of the 'Lucinda and Godfrey' programme and was pleased to learn of its successful implementation in all 29 out of Hartlepool's 30 primary schools, with discussions ongoing with the one remaining school. Members were also pleased to find that 'Lucinda and Godfrey' materials were being further developed for use in special schools.



- 9.13 Although Members were disappointed to find that 'take up' of the programme was not 100%, it was recognised that the issue of SRE in primary schools was a very contentious one, especially in some church schools. It was, however, evident to the Forum that the aim of SRE in primary schools was not to promote sexual relationships, but rather to develop children's confidence in dealing with the whole range of relationships they will develop and the issues that arise from them. In view of this the Forum expressed its support for the encouragement of all schools to take advantage of the 'Lucinda and Godfrey' programme.
- 9.14 SRE Provision in Hartlepool Secondary School – Members learned that in 1998 the 'APAUSE' programme (Added Power and Understanding in Sex Education) was introduced in Hartlepool to provide extended SRE provision. As occurred nationally, SRE provision in Hartlepool was provided in conjunction with PSHE lessons and consisted of:-
- (i) Curriculum materials for Years 7 and 8 (National Curriculum Science);
 - (ii) Three adult led sessions in Years 9 and 10 (led jointly by a class teacher and a health professional, often as school nurse); and
 - (iii) Four peer led sessions in year 9.
- 9.15 Whilst curriculum material was provided in Years 7 and 8, the Forum expressed concern regarding the gap in specific SRE provision in these years. These concerns were supported by the views of young people during the investigation, in that the start of the 'APAUSE' programme in Year 9 was too late for some pupils. The Forum was keen to see this gap filled and was happy to learn that a pilot project was in the process of being developed to strengthen the delivery of SRE in secondary schools. The new programme was to begin in Year 7 and end in Year 11 and was based on evidence from OFSTED which demonstrated that comprehensive and early SRE empowered and encouraged young people to have sex later and use contraception when they do so.
- 9.16 The Forum expressed disappointment that only five out of the Local Authority's seven secondary schools would be delivering the 'APAUSE' programme in 2007 and felt that work to encourage participation by the remaining schools should be maintained. It was, however, recognised that the provision of SRE could be a contentious issue for some schools.
- 9.17 The Forum noted that SRE outside PSHE science classes was at the discretion of the school and its governing body. Whilst the Forum acknowledged that changing this situation was not within its remit, a view was expressed that ways of obtaining governing body 'buy in' for the provision of SRE, and any recommendations made by this Forum, needed to be explored. As a means of doing this, Members suggested that it would be beneficial for the Chair of the Children's Services Scrutiny Forum to meet with school governors to obtain 'buy in' for the recommendations arising from this investigation.

- 9.18 The Forum was also made aware that SRE in secondary schools was currently funded by individual schools and the Primary Care Trust. In view of this, the Forum felt that it was important that schools continued to see the value of SRE and that an investment in staff was required to enable them to deliver high quality teaching and learning in SRE. This was particularly evident to the Forum given indications that schools were finding it hard to get teachers to provide SRE and the importance of 'good' teaching for the success of SRE. Emphasis was also placed upon the role for external agencies to support schools in the delivery of SRE, with it most effective where it was planned to add value to the existing programme.

10. EVIDENCE FROM THE AUTHORITY'S CABINET MEMBER FOR CHILDREN'S SERVICES

- 10.1 The Forum was keen to seek the views of the Portfolio Holder for Children's Services and at its meeting on the 8 January 2007 received confirmation of the Portfolio Holder's acknowledgement for the importance of SRE in Hartlepool. Members welcomed the Portfolio Holder's eagerness to receive the outcome of their investigation and took on board her views regarding the importance of undertaking a subjective/qualitative assessment of young people's views, in addition to the examination of statistical information. The Forum's activities to obtain this subjective/qualitative information are outlined in Sections 11.7 and 13 of this report.

11. THE EFFECTIVENESS OF SRE PROVISION IN HARTLEPOOL AND POSSIBLE WAYS OF IMPROVING IT.

- 11.1 The Forum considered evidence on the effectiveness of SRE provision from a variety of sources, including detailed officer reports, the results of the annual Year 11 'APAUSE' questionnaire and an informal survey undertaken by the young people co-opted to the Forum. The views of young people, and teachers with responsibility for the provision of SRE, were also obtained through a Focus Group session, details of which are outlined in Section 11 of the report.

The Effectiveness of SRE in Hartlepool's Primary Schools

- 11.2 The Forum was pleased to learn that the success of the 'Lucinda and Godfrey' programme in Hartlepool had resulted in it being purchased, and 'rolled out' by other Local Authorities. Members acknowledged the importance of the continued development of the programme with the income generated. As a way of doing this attention was drawn to the possible benefits of extending the availability of the Lucinda and Godfrey' books direct to parents.
- 11.3 The Forum was aware of the controversial nature of the provision of SRE in primary schools and Members themselves initially expressed mixed views regarding the age at which SRE should start to be provided. It was,

however, apparent to the Forum that there had been a good response from schools to the 'Lucinda and Godfrey' programme and officers were commended on the development of the programme.

The Effectiveness of SRE in Hartlepool's Secondary Schools

- 11.4 Results of the Year 11 'APAUSE' Questionnaire - The effectiveness of the 'APAUSE' programme was measured by a questionnaire undertaken by all Year 11 Pupils. Members were pleased to find from the results of last year's 'APAUSE' questionnaire that there had been a steady increase in the number of students with correct knowledge about STI's and contraception. **Table 4** illustrates this and highlights that girls have a better understanding than boys.

Table 4 – Percentage Improvement in Under-18 Conception Rates in the Tees Valley (2005)

	Boys				Girls			
	2003 %	2004 %	2005 %	2006 %	2003 %	2004 %	2005 %	2006 %
STI Questions	58	66	62	67	67	73	76	78
Contraception Questions	62	59	65	66	71	72	76	77

Source: Additional Information Report (APAUSE Questionnaire results 2006) – Children's Services Scrutiny Forum 19 March 2007

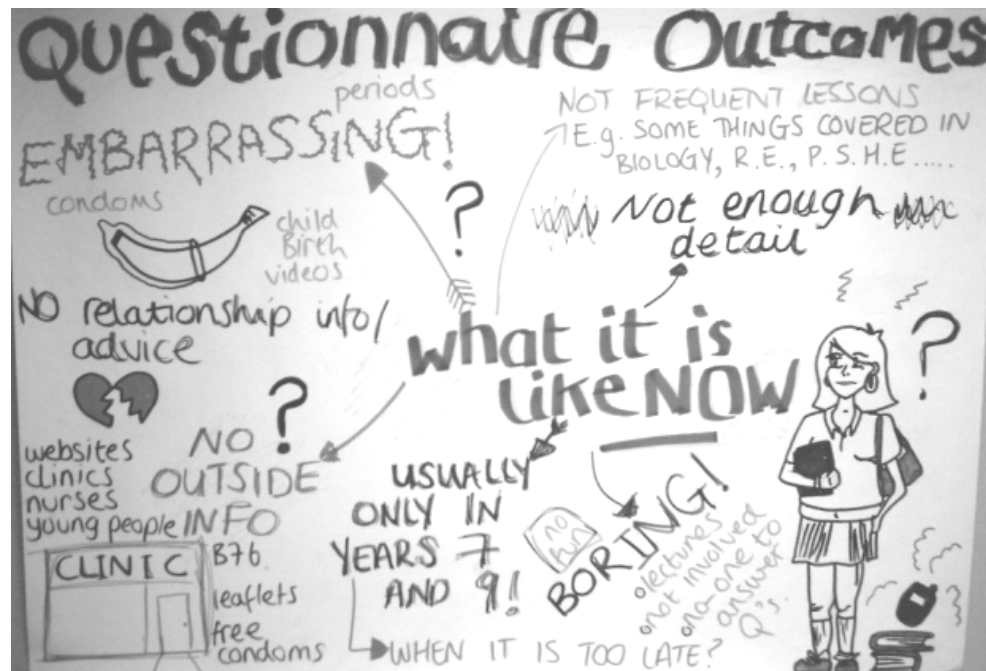
- 11.5 There was, however, some concern regarding the negative trend in terms of satisfaction with the overall provision of sex education. Whilst **Table 5** illustrates this it also showed that the highest proportion of students were of the view that they had learnt a lot and SRE provision should be left as it is.

Table 5 – How Year 11 Pupils Participating in the 'APAUSE' Programme Feel About Their Sex Education?

	Boys				Girls			
	2003 %	2004 %	2005 %	2006 %	2003 %	2004 %	2005 %	2006 %
It is ok as it is	72	64	73	72	48	59	61	68
Boring	40		37	39	33		37	39
Learnt a lot	83	82	71	78	82	83	72	77
Enjoyed it	66	68	64	60	62	69	57	58

- 11.6 Whilst a reduction in figures was good the Forum drew attention to the importance of raising the aspirations of young women at risk of teenage pregnancies as a way of reducing conception rates. This was particularly relevant given the disappointing results of the Year 11 questionnaire, which indicated that only 30% of boys and 40% of girls in Hartlepool were planning to take a degree, compared with 45% and 58% respectively in 2003. This was low in comparison to other Authorities nationally.
- 11.7 The Forum noted that a similar route for the identification of parents' views did not exist. In view of this, the Forum indicated that the establishment of a similar questionnaire for parents could be beneficial as indications were that some parents find it difficult to communicate with their children about sex and relationships.
- 11.8 Questionnaire undertaken by the young people's representatives co-opted onto the Forum – As part of the Forum innovative approach to this investigation, the young people co-opted to the Forum agreed to undertake an informal survey of their peers (older than Year 11) to ascertain their views on SRE provision and possible improvements.
- 11.9 Following completion of the questionnaire a 'mind mapping' exercise was undertaken by the young people and the outcomes of this are outlined below and overleaf.

What young people think of SRE provision in Hartlepool.



How young people would like to see SRE provided in Hartlepool.



11.10 The Forum received a summary of the findings of the questionnaire at its meeting on the 19 March 2007. The Forum found of particular interest issues raised regarding:-

- (i) The link between the sex education and drug/alcohol education and the need to combine provision in the future;
- (ii) The preference of students for young people to provide SRE education;
- (iii) The feeling that current SRE provision was too little, too, with insufficient relationship information;
- (iv) Lacked the provision of information regarding outside sources of advice and assistance; and
- (v) The perception that SRE was boring with lessons too much like lectures (no real practical involvement).

11.11 Members were impressed with the information obtained by the young people co-opted on to the Forum and were pleased to find that some mirrored the views of SRE professionals. In particular justification for the development of combined sex/drugs/alcohol education which Members were encouraged to learn was already being explored.

- 11.12 The Forum also took on board the preference for young people to provide SRE and suggested that a the establishment of a working relationship with Millennium Volunteers and Further Education Colleges in Hartlepool (in particular Hartlepool College of FE) for the provision of peer mentors should be explored. It was, however, recognised that there had been problems in the past with students fitting participation in with their course work. In light of this, it was suggested that the possible course of action would be to explore the feasibility of acting as a peer mentor contributing to their qualifications.
- 11.13 The Forum found of interest a contradiction in young people and teacher views in relation to the provision of the relationship element of SRE provision. Whilst young people during the questionnaire process and Focus Group session (Section 13 of the report refers) felt that adequate 'practical' relationship education was not provided it was clear that teacher believed that it was. It was evident to the Forum that there was a difference of opinion as to what young people wanted, and needed, and as such further work needed to be undertaken to develop the relationship element of SRE provision.
- 11.14 The Forum acknowledged that considerable work had been undertaken to improve SRE in schools, non school settings and for parents' access to Contraception and Sexual Health Services. It was also the Forum's view that disappointing figures for under-18 conception rates did not truly reflect the level and quality of work being undertaken to ensure the provision of effective SRE.

How outside bodies/agencies assist in the provision of SRE in Hartlepool.

- 11.15 The Forum noted with interest that Hartlepool Borough Council worked with a number of external agencies to provide support in the provision of SRE. To gain a flavour of the work undertaken the Forum received evidence from Teesside Positive Action, PATCH (Parent and Toddler Care in Hartlepool) in relation to their 'Speakeasy' Project and RELATE in relation to their 'Time to Talk' programme.
- 11.16 Members also found of interest details of the 'Speak Easy' and 'Time to Talk' projects and received positive parent feedback on the work of the 'Speak Easy' project. It was brought to the Forum's attention that other Local Authorities (i.e. Sunderland) had benefited from a combination of external programmes, including the 'Time to Talk' and 'Speakeasy' programmes, with the 'APAUSE' system. Whilst the feasibility, and benefits of developing SRE in Hartlepool in this way needed to be explored further the Forum expressed support for the development of links between the Local Authority and these projects.
- 11.17 During the course of presentation the Forum's attention was again drawn to the gap in provision at Years 7 and 8 and the poor attendance of parents at information sessions prior to their children starting the 'APAUSE' programme. Members were keen to reiterate their support for the bridging of the gap in provision in Years 7 and 8 and expressed concern that by the time

the 'APAUSE' programme started it was often too late for some young people in terms of providing information. Members also welcomed the comments made in relation to the need to identify ways of encouraging parental involvement and indicated that this would need to be explored further in Hartlepool.

- 11.18 It was also suggested that it would be beneficial to review/update the language used for the delivery of the 'APAUSE' programme and the Forum was interested to hear views in support of the compulsory inclusion of SRE as a part of the curriculum.

12. SRE PROVISION IN A NEIGHBOURING LOCAL AUTHORITY

- 12.1 It had originally been intended that a small sub-group of the Forum would visit a neighbouring Local Authority to establish what good practice exists and how Hartlepool could benefit from the adoption of any such practices. During the course of the investigation it became apparent to Members that it would be more effective for a presentation to be given to the whole Forum.
- 12.2 The Forum subsequently welcomed evidence from South Tyneside Council's SRE Co-ordinator and was interested to learn that South Tyneside's under-18 conception figures in 2005 were broadly in line with those in Hartlepool (149 in Hartlepool and 147). However, it became apparent to the Forum that this was where the similarity between the two authorities ceased in terms of rates of improvement in 2005. The Forum noted with interest that the percentage improvement rate for South Tyneside in 2005 was 25.7% whilst as previously indicated there had been a 3% increase over the same period in Hartlepool.
- 12.3 In examining the ways in which South Tyneside Council achieved its 2005 decrease in under-18 conception rates, the Forum noted that the authority's work in relation to sex, drugs and alcohol education was now combined to reflect the views of young people's views that the two subjects were connected. Work had also been undertaken to provide more regular SRE/Drugs Awareness training following feedback from young people that nine hours over 3 weeks was insufficient to meet their needs. It had also been highlighted that previous SRE provision was not flexible enough to cater for children who were ready for SRE at different times.
- 12.4 The Forum was interested to find that South Tyneside Council also worked closely with the Youth Service, the Stag Project and the PEP Project (Policy, Education and Prevention) and that emphasis was placed upon the inclusion of SRE as a qualification for KS4 pupils. Of particular interest to the Forum was the use of 'Practice Sessions', as part of which young people were asked to interview an adult. The benefits of this in opening up dialogue between young people and parents were apparent to the Forum.

- 12.5 South Tyneside had also in the past relied heavily upon external providers to support SRE; however, budgetary restraints had meant that this could not be sustained. Members were interested to find South Tyneside now viewed the way forward as being through the provision of effective staff training to enable teachers to comfortably teach the sessions, with support from specialist such as school nurses and where applicable additional input from outside providers. The Forum was pleased to find that this mirrored the views expressed by SRE professionals in Hartlepool and encouraged to find that a pilot scheme for a combined SRE, drug and alcohol awareness course was already underway in Hartlepool. The intention of this scheme was also to start to bridge the gap in SRE provision in Years 7 and 8.

13. **COMMUNITY ENGAGEMENT – THE VIEWS OF LOCAL RESIDENTS, PARENTS, CHILDREN/YOUNG PEOPLE AND THOSE WORKING IN SCHOOLS ON THE PROVISION OF SER IN HARTLEPOOL**

- 13.1 In addition to the consultation exercise undertaken with young people through the informal questionnaire (as outlined in Section 9.19 of the report) the Forum was keen to engage further with pupils and teachers with responsibility for the provision of SRE. In order for this to occur a Focus Group Session was held on the 15 March 2007, to which invitations were extended to all of the Council's secondary schools to send a selection of Year 10 pupils and a teacher.

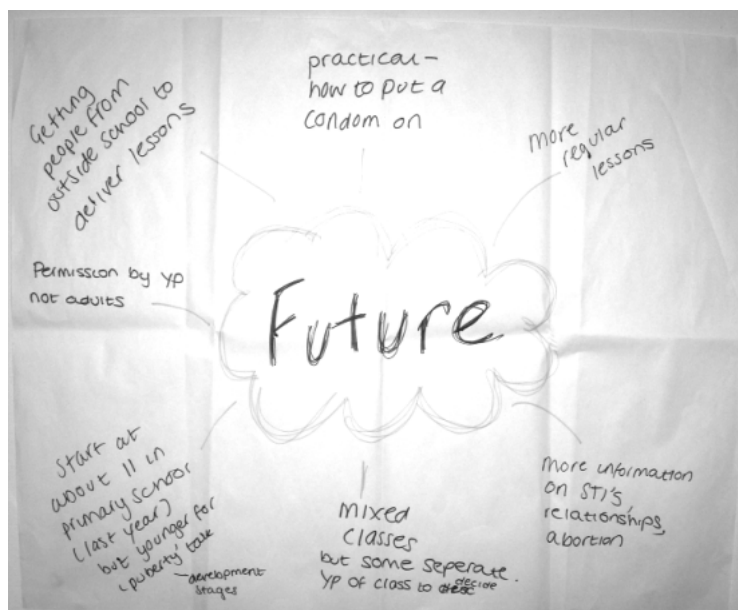


Focus Group Session was held on the 15 March 2007.

- 13.2 Invitations to the session were accepted by Brierton Secondary School, English Martyrs Secondary School and Manor College of Technology. During the course of the session representatives were given the opportunity to express their views on the effectiveness of SRE in Hartlepool and how they would like to see it improve in the future. To facilitate this teachers and pupils were split into separate groups to ensure that everyone felt free to speak and a 'mind mapping' exercise was undertaken with students, as illustrated overleaf.



What Year 10 pupils think of SRE provision in Hartlepool.



How Year 10 pupils would like to see SRE provided in Hartlepool.

13.3 A summary of the views expressed at this event were as outlined below :-

Year 10 Student's Views

SRE Provision Now

- (i) There is not enough relationship advice;
- (ii) SRE should include drugs and alcohol information and advice;
- (iii) Lessons aren't often enough, or long enough;
- (iv) Need more practical demonstrations;
- (v) A lot of what it taught pupils already know, or feel they know, from the TV and radio; and
- (vi) SRE is quite good but could be better.

SRE Provision in the Future

- (i) That lessons should be provided by young people and not adults;
- (ii) There should be more practical demonstrations i.e. How to put on a condom;
- (iii) Lessons need to be more regular;
- (iv) There needs to be more information on STI's, relationships and abortion; and
- (v) It would be beneficial for some classes to be single sex (The students in the class should decide).

Teachers ViewsSRE Provision Now

- (i) Felt that there was no gap in provision in years 7 and 8, with information provided through PSHE lessons;
- (ii) It was useful for children to know who to speak to, hence better for a teacher to provide SRE, with specialist assistance;
- (iii) It is not easy for young people to talk to their parents. Need to find ways of opening dialogue;
- (iv) Parental take up of information sessions prior to their children beginning 'APAUSE' is poor and it would be better if parents were more involved in the 'APAUSE' programme; and
- (v) Schools are not fully aware of the external services available to assist them in the provision of SRE.

SRE Provision in the Future

- (i) There would be benefits in promoting parental awareness of the 'APAUSE' programme at parent's evenings, options evenings and similar events (i.e. a stand).
- (ii) An information/best practice sharing system needs to be developed between schools. This could perhaps be done through a regular seminar or shared personal development days;
- (iii) Schools would benefit from a central resource/query line, possibly through Health Development;
- (iv) Teachers would like to be able to give the same support to students in Years 7 and 8 as is provided later through the 'APAUSE' programme (need smaller classes and similar support as with the 'APAUSE' programme; and
- (v) It would be useful to obtain feedback from students immediately following each session to assess its effectiveness, especially when an external provider is used.

- 13.3 The Forum noted with interest concerns regarding parental involvement and awareness in the education of their children in relation to sex and relationships. Members were concerned at the poor attendance of parents at pre 'APAUSE' information sessions and agreed that alternative ways of relaying information needed to be explored. Members welcomed proposals

that the use of a stall or presentation at parents evenings or option selection sessions could be a way forward and suggested that the feasibility of this be explored.

- 13.4 Based on the evidence provided it was also evident to the Forum that there appeared to be room for improvement in terms of information sharing between schools. In view of this, Members supported the development of information/best practice sharing systems between schools, as suggested by teachers through a regular seminar or shared personal development days. Support was also given for the development of a central resource/query line for schools, possibly through Health Development, to ensure that teachers are fully aware of the internal and external assistance available for the provision of SRE.

14. CONCLUSIONS

- 14.1 The Children's Services Scrutiny Forum concluded:-

- (a) That increasing teenage pregnancy rates in Hartlepool did not truly reflect the level, and quality, of work being undertaken to improve SRE in schools, non school settings and for parent's access to Contraception and Sexual Health Services;
- (b) That emphasis needed to be placed upon the link between sexual health and drugs/alcohol education with the need for their combination in the future;
- (c) That the most effective way of providing SRE was for lessons to be provided by a specialist team (as recommended by OFSTED and to ensure a consistency of approach) of trained teachers with expertise in SRE/PSHE, with support from a professional lead (e.g. School Nurse) and the use of an element of peer mentoring. Specialist external providers should also be utilised where appropriate;
- (d) That a working relationship with Millennium Volunteers and Colleges of Further Education in Hartlepool (in particular Hartlepool College of FE) for the provision of SRE peer mentors could be beneficial for all parties. The feasibility of this needed to be explored further, including, as an incentive, the possibility of participation as a peer mentor contributing to further education students qualifications;
- (e) That the effectiveness of SRE in Hartlepool was dependent upon the provision of quality teaching, and as such emphasis needed to be placed on provision of effective training and support to encourage teachers to become specialist SRE providers;

- (f) That with the 'APAUSE' programme beginning in Year 9, a gap in SRE provision existed during Years 7 and 8. This gap needed to be bridged to ensure that the commencement of SRE in secondary schools was not too late for some pupils, and in order for this to occur the pilot programme currently being implemented needed to be supported;
- (g) That parental involvement was crucial to the provision of effective SRE provision and ways of encouraging this needed to be explored. This could include the use of external learning sources such as the 'Speakeasy' programme and development of ways to raise parental awareness of the 'APAUSE' programme and external sources of advice and support, i.e. a stall or presentation at parents evenings and/or option selection sessions;
- (h) That although the provision of SRE was not a compulsory element of the National Curriculum, its importance for the children and young people of Hartlepool had to be recognised. In view of this, Head Teachers and Governors in all Hartlepool Schools needed to be encouraged to provide SRE, including the Lucinda and Godfrey programme, in addition to existing PSHE lessons. As an incentive to do this, ways of supporting schools in terms of resources and time needed to be explored;
- (i) That the sexual and emotional development of children and young people with special educational needs must be recognised and emphasis placed upon the development, and implementation, of SRE material suitable for all needs. This included the modification of the programme for the delivery of the Lucinda and Godfrey books;
- (j) That work by other Local Authorities had identified a clear benefit in the combination of external programmes, including the 'Time to Talk' and 'Speakeasy' programmes, with the 'APAUSE' system. The feasibility and benefits of developing SRE in Hartlepool in this way needed to be explored further.
- (k) That whilst relationship issues were included in the current SRE programme, it was apparent that young people did not feel that their needs in terms of the provision of relationship education were being met. In light of this further work needed to be undertaken to develop the relationship element of SRE provision, with a change of emphasis from sex to relationships, including the possible renaming of the programme;
- (l) That officer's work on the development of the Lucinda and Godfrey books was commended and support needed to be given to the further development of the learning resource;
- (m) That whilst the effectiveness of the 'APAUSE' programme was monitored through the Year 11 student questionnaire additional ways of ascertaining the effectiveness of SRE provision needed to be explored, including the possible development of a questionnaire for parents and use of feedback forms to assess the effectiveness of individual lessons;

- (n) That in terms of the further development of SRE in Hartlepool consideration needed to be given to:-
 - (i) The importance of raising pupil aspirations;
 - (i) The use of less formal language in the delivery of the 'APAUSE' programme, as suggested by young people and external providers;
 - (ii) The development of information/best practice sharing systems between schools, as suggested by teachers through a regular seminar or shared personal development days; and
 - (iv) The development of a central resource/query line for schools, possibly through Health Development, to ensure that teachers are aware of the internal and external assistance available for the provision of SRE
- (o) That as a means of achieving buy in for the provision of SRE outside PSHE lessons it could be beneficial for the Chair of the Children's Services Scrutiny Forum to meet with school governors to present the findings of this investigation.

15. RECOMMENDATIONS

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

- (a) That all primary, secondary and specialist schools in Hartlepool be encouraged to provide SRE, as part of PSHE, and a uniform approach to its provision promoted, based upon the use of trained teachers, with:-
 - (i) support from a health professional (e.g. School Nurse);
 - (ii) an element of peer mentoring, where appropriate; and
 - (iii) the use of specialist external providers where appropriate.
- (b) That the establishment of a working relationship with Millennium Volunteers and further education establishments in Hartlepool for the provision of SRE peer mentors be explored;
- (c) That parental involvement/awareness plays a crucial role in the effective provision of SRE and more emphasis should therefore be placed upon the use of external learning sources such as the 'Speakeasy' programme and stalls/presentations at school events;

- (d) That in recognition of the sexual and emotional development of children and young people with special educational needs, work continues to be undertaken to develop, and modify, SRE materials;
- (e) That in order to further develop SRE provision in Hartlepool the Local Authority explore:-
 - (i) Ways of improving the delivery of the 'relationship' element of SRE to better meet young people's needs;
 - (ii) The use of less formal language in the delivery of the 'APAUSE' programme;
 - (iii) Ways of improving training and support for SRE teachers, to encourage their participation;
 - (iv) Ways of ensuring the continuation of SRE provision between Years 7 and 8;
 - (v) Ways of increasing the current frequency of SRE provision within the curriculum; and
 - (vi) The development of improved information/best practice sharing systems/processes for schools, including the provision of a central resource/query line.
- (f) That additional ways of assessing the effectiveness of SRE provision, including the introduction of a parental questionnaire and feedback forms for students following individual lessons, be explored;
- (g) That the combining of external programmes, including the 'Time to Talk' and 'Speakeasy' programmes, with the 'APAUSE' system be explored;
- (h) That consideration be given to the renaming of 'Sex and Relationship Education' (SRE) to place primary emphasis upon the relationship aspect of provision within Hartlepool schools, and
- (i) That the current Chair of the Children's Services Scrutiny Forum meets with school governors to present the findings of this investigation and encourage 'buy in' for the provision of SRE.
- (j) That the young people who participated in the Focus Group Session on the 15 March 2007 be thanked for their involvement in the Forum's investigation.

16. ACKNOWLEDGEMENTS

- 16.1 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:

Sandra Saint, PSHE and Healthy Schools Co-ordinator
Deborah Gibbin, Teenage Pregnancy Co-ordinator
John Robinson, Children's Fund Manager
Cynthia Alder, School Nurse
Chris Rounsley, School Nurses
A Hamilton, English Martyrs Secondary School,
Claire Nossiter, English Martyrs Secondary School
Marcia McHale, English Martyrs Secondary School
W Smith, Brierton Secondary School,
Grace Mitchell, Brierton Secondary School
Jill Hall, Manor College of Technology
Reuben Bianco, Manor College of Technology
Dwayne Douglas, Manor College of Technology
Chelsea Carrington, Manor College of Technology
R Goodhand, Manor College of Technology

External Representatives:

Doug Hallam, Regional Co-ordinator North East/UK Youth Parliament
Michael Kay, Service Manager, Teesside Positive Action
Jan Dobson, Training & Development Officer, PATCH
Debby Ianson, Parent participating in the 'Speakeasy' programme (PATCH)
Rita Nelson, Director, Relate North East
David Messenger, SRE Co-ordinator, South Tyneside Council

COUNCILLOR JANE SHAW CHAIR OF THE CHILDREN'S SERVICES SCRUTINY FORUM

April 2007

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BACKGROUND PAPERS

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

- (vi) Office of National Statistics – Provisional 2005 Conception Rates.
- (vii) Extended Schools: Improving Access to Sexual Health Advice Services (DfES).
- (viii) National Institute for Health and Clinical Excellence (Prevention of sexually transmitted infections and under 18 conceptions) February 2007.
- (ix) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into the Provision of Sexual Health Education for Young People in Hartlepool Schools – Scoping Report’ presented to the Children’s Services Scrutiny Forum on 8 January 2007.
- (i) Department of Health – Hartlepool 2006 Health Profile.
- (ii) Article by Michael Reiss (Professor of Science education at the Institute of Education, University of London).
- (iii) The Annual Report of Her Majesty’s Chief Inspector of Schools 2004/05
- (iv) Sex and relationship education (HMI 433), Ofsted, 2002
- (v) APAUSE Year 11 Reports, Peninsular Medical School, Universities of Exeter & Plymouth, 2006.
- (vi) Sex Education Forum – SRE Framework – Fact Sheet 30

SCRUTINY CO-ORDINATING COMMITTEE

18 May 2007



Report of: Neighbourhood Services Scrutiny Forum

Subject: FINAL REPORT – PERFORMANCE AND OPERATION OF PRIVATE SECTOR RENTED ACCOMMODATION AND LANDLORDS IN HARTLEPOOL

1. PURPOSE OF REPORT

- 1.1 To present the findings of the Neighbourhood Services Scrutiny Forum following its investigation into the 'Performance and Operation of Private Sector Rented Accommodation and Landlords in Hartlepool'.

2. SETTING THE SCENE

- 2.2 Historically, the private rented sector has played a major role in the housing market with in the 1900's 90% of households in England living in private rented accommodation.
- 2.1 Over the last decade changes to the housing market, and people's expectations in terms of home ownership, have nationally resulted in the decline of the private rented sector. Rising house prices are, however, now making it increasingly unaffordable for many people to get onto the property ladder and this coupled with a reduction in the availability of good quality public housing has resulted in a gap in housing provision. The private rented sector is to play a vital role in filling this gap, and with increased levels of buy to rent, the prevalence of private rented accommodation is increasing again.
- 2.2 In considering a subject for investigation the Neighbourhood Services Scrutiny Forum explored a variety of options and during the course of initial discussions raised issues around:-
- (i) Problems experienced by private sector tenants and surrounding residents, particularly in relation to the condition of properties and anti-social behaviour (criminal or non-criminal);



- (ii) The effect on communities (both social and economic) of increasing levels of private rented accommodation of varying quality in areas across the town; and
- (iii) The operational practices of Registered Social Landlords (RSL's) and Private Sector Landlords (PSL's) and the options available particularly for the regulation of the private sector.

2.3 The private rented sector has throughout its history been the subject of contention in terms of quality of provision and the behaviour of landlords and tenants. It is, however, important to acknowledge that not all private landlords and their tenants are bad, the majority are responsible. There are also clear benefits from the operation of the private rented sector, including the provision of a flexible form of tenure and wider choice to assist in meeting the full range of housing needs.

2.4 Taking into consideration all of these issues, and their impact on the residents of Hartlepool, the 'Performance and Operation of Private Sector Rented Accommodation and Landlords in Hartlepool' was selected as an investigation to be undertaken as part of the Neighbourhood Services Scrutiny Forum's 2006/07 workprogramme.

3. THE OVERALL AIM OF THE SCRUTINY INVESTIGATION

3.1 The overall aim of the Scrutiny investigation was to examine the performance/operation of private sector rented accommodation, and landlords, in Hartlepool and evaluates the options available to the Local Authority for the protection of tenants and surrounding residents.



4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

4.1 The Terms of Reference for the Scrutiny investigation were as outlined below :-

- (a) To gain an understanding of national policies and practice relating to the performance/operation of Private Sector Rented Accommodation and Landlords, with particular reference to:-
 - i) Current and future national policy/legislation regulating the provision of rented accommodation;
 - ii) The difference between private sector landlords and registered social landlords and the legislation/regulations effecting the operation of each; and

- ii) Possible changes to the Local Authorities enforcement powers in relation to private sector landlords as a result of changes in legislation and the introduction of landlord licensing (Mandatory and Discretionary).
- b) To gain an understanding of local policies and practice relating to the operation of Private Sector Rented Accommodation and Landlords, with particular reference to:-
 - i) The position in Hartlepool in terms of the regulation of private landlords and the options currently available to the Local Authority for the protection of private sector tenants and surrounding residents;
 - ii) The level and types of problems experienced by private sector tenants, landlords and surrounding residents and the social/economic effects on communities of concentrated pockets of private rented accommodation;
 - iii) Ways of dealing with the social and economic effects on communities of concentrated pockets of private rented accommodation, which could include schemes to facilitate increased home ownership (i.e. shared ownership) and demolition of properties;
 - iv) The effectiveness of the voluntary registration scheme for private landlords currently in operation in Hartlepool; and
 - v) The implications of current and future actions in relation to the regulation of the private rented sector particularly the 'knock on' effect of enforcement action against landlords and tenants.
- (c) To examine and compare best practice for the provision of rented accommodation with particular reference to:-
 - i) Examples of best practice implemented by Registered Social Landlords, responsible private landlords and letting agencies/companies to deal with problem tenants in order to ascertain if any could be implemented as part of a landlord licensing scheme (Mandatory and Discretionary); and
 - ii) Strategies/practices implemented in other Local Authorities (for example Gateshead Council, Newcastle Council or Manchester Council), with those in place in Hartlepool in order to identify any possible areas for improvement.
- (d) To seek the views of local residents, Ward Councillors, private landlords, tenants, letting agents and representatives from national and local bodies in relation to the provision of rented accommodation.

- (e) To determine on the evidence provided whether the action available to Hartlepool Borough Council to protect tenants and surrounding residents is being undertaken effectively.

5. MEMBERSHIP OF THE NEIGHBOURHOOD SERVICES SCRUTINY FORUM

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

Councillors S Allison, Brash, Clouth, R W Cook, Cranney, Gibbon, Hall, Henery, Lilley, Rayner and D Waller.

Resident Representatives: Ann Butterfield, Ian Campbell and Linda Shields.

6. METHODS OF INVESTIGATION

- 6.1 Members of the Neighbourhood Services Scrutiny Forum met formally from the 25 October 2006 to 21 March 2007 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.

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

- (a) Detailed officer reports supplemented by verbal evidence and detailed presentations;
- (b) Evidence from the Portfolio Holder for Regeneration, Housing and Liveability;
- (c) Site visit to examine good practice within a neighbouring Local Authority (Gateshead Council);
- (d) Relevant officers from various Departments (Community Safety Division and Benefits Division);
- (e) Private Landlords. (Both registered and unregistered landlords with particular involvement through a Focus Group Session);
- (f) Representatives from national and regional bodies. (Teesside Landlords Association and Letting Agents operating in Hartlepool - Involved in the process through a Focus Group Session);
- (g) Representatives from Residents Associations, Housing Associations, Letting Agents, Housing Hartlepool (Registered Social Landlord), New Deal for Communities, the Rent Office and Hartlepool Citizens Advice Bureau;
- (h) Local residents and Resident Representatives; and
- (i) Ward Councillors.

FINDINGS

7. COMPOSITION OF THE HOUSING MARKET AND IN PARTICULAR THE PRIVATE RENTED SECTOR (NATIONAL AND LOCAL)

- 7.1 At the beginning of its investigation the Forum received national and local base line evidence on the composition of the housing market, and in particular the private rented sector.

The National Housing Market ⁽ⁱ⁾

- 7.2 The Forum was advised that the majority of the United Kingdom housing market is today made up of mixed tenure housing, consisting of different social landlords, private landlords and owner occupiers. In terms of the private rented sector, the 2001 Census showed a decrease in the proportion of households in England and Wales, and the North East, renting privately over the decade from 1991 to 2001.

	1991	2001
North East	6.7	6.3
England & Wales	9.2	8.7

- 7.3 This trend is, however, being reversed nationally and the private rented sector now accounts for 10% of the overall housing market. It is also dominated by landlords with small portfolios, with:-
- 74% of private lettings owned by those for whom being a landlord is a sideline activity;
 - 60% of private lettings owned by private individuals;
 - A quarter of all private lettings owned by landlords with only one letting and three quarters have less than 40 lets. (The average number of lettings owned is seven); and
 - More landlords, particularly those with small portfolios, indicating that they would welcome more information about their rights and responsibilities.

The Housing Market in Hartlepool ⁽ⁱⁱ⁾

- 7.4 On a local basis, the Forum learned that the housing market in Hartlepool is currently unbalanced in terms of its composition with a high number of small terraced houses that no longer attract owner-occupiers. It was also noted that the main issues affecting Hartlepool relate to affordable housing, large numbers of empty properties (leading to illegal use) and poorly maintained and managed homes (causing problems for tenants and neighbours). All of these issues have served to discourage owner occupiers and increase the number of properties left empty or rented out.

(i) Department of Communities and Local Government - Housing Research Summary (No. 054, 2005) – Private Landlords in England

- 7.5 In March 2004 the Council transferred its housing stock to Housing Hartlepool, which is now the largest of the town's sixteen Registered Social Landlords (RSL's). The Forum was interested to learn that Registered Social Landlords now account for 26.6% of the housing market in Hartlepool, with the remainder of the market consisting of 63% owner occupier, 7.4% private rented and 3% other. The level of private rented accommodation across the town does, however, vary with higher concentrations in certain areas such as the New Deal for Communities area (21.6%) and Dyke House ward (9.6%).
- 7.6 When comparing previous year's figures, it became apparent to the Forum that there had been an increase in the proportion of households in Hartlepool renting privately over the decade from 1991 to 2001 (7.7% in 1991 to 8.3% in 2001). This trend was mirrored across the Tees Valley with 5.8% of households privately renting in 1991 compared to 6.5% in 2001.

8. NATIONAL POLICIES AND PRACTICE – PERFORMANCE/OPERATION OF PRIVATE SECTOR RENTED ACCOMMODATION AND LANDLORDS

Differentiation between Private Sector Landlords (PSL) and Registered Social Landlord (RSL)

- 8.1 During the course of the investigation it became apparent that there was some confusion as to the local authority's power to initiate enforcement action against RSL's, PSL's and their tenants. This often leads to expectations over and above what the local authority can actually do in terms of controlling the behaviour of the different types of tenants and landlords. To assist in clarifying the situation evidence was provided by the Chief Executive of Housing Hartlepool, and Council officers on the organisational and regulatory differences between the two types of landlords.
- 8.2 Registered Social Landlords (RSL's) - The Forum noted that organisations such as trusts, co-operatives and housing associations act as RSL's on a 'not for profit' basis with any surpluses they might have retained within the organisation. In terms of their operational practices RSL's are regulated through the Housing Corporation (a Quango). In addition to this, in Housing Hartlepool's case, as the 'transfer' organisation it shares a waiting list, allocation policy and housing strategies with Hartlepool Borough Council.
- 8.3 The Forum noted that the operation of RSL's can affect the private sector market in a number of ways. Particular concern was expressed regarding their waiting lists and allocation policies which can deter some tenants from applying or result in their eviction. Whilst the Forum was pleased to see the effective management of tenancies and implementation of tenancy agreements issues were raised regarding the displacement of problem tenants into the private rented sector. To this end there is a greater degree of control over RSL's.

(ii) 2001 Census

- 8.4 Private Sector Landlords (PSL) - The Forum learned that the definition of a PSL is a private individual or company who owns property that is entirely independent of the local authority or the registered social landlord sector. The size of property portfolio owned by private landlords can vary and whilst RSL's offer assured tenancies PSL offer, in the main assured short-term tenancies.
- 8.5 In terms of the regulation of PSL's, the Forum learned that the Authority has very little control over this element of the housing market with the exception of powers in relation to property maintenance and tenancy management in relation to houses of multiple occupation. Further details of these powers are outlined in Section 9 of the report.

Legislation Covering the Regulation of the Private Rented Sector

- 8.6 It was evident to Members upon receipt of the evidence provided that Central Government legislation covering the private rented sector is much and varied. Members also learned how legislation was being updated and expanded to create a fairer and better private rented housing market, with the most recent legislation enacted being the Housing Act 2004. The Forum discussed in detail the following key aspects of the Act and considered how they were being, or would be, implemented in Hartlepool as outlined in Section 9 of the report:-

- (i) The Health and Safety Rating System;
- (ii) Licensing of Houses of Multiple Occupation;
- (iii) Selective voluntary licensing for low areas of housing demand or areas faced with particular anti-social behaviour problems;
- (iv) A Private Sector Pilot Project;
- (v) Landlord Accreditation; and
- (vi) Tenant Referencing.

9. LOCAL POLICIES AND PRACTICE – PERFORMANCE/OPERATION OF PRIVATE SECTOR RENTED ACCOMMODATION AND LANDLORDS

The Regulatory Position in Hartlepool and Options Currently Available for the Protection of Private Sector Tenants and Surrounding Residents

- 9.1 The Forum accepted that despite the level of legislation covering this sector of the housing market, as shown in Section 8.6 of the report, the local authority has very little actual control. Areas where the local authority does, however, have regulatory/enforcement control are:-

Property Maintenance - The Local Authority regulates the condition of Housing; empty properties (securing and bringing them back into use) and statutory nuisance (leaky gutters etc. and not anti-social behaviour).

Management of Tenancies – The licensing of houses of multiple occupation, and accreditation in the NDC area.

Strategically:-

- i) Influencing size and location of sector;
- ii) Supporting the sector through advice and assistance;
- iii) Licensing and accreditation;
- iv) Homelessness strategies; and
- v) The 'Supporting People's strategies.

9.2 Members were pleased to find that the local authority is successfully undertaking a variety of activities under each of these areas and is exploring further schemes to support tenants, landlords and neighbouring residents. Details of these schemes/initiatives are outlined at a later stage in this report (Section 9.15 refers).

9.3 Despite the work being undertaken, Members continued to be concerned regarding the misapprehension that the local authority has power/responsibility to deal with issues such as anti-social behaviour (criminal or non-criminal) in private rented accommodation beyond its role through the Anti-Social Behaviour Unit. This view came to the fore again during the Focus Group session on the 13 December 2006.

9.4 The Forum welcomed clarification that it is the responsibility of the landlord to take eviction action where their tenants, or their visitors, are causing problems. How this misapprehension could be dispelled was, however, to continue to be a problem.

Evidence from the Authority's Cabinet Member for Regeneration, Housing and Liveability

9.5 The Portfolio Holder for Regeneration, Housing and Liveability informed the Forum of his concerns as to how the new legislation for the provision of selective licensing and tenant referencing was being portrayed in the press. The Forum shared the Portfolio Holder's view that the legislation would not be the sole solution to all anti-social behaviour problems, but could work as part of a package of measures. The Forum also welcomed Cabinet's commitment, financial and otherwise, to landlord licensing and tenant referencing schemes in 2007.

Problems Experienced by Private Sector Tenants, Landlords and Surrounding Residents

9.6 The Forum considered evidence in relation to the problems experienced by private sector tenants, landlords and surrounding residents at each of its meetings throughout the investigation. A Focus Group session was also held on the 13 December 2006 at which the Forum received further evidence (Section 11 of the report refers).

9.7 Problems and issues raised throughout the investigation were as outlined in **Appendix B**.

Dealing with the Social and Economic Effects on Communities of Concentrated Pockets of Private Rented Accommodation

- 9.8 The Forum was reminded that the composition of the housing market in Hartlepool is unbalanced with in some areas of the town high numbers of small terraced houses that no longer attract owner-occupiers and large numbers of empty or poorly maintained properties. The Forum acknowledged the detrimental affect this can have on the sustainability of communities and welcomed the activities of New Deal for Communities (NDC) in areas of the town to improve housing and the environment and build strong sustainable communities.
- 9.9 Traditional approaches to dealing with problem tenants/landlords and residents concerns have in the past tended to be on a case by case basis. Much of the recent legislation affecting private renting, however, now relies on local authorities developing coherent and relevant strategies for improving the private rented sector, going beyond previous methods of intervention. The Forum acknowledged the importance of initiatives such as selective demolition, redevelopment, and in particular the NDC's role as the pilot area for the voluntary landlord registration scheme.
- 9.10 The Forum agreed with the views of the NDC's in relation to the importance of tenant referencing and support and was interested to learn about other initiatives in place to assist tenants who have had tenancy problems in the past, including the NDC Bond Scheme. Members were also interested to find that the Council's activities in supporting people and reducing homelessness were proving to be very effective.
- 9.11 Whilst the Forum noted landlords concerns regarding the disadvantages of selective licensing and creation of ghettos in the area(s) selected it was apparent that there are possible benefits from the introduction of selective licensing. The Forum was, however, clear in its view that further work would need to be undertaken in relation to the selection of an area and the feasibility/benefits of the scheme. The Forum was also of the view that the scheme would operate best in conjunction with a package of other measures, including landlord accreditation and tenant referencing.
- 9.12 In considering this issue the Forum was also encouraged by the activities of Housing Hartlepool in terms shared equity and new build initiatives (Section 10.2 refers) and the work being undertaken by the Anti-Social Behaviour Unit.

Effectiveness of Hartlepool's Voluntary Registration/Accreditation Scheme for Private Landlords

- 9.13 The Forum learned that the Landlord Accreditation Scheme currently provides advice to 200 landlords (approximately 380 properties) per year on the management and maintenance of properties. The scheme has also been useful in relation to anti-social behaviour complaints and has been

used to inform landlords of responsible and effective methods to deal with such problems. The Forum was pleased with indications that the scheme had led to improved engagement with landlords and with closer working relationships had improved the Authority's understanding of the market, enabling activities to be more effectively focused.

- 9.14 Members acknowledged that it was difficult to assess the effectiveness of the scheme with no figures in terms of its effects on the creation of sustainable tenancies available at this time. The Forum welcomed indications that recent inspections had shown an improvement in standards, particularly in the fitting of smoke alarms and security, with four out of five properties inspected now up to standard. The Forum, however, noted with concern that the level of staffing within the Private Sector Housing Team had meant that not all properties covered by the scheme had been inspected. With this in mind it was apparent to the Forum that the level staffing and other resources would need to be reassessed if the Landlord Accreditation Scheme was to operate effectively.

The Implications of Current and Future Actions in Relation to the Regulation of the Private Rented Sector

- 9.15 Whilst it was accepted that the local authority has little direct control the private rented sector, the Forum was of the view that with joined up working the private rented sector could be successfully managed. If this was to occur a full range of tools needed to be utilised, and sufficient resources provided, including Selective Landlord Licensing and Tenant Referencing.
- 9.16 Selective Licensing - In terms of Selective Licensing, the Forum was interested to receive the results of the recent consultation exercise with residents and landlords. Members were advised that the majority of residents supported selective licensing whilst there was limited support from landlords. This had also been reflected during the course of the Forum's investigation.
- 9.17 Members acknowledged possible problems in relation to the displacement of problem landlords and tenants and it was suggested that the most effective way of trying to prevent this would be to implement a selective licensing scheme alongside an expanded version of the existing voluntary accreditation, and the new tenant referencing, schemes. Again, however, the Forum was of the view that prior to the implementation of a Selective Licensing Scheme, consideration would need to be given to the benefits/feasibility of the scheme, specifically the geographical location of the area covered and staffing/financial implications.
- 9.18 Tenant Referencing – In relation to the Tenant Referencing Scheme, Members considered proposals for the introduction of a scheme and noted the views expressed in relation to its benefits, including those made at the Focus Group session (**Appendix C** refers). These views included the suggestion that the most appropriate way of providing a reference would be through the use of a tenant 'Passport'.

- 9.19 In considering the information provided, Members emphasised the importance of the support from resident, landlords, tenants, and the provision of a 'housing support' package, if the introduction of a Tenant Referencing Scheme was to be successful. The Forum again discussed the issue of displacement of problem landlords and tenants and reiterated the earlier view that the most beneficial way of implementing a Tenant Referencing Scheme would be in conjunction with any Selective Licensing and Accreditation Schemes.
- 9.20 Rent Assessments, Under 25 Single Room Rate and Discretionary Payments – The Forum considered evidence from the Rent Officer in relation to the way in which rent assessments are made and the level at which they are set. Members noted with concern the gap that regularly exists between rent assessments and actual rents and were advised of the option for the Authority to make discretionary payments to bridge this gap.
- 9.21 Members learned that Hartlepool was in 2006 allocated £45,000 for the payment of discretionary payment and on a regular basis utilises over and above its allocation. In view of this, it was apparent to the Forum that there was not only a need for a review of the current budgetary allocation for Discretionary Payments to more truly reflect demand, but also a need to explore mechanism by which to lobby the Rent Office and Central Government in relation to the requirement of realistic rent assessments.
- 9.22 In relation to the process for the allocation of discretionary payments, the Forum also noted that there was an issue regarding the role of the Housing section and the lead currently taken by the Benefits section. The Forum listened to explanations in terms of the appropriateness of both options and on the basis of the information provided was of the view that a review of the process for the award of Discretionary Payments would be beneficial, with particular reference to:-
- (i) The possible inclusion of a Housing section representative on the Discretionary Payments Panel; or
 - (ii) The practicalities of transferring responsibility for the award of discretionary payments to the Housing section with input from Housing Benefits.
- 9.23 The Forum also learned that there is a real issue in Hartlepool in terms of the effects of the under-25 single room rate and the knock on effect in terms of 'sofa surfing'.

What More Could Be Done By the Local Authority

- 9.24 On the basis of the information provided, including the views expressed at the Focus Group session on the 13 December 2006 (**Appendix C**), Members acknowledged that there are limited enforcement options available to the local authority in terms of the regulation and enforcement of the private rented sector. It was, however, recognised that a considerable

amount of good work is being undertaken by the Authority and its partners to reduce problems associated with the private rented sector, including the effects of anti-social behaviour (criminal and non criminal).

- 9.25 In relation to tenancy advice and support, the Forum noted the considerable efforts were being made to help tenants and landlords manage and maintain tenancies. Particular attention was drawn to the role of supported accommodation in equipping individuals who had previously experienced failed tenancies to take on new tenancies in the private and social rented sectors. The Forum, however, expressed concern regarding the amount of supported accommodation available in Hartlepool and suggested that ways of increasing its provision needed to be looked into. It was also suggested that where insufficient supported accommodation was available the provision of additional 'floating support' needed to be explored.
- 9.26 Whilst no single action, or initiative, could solve the problems associated with the private rented sector Members shared the national view that there is a general lack of knowledge of responsibilities among Landlords regarding both the ending of tenancies and how to deal with anti social behaviour. The Forum also recognised that tenant referencing, tenancy support, selective licensing, accreditation and enforcement were all vital elements of a package of activities required to address problems associated with the operation of the private rented sector.

10. **EXAMPLES OF BEST PRACTICE - MANDATORY AND DISCRETIONARY LANDLORD LICENSING SCHEMES**

- 10.1 The Forum were keen to seek examples of best practice implemented by registered social landlord and a neighbouring local authority with a view to identifying any possible areas for further improvement in Hartlepool. The findings of which are outlined overleaf.

Registered Social Landlords (RSL's)

- 10.2 There are currently sixteen Registered Social Landlords in Hartlepool, as shown in **Appendix D**. As the largest of the sixteen the Forum considered evidence provided by the Chief Executive of Housing Hartlepool and found of real interest how thoroughly the organisation manages its tenancies and interfaces with the Local Authority and other agencies/bodies.
- 10.3 The Forum shared the view that whilst RSL's and PSL's are different entities this should not be a barrier to good management practice. The Forum also found of interest:-
- (i) The view that the licensing regime could make it attractive for RSL's to compete to provide management and maintenance services to the private rented sector;

- (ii) The long term prospect that there was through licensing and referencing schemes the possibility of a blurring of the distinction between the private rented sector and social renting in terms of quality and access; and
 - (iii) Housing Hartlepool's involvement in shared equity schemes as a way of getting people on to the property ladder and new build schemes as a way of providing revenue for the sale of property to increase their housing stock.
- 10.4 The Forum welcomed Housing Hartlepool involvement in shared equity and new build schemes and suggested that this could be one of the ways forward to provide people with good quality housing in sustainable communities. The Forum, however, noted problems relayed to it regarding the complexity of some RSL allocations policies and highlighted the need for the provision of effective advice.

Local Authority Best Practice – Gateshead Council

- 10.5 Members of the Forum visited Gateshead Council on 29 January 2007 to examine good practice within a neighbouring Local Authority and how Hartlepool could benefit from the adoption of any such practices.
- 10.6 During the delivery of the presentation from Gateshead Council, Members were informed of the Council's approach to working with landlords, tenants and other partners. Members found of particular interest the Council's experience in implementing selective licensing and learned that:-
- (i) Gateshead operates an incentive scheme to encourage landlord participation in their Accreditation Scheme;
 - (ii) Staffing in Gateshead's Housing Renewal Team, with responsibility for the implementation of initiatives and enforcement in the private rented sector, is approximately 29 staff;
 - (iii) The Housing Renewal Team is funded from NRF, NDC and lottery funding;
 - (iv) Gateshead Council considers selective licensing, with emphasis on partnership working, as the way forward;
 - (v) Gateshead Council had assisted in the formation of the Gateshead Landlord Association and worked in close partnership with it;
 - (vi) Approximately 700 and 800 tenants were vetted last year as part of the referencing scheme. This included a five years housing history; and

(vii) The area selected for the introduction of Selective Licensing in Gateshead was clearly defined, something which it would be hard to do in Hartlepool.

- 10.7 The Forum found information provided in relation to the incentive scheme of particular interest and were impressed with the possible benefits of introducing of a similar scheme in Hartlepool. Members also considered evidence in relation to staffing levels in Hartlepool and it was evident to the Forum that consideration needed to be given to the actual staffing/resource levels required for the implementation of schemes such as selective licensing, accreditation and tenant referencing if they are to be effective.

11. PRIVATE RENTED ACCOMMODATION AND LANDLORDS - THE COLLECTIVE VIEWS OF HARTLEPOOL'S RESIDENTS, WARD COUNCILLORS, PRIVATE LANDLORDS, TENANTS AND LETTING AGENTS

- 11.1 In addition to the consultation exercise already being undertaken with landlords, tenants and residents in relation to selective licensing and tenant referencing, Members of the Forum were keen to engage with residents, providers and users of private rented accommodation as part of the investigation.

- 11.2 Therefore the Forum sought the views residents associations, tenants, landlords and letting/estate agents in a Focus Group event held on 13 December 2006 in West View Community Centre (illustrated in the photograph below). The event was publicised in the local press, on local radio and with direct invitations to those outlined in **Appendix A**.



Focus Group with members of the public, tenants, landlords and Estate/Letting Agents held on 13 December 2006

- 11.3 The issues raised during the course of discussions were as outlined in **Appendices B and C**.

12. CONCLUSIONS

12.1 The Neighbourhood Services Scrutiny Forum concluded:-

- (a) That there are limited enforcement options available to the local authority in terms of the regulation and enforcement of the private rented sector. However, a considerable amount of good work is being undertaken to reduce problems associated with the private rented sector, including the effects of anti-social behaviour (criminal and non criminal);
- (b) That the importance of good quality rented accommodation can not be underestimated in creating an environment of respect for tenants in terms of the properties they live in and the surrounding communities;
- (c) That no single action, or initiative, can solve the problems associated with the private rented sector;
- (d) That tenant referencing, tenancy support, selective licensing, accreditation and enforcement are vital elements of a package of activities required to address problems associated with the operation of the private rented sector;
- (e) That any action taken to improve the operation and management of the private rented sector should not have a detrimental effect on work being undertaken elsewhere in the town or on other services, e.g. homelessness and the costs of temporary accommodation;
- (f) That shared equity and new build schemes could be one of the ways forward to provide people with good quality housing in sustainable communities;

Selective Licensing

- (g) That in principle the introduction of selective licensing in Hartlepool be supported;
- (h) That it was evident that the most effective way of implementing selective licensing in Hartlepool would be for it to run in conjunction with the existing voluntary accreditation and tenant referencing schemes. Thereby providing a holistic approach against the displacement of problem tenants/landlords;
- (i) That should the authority chose to introduce a Selective Licensing Scheme in Hartlepool, consideration would need to be given to the benefits/feasibility of the scheme, the geographical location of the area covered (i.e. where it could be detrimental to surrounding areas) and staffing/financial implications;

Landlord Accreditation Scheme

- (j) That in principle the continuation of the existing voluntary landlord accreditation scheme be supported;
- (k) That based on the evidence obtained during the visit to Gateshead Council, the Forum recognised the benefits of an incentive scheme to encourage landlord participation and was of the view that Hartlepool would benefit from the introduction of a similar scheme;

Tenant Referencing Scheme

- (l) That in principle the introduction of a Tenant Referencing Scheme be supported;
- (m) That in terms of addressing the issue of displacement of problem landlords and tenants it would be beneficial for a Tenant Referencing Scheme to be implemented in conjunction with any Selective Licensing and Accreditation Schemes;
- (n) That support from resident, landlords, tenants and the provision of a housing support package would be vital to the success of a Tenant Referencing Scheme;

Partnership working with outside agencies/bodies

- (o) That, if future actions to deal with problems associated with the private rented sector are to be successful, significant emphasis should be placed upon partnership working between Council departments and outside agencies, including the Hartlepool Partnership;
- (p) That it was disappointed to find that existing funding arrangements for the NDC Bond Guarantee scheme were to cease in the near future, resulting in the discontinuation of scheme;

Supported Accommodation

- (q) That it was concerned to find that there is an insufficient supply of supported housing in Hartlepool to meet demand and recognised the need to explore ways of:-
 - (i) Increasing supported housing provision or providing additional 'floating support'; and
 - (ii) Improving the transmission of accurate information in relation to planning applications for supported housing premises in order to prevent the creation of misapprehensions.

Hartlepool Landlords Association

- (r) That it was encouraged to find that the work already undertaken in relation to this investigation had prompted the creation of a Hartlepool Landlord Association. It was, however, recognised that further efforts were required to develop the role, Code of Conduct/Constitution and activities of the association;
- (s) That in view of the authority's strategic role in the provision of housing in Hartlepool it would be imperative for there to be local authority representation on the Hartlepool Landlords Association;

Registered Social Landlords

- (t) That Registered Social Landlords should be commended on their activities to provide affordable and good quality housing;
- (u) That in view of the complexity of allocations policies emphasis should be placed upon the provision of effective advice for prospective tenants;
- (v) That in view of the effectiveness of the way in which Registered Social Landlords manage their tenancies ways of sharing expertise with the private rented sector would be beneficial;

Fair Rents and Discretionary Payments

- (w) That the consistent gap between the levels of rent assessments, undertaken by the Rent Office, and the actual rental charges in Hartlepool should be addressed;
- (x) That there were concerns regarding the process for the award of Discretionary Payments in relation to the membership of the Panel and involvement of the Housing Division;
- (y) In view of the importance of Discretionary Payments in bridging the gap between rent assessments and actual rents a review of the budgetary allocation for Discretionary Payments is needed to ensure that it meets demand;

Tenant, Resident and Landlord Support

- (z) That there is a need to place emphasis upon the benefit and value of support activities, in particular supported accommodation, already provided for tenants, residents and landlords in order to create sustainable tenancies and communities; and

- (aa) That it was pleased to learn of the advice service already available through the local authority for residents, tenants and landlords. There was, however, a need for the availability of this advice service to be better publicised.

13. RECOMMENDATIONS

13.1 The Neighbourhood Services Scrutiny Forum has taken evidence from a wide range of sources to assist in the formulation of a balanced range of recommendations.

13.2 The Forum's key recommendations to the Cabinet are as outlined below:-

- (a) That before any actions are taken to improve the operation and management of the private rented sector an assessment of their impact be undertaken;

Selective Licensing

- (b) That prior to the introduction of any Selective Licensing Scheme in Hartlepool an evaluation be undertaken of:-

- (i) Its feasibility and benefits;
- (ii) The level of staffing and financial resources required for its effective operation; and
- (iii) The practicalities of operating the existing Voluntary Registration Scheme alongside any Selective Licensing and Tenant Referencing Schemes.

Landlord Accreditation Scheme

- (c) That the introduction of an incentive scheme to encourage landlords to become members of the accreditation scheme be further explored;
- (d) That the provision of tenant and landlord information packs as part of the accreditation scheme be explored;
- (e) That an assessment of staffing requirements to enable the effective provision, and expansion, of the Landlord Accreditation Scheme be undertaken;

Tenant Referencing Scheme

- (f) That a Tenant Referencing Scheme be implemented within Hartlepool and the practicalities of its operation alongside the proposed Selective Licensing and Accreditation Schemes be explored;

Partnership working with outside agencies/bodies

- (g) That partnership working be developed further to ensure the success of future initiatives to deal with problems associated with the private rented sector;
- (h) That ways of assisting the NDC to identify alternative funding sources to ensure the continuation of its Bond Guarantee scheme be explored;

Supported Accommodation

- (i) That further work be undertaken to identify ways of increasing the level of supported housing in Hartlepool and/or 'floating support' in order to meet demand;
- (j) That in dealing with planning applications for the provision of supported housing ways of better publicising accurate details of applications be explored in order to prevent the creation of misapprehensions;

Hartlepool Landlord Association

- (k) That further work be undertaken with the newly formed Hartlepool Landlords Association in relation to:-
 - (i) The promotion of partnership working, in particular the inclusion of a Hartlepool Borough Council representatives on its board; and
 - (ii) The development of its code of conduct, role and activities.

Registered Social Landlords

- (l) That the development of a working relationship between Registered Social Landlords and the private rented sector for the sharing of management services be explored;
- (m) That an evaluation of the effectiveness of Registered Social Landlords advice to prospective tenants in terms of their allocation policies be explored;

Fair Rents and Discretionary Payments

- (n) That the Authority explores a mechanism by which to lobby the Rent Office and Central Government in relation to the requirement of realistic rent assessments;
- (o) That a review be undertaken of the process for the award of Discretionary Payments with particular reference to:-
 - (i) The possible inclusion of a Housing Division representative on the Discretionary Payments Panel; and

- (ii) The practicalities of transferring responsibility for the award of discretionary payments to the Housing Division with input from Housing Benefits.
- (p) That the current budgetary allocation for Discretionary Payments be reviewed to more truly reflect demand; and

Tenant, Resident and Landlord Support

- (q) That further work is undertaken to more widely publicise the advice service available for residents, tenants and landlords through the local authority.

14. ACKNOWLEDGEMENTS

- 14.1 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:

Dave Stubbs, Director of Neighbourhood Services
 Penny Garner-Carpenter, Housing Strategy Manager
 Siobhan Rafferty, Homeless Strategy Officer
 Alistair Simpson, Tenancy Relations Officer
 Alison Mawson, Head of Community Strategy and Prevention
 Sally Forth, Anti-Social Behaviour Co-ordinator
 Joanne Burnley, Senior Environmental Health Officer
 Ken Natt, Landlord Registration Officer
 Christopher Akers-Belcher, Benefits Manager

External Representatives:

Joe Michna, Manager, Hartlepool Citizens Advice Bureau
 Alan Simpson, Valuation Team Manager, the Rent Service
 Graeme Wilson, Gateshead Council
 Mandy Reed, Gateshead Council
 Cath Purdy, Chief Executive, Housing Hartlepool
 Andy Powell, Director of Housing Services, Housing Hartlepool
 Malcolm Walker, Programme Director, New Deal for Communities
 Bryon Hanna, Partnership Chair, New Deal for Communities
 Brian Dixon, Programme Manager, New Deal for Communities
 Bob Farrow, Deputy Partnership Chair, New Deal for Communities
 Sue Thompson, Teesside Landlords Association
 Clair Clark, Neighbourhood Manager, New Deal for Communities

**COUNCILLOR GERA RD HALL
CHAIR OF THE NEIGHBOURHOOD SERVICES SCRUTINY FORUM**

March 2007

Contact Officer: Joan Wilkins, Scrutiny Support Officer
Chief Executive's Department – Corporate Strategy
Hartlepool Borough Council
Tel:- 01429 523339
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BACKGROUND PAPERS

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

- (i) Department of Communities and Local Government - Housing Research Summary (No. 228, 2006) – Dealing with 'Problem Rented Housing'
- (ii) Residential Landlords Association (web page – www.rla.org.uk)
- (iii) National Federation of Residential Landlords (web page – www.nfrl.org.uk)
- (iv) Housing Corporation (web page – www.housingcorp.gov.uk)
- (v) Department of Communities and Local Government - Housing Research Summary (No. 054, 2005) – Private Landlords in England
- (vi) Presentations given at Neighbourhood Services Scrutiny Forum on 19 February 2007
- (vii) Protection from Eviction Act 1977
- (viii) Housing Act 1988
- (ix) Children's Act 1989
- (x) Housing Act part VII (as amended) 1996
- (xi) Homelessness Act 2002
- (xii) Anti-Social Behaviour Act 2004
- (xiii) Housing Benefit Act (as amended) 2006 - Regulation 12 - Rent Determinations, Private Sector, Regulation 2 - Single Room Rent
- (xiv) Human Rights Act 1998
- (xv) 2001 Census
- (xvi) Gateshead Landlord Association – Membership Pack

APPENDIX A

**RESIDENT/COMMUNITY ASSOCIATIONS AND TRUSTS INVITED TO ATTEND
THE FOCUS GROUP SESSION HELD ON THE 13 DECEMBER 2006***Source – Hartlepool Housing Department*

- Anchor Trust;
- Guinness Trust;
- Home Housing Association;
- Bramley Court Residents Association;
- Elmtree Community Action Group;
- Fens Residents Association;
- Manor Residents Association;
- Oulton Fens Community Association;
- Oulton Manor West Neighbourhood Watch & Residents Association;
- Brougham Area Residents Association;
- Brus Ward Residents Association;
- Communities Acting Together (CAT);
- Derwent Grange Residents Association;
- Dyke House Residents Association;
- Friends of Regent Square;
- Residents Association of Clavering and Hart Station (RACHS);
- Headland Residents Association;
- Lancaster Road Residents Association;
- Middle Warren Action Group;
- Middleton & Raby Road Community Action Group;
- Percy Street Residents Association;
- Princess Residents Association;
- Springwell Residents Association;
- Throston Grange Residents Association;
- West View Residents Association;
- Oak & Pine Residents Association;
- Belk/Cameron/Furness Street Residents Association;
- Belle Vue Residents Association;
- Burn Valley North Residents Association;
- Clarence Estate Residents Association;
- Cobden Area Residents Association;
- Dent/Derwent Street Residents Association;
- Endeavour Residents Action Group;
- Greatham Community Association;
- Grosvenor Gardens Residents Association;
- Hart Villagers;
- Hartwell Residents Association;
- Holt & Lister Street Residents Association;
- Manor Residents Association;
- Oxford Road East Residents Association;
- Rift House Community Association;
- St Cuthbert's Resident Association;
- Stockton Road Areas Residents Association;
- Stotfold Area Residents Association;
- Salaam Centre;
- West End Residents Association;
- West Park Residents Association;
- Westbourne Road Residents Association;
- Wharton/Errol Area Residents Association; and
- Derwent Grange Residents Association.

APPENDIX A

LETTING AND ESTATE AGENTS IN HARTLEPOOL

Letting Agents:

- Paramount Homes;
- Ashvale Homes;
- Live Smart Homes Ltd; and
- Cavey Craig Commercial Ltd.

Estate Agents :

- Jones;
- Robinsons;
- Dow en;
- Gow land White; and
- Whitegates.

Source - Access (web page – www.accessplace.com)

APPENDIX B

ISSUES RAISED AT THE FOCUS GROUP SESSION ON THE 13 DECEMBER 2007**Problems experienced by tenants and residents.**

- (i) Anti-social behaviour of all types, from loud noise to threatening behaviour, over a sustained period;
- (ii) Landlords in the Raby Road/Perth Street and Stephen Street areas are renting properties to unacceptable tenants i.e. drug dealers resulting in anti-social behaviour problems;
- (iii) Some privately rented properties are unsafe, and not adequately maintained, and their appearance creates an adverse impression of the area;
- (iv) Tenants have reported problems to landlords/collection agents regarding the condition of properties and no action is taken. Alternatively some tenants are afraid to make complaints;
- (v) Residents find it difficult to contact landlords to pass on information directly to them regarding problems with vacant properties and problem tenants. In most instances residents have to go through the Local Authority to pass on this information and in some instances this has resulted in the boarding up of property when it is not really needed;
- (vi) Responses from Neighbourhood Police is patchy and slow with difficulty addressing noise/nuisance problems;
- (vi) The phrase 'anti social behaviour landlords' was used frequently in that it was felt that some landlords felt it was acceptable to rent properties to individuals with an ASB background;
- (vii) That there was clearly sub-standard properties placed on the rental market by landlords who felt it was acceptable to do so;
- (ix) That the majority of landlords lived out of the area or in fact the country, which resulted in rented properties becoming neglected/in a state of repair, although it was felt that the agents were not managing/dealing with the condition of such properties with a degree of urgency. In fact it was actually questioned whether some agents were actually fulfilling their role in an honest way;
- (x) That poor repairs were undertaken on rental properties although it was acknowledged that this was improving;
- (xi) The rental of properties to individuals with ASB quickly effects the owner occupier market within the area, resulting in properties being left empty which are then subject to acts of vandalism etc; and
- (xi) Void properties encourage ASB resulting in the neighbourhood deteriorating.

APPENDIX B**Problems experienced by landlords.**

- (xii) From a landlords perspective references and the requirement of guarantors is not always effective in weeding out problem tenants. Problems have been experienced with:
- Parents acting as guarantors for their children who then go on to create problems; and
 - Poor/inaccurate references from the Bond Scheme and Smart Move Scheme.
- (xiv) In instances where responsible private landlords serve eviction notices they can feel pressured by organisations such as the Council and Social Services not to do so.

Help received with your problem and how effective was it?

- (i) Whilst residents with problems go through various routes to seek solutions it is often felt that nothing really happens to deal with the problem. Also, that the needs of the tenant are seen as more important than rights of neighbours to live without disturbance;
- (ii) Where problems are experienced with vacant private rented properties often action taken is too much too soon, in terms of the installation of shutters. This can be detrimental to the image of even the best area and promote its degeneration;
- (iii) Police response times to complaints;
- Neighbourhood Policing has made a real difference; although there was also mixed feelings in relation to the response time from the police. Some felt that there was no urgency from the police in fact on occasions responses received were 'it was not a police matter its a council matter – sorry' with no further assistance being provided;
- (iv) Contact with Hartlepool BC and Housing Hartlepool was satisfactory although any action undertaken in terms of enforcement was felt to be extremely slow;
- (v) The formation of Resident Associations was proving to be very effective and should be encouraged across the town;
- (vi) On occasions it was felt that the letting agents choose to ignore tenants concerns, with no feedback or action being undertaken; and
- (vi) In general it was felt that the powers available to the Council weren't enough to deal with ASB issues associated with rented properties.

APPENDIX C**ISSUES RAISED AT THE FOCUS GROUP SESSION ON THE 13 DECEMBER 2007**

WHAT MORE IT WAS FEEL COULD BE DONE BY THE LOCAL AUTHORITY TO ADDRESS INDIVIDUAL PROBLEMS AND THE GREATER OVERALL ISSUE OF PROBLEM LANDLORDS AND TENANTS IN HARTLEPOOL?

Suggested actions for landlords:-

- (i) Landlords should carry out more checks on the suitability of tenants;

Suggested actions for the Local Authority:-

- (ii) It should be easier for tenants to contact landlords directly should they wish. This would reduce the need for the Local Authority intervention;
- (iii) In terms of the transmission of information on tenants:
 - The concept of a tenant referencing scheme was supported, however, it was felt that the best way to do this would be through a 'Tenant Passport'. Landlords would be required to complete this document and tenants required to produce it when applying for a new tenancy;
 - It was suggested that a tenant referencing, or 'Passport', scheme needs to be operated on a regional basis if it is to work effectively; and
 - It was suggested that existing channels of communication between Residents Associations and some landlords (i.e. almost an informal referencing service) need to be formalised and made available to all landlords.
- (iv) Increased enforcement action should be undertaken and the length of time it takes addressed;
- (v) The Council should publicise an emergency contact number for residents and tenants with problems;
- (vi) Increased information needs to be made available to residents, tenants and responsible landlords to ensure that they know the most appropriate course of action to deal with problems;
- (vi) A way of dealing with irresponsible landlords and in particular those who live out of the town needs to be found;
- (vii) In respect of tenant complaints to landlords/collection agents regarding the condition of properties it was suggested that a process/service should be provided.

APPENDIX C

- To assist tenants in making complaints to their landlords. This could add weight to complaints and assist in getting something done;
 - Whereby the Council could make complaints for tenants who are perhaps unable to do so for themselves, for whatever reason; and
 - To enable tenants to make anonymous complaints to the Council without fear of retribution. The Council should then pursue the landlord through the avenues open to rectify the problems.
- (ix) Arrangements need to be put in place to provide a system that provides alternatives to the boarding up of vacant private rented properties by both the Council and landlords. Boarding up should be the last alternative;
- (x) Co-ordination between Council departments and other organisations needs to be improved and the implementation of enforcement actions speeded up;
- (xi) Residents, agents, tenants and landlords in attendance weren't aware of the Council's emergency out of hours number and it was felt that this would be widely publicised;
- (xii) The Police's response to ASB issues in rental neighbourhood needs to be addressed and where the police say it's a council matter, further signposting of key services/contacts should be provided;
- (xiii) The Council should both exercise and publicise its enforcement powers more widely; and

Suggested actions for other agencies:-

- (xiv) The rate at which police respond to complaints needs to be improved and the gravity of the impact of anti-social behaviour on neighbours acknowledged.

General Comments.

- (i) The primary problem with the private rented sector is that good tenants tend to go to registered social landlords leaving the less well behaved tenants to move into private rented accommodation;
- (ii) Enforcement action by registered social landlords results in the displacement of problem tenants into the private rented sector;
- (iii) Many problem tenants are 'serial movers'. This makes them difficult to deal with and even less inclined to behave in a responsible manner towards the property they occupy and the community around them;
- (iv) Concern was expressed that Government quangos are living off anti-social behaviour with little incentive to really solve the problem;

APPENDIX C

- (v) That not all problem tenants are on housing benefit. Those in employment can also create problems so in this sense the withholding of housing benefit payments to landlords would not completely address the problem;
- (vi) There was a clear difference of opinion between those landlords and residents present in terms of whether a landlord should be held responsible for the actions of their tenant; and
- (vi) Concern was expressed that the operation of a selective licensing scheme could create a negative image for the areas selected (a ghetto).

APPENDIX D

REGISTERED SOCIAL LANDLORDS IN HARTLEPOOL AND NUMBER OF RENTED HOMES WITHIN THEIR PORTFOLIOS

- Housing Hartlepool (7326);
- Tees Valley Trust Limited (11);
- Three Rivers Charitable Housing Association Ltd (118);
- Anchor Trust (342);
- Home Group Ltd (957);
- Tees Valley Housing Group Ltd (340);
- North British Housing Ltd (2);
- Housing 21 (50);
- New Era Housing Association Ltd (10);
- Accent Homes Ltd (105);
- Three Rivers Housing Association Ltd (241)
- The Guinness Trust (269);
- Endeavour Housing association Ltd (233);
- Victoria Homes and Others (26);
- Railway Housing Association and Benefit Fund (25); and
- Hartlepool's War Memorial Homes and Crosby Homes (24).

Source - Housing Corporation (web page – www.housingcorp.gov.uk)

SCRUTINY CO-ORDINATING COMMITTEE REPORT

18th May 2007



Report of: Regeneration and Planning Services Scrutiny Forum

Subject: YOUTH UNEMPLOYMENT – FINAL REPORT

1. PURPOSE OF REPORT

- 1.1 To present the findings of the Regeneration and Planning Services Scrutiny Forum following its investigation into Youth Unemployment.

2. SETTING THE SCENE

- 2.1 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 16 June 2006 Members considered potential work programme items for the 2006/07 municipal year. During this meeting Members of this Forum selected the 'Youth Unemployment' topic as its second main Scrutiny investigations for the current municipal year. Youth Unemployment is one of the key economic targets included in the Hartlepool Community Strategy, Local Area Agreement and Best Value Performance Plan.
- 2.2 Members selected the topic from an appendix attached to the 'Determining the Work Programme' report submitted at the Forum's meeting on 16 June 2006. This appendix contained a list of the Authority's Performance Indicators of relevance to the remit of this Forum. Under the Corporate Plan Objective JE9, "To support young people to gain suitable employment," Members identified the *Local Area Agreement (LAA) target 2.5*, which focuses on the youth unemployment rate in Hartlepool, as an issue they wished to investigate. The outturn figure for this issue in 2005/06 was 36% (Nov 05) against a 2006/07 target of 31% and a 2008/09 LAA target of 30%. The target is measured by the proportion of Job Seeker Allowance (JSA) Claimants who are aged 18-24 years old, where the overall claimant count is 100%.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 To gain an understanding of the issues around Youth Unemployment and to suggest areas for improvement.

4. TERMS OF REFERENCE

4.1 The following Terms of Reference for the review were agreed by the Forum:-

- (a) To gain an understanding of why the level of Youth Unemployment has risen as a percentage of the overall unemployment level;
- (b) To gain an understanding of the roles and responsibilities of the various stakeholders in Hartlepool who have some responsibility for tackling Youth Unemployment;
- (c) To examine the role of the Authority as a non-statutory service provider in relation to Youth Unemployment, and in particular its role in Economic Development;
- (d) To gain the views of young people who are unemployed in relation to this issue; and
- (e) To identify suggested areas for improvement in relation to the Youth Unemployment rate.

5. MEMBERSHIP OF THE FORUM

5.1 Membership of the Regeneration and Planning Services Scrutiny Forum for the 2006/7 Municipal Year:-

Councillors R W Cook, S Cook, Gibbon, Laffey, London, A Marshall, J Marshall, Richardson, Wallace, D Waller and Wright.

Resident Representatives:

Ted Jackson and Iris Ryder

6. METHODS OF INVESTIGATION

6.1 Over the course of the investigation Members have considered evidence from a wide variety of sources, including:

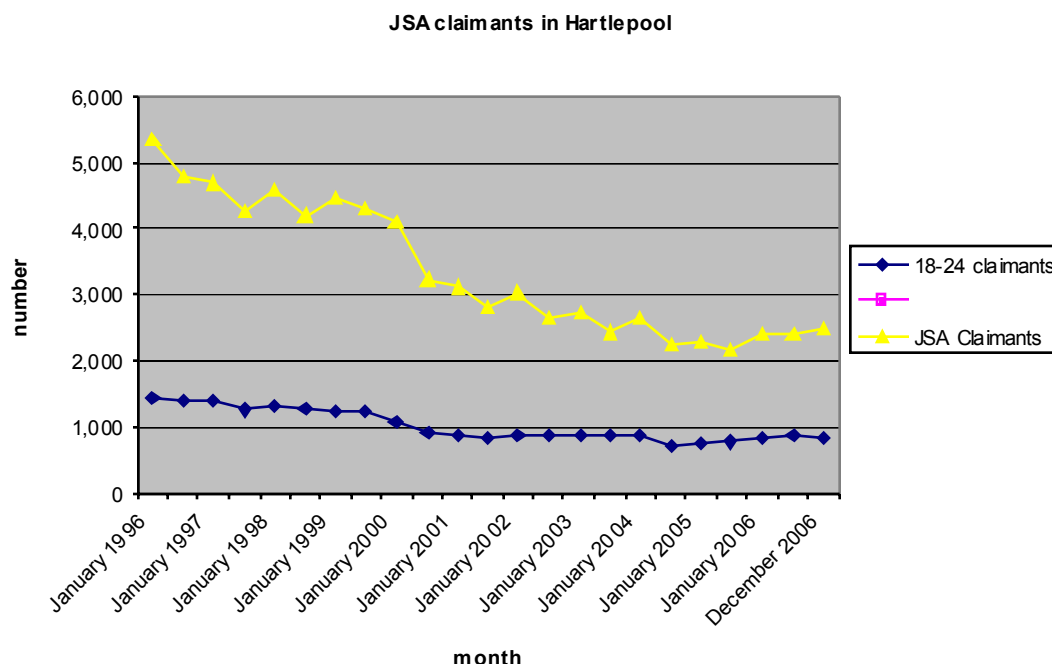
- (a) Hartlepool Borough Council (HBC) Officers;
- (b) Representative from Job Centre Plus;
- (c) Representative from Connexions (submitted written evidence);
- (d) Representative from the Learning and Skills Council (submitted written evidence);

- (e) Representative from Community and Voluntary Sector (CVS) – potentially seek involvement of HVDA as ‘umbrella’ organisation.
 - (f) Focus Group with unemployed young people – fed into the Forum through *Youth Unemployment in Hartlepool: Developing an evidence base* report on 23 February 2007; and
- 6.2 In addition the Economic Development Service commissioned a report on, *Youth Unemployment in Hartlepool: Developing an evidence base*. The research took place between November 2006 and January 2007. The first stage of the research involved a review of the existing data using NOMIS (who produce official labour market statistics) and Joint Strategy Unit (JSU) reports, comparing the data where possible, to the rest of Tees Valley and the UK; focusing on indicators in relation to claimant count, economic activity and inactivity, worklessness, the Not in Education, Employment or Training (NEET) group and destinations of school leavers. This data was supplemented by qualitative anecdotal information from semi structured interviews with individuals and focus groups as well as responses to questionnaires. Consultation took place with 18 representatives from the public, private and voluntary sector as well as interviews and focus groups with 10 young people.
- 6.3 The findings from the *Youth Unemployment in Hartlepool: Developing an evidence base* report have been used extensively in the production of this final report.

FINDINGS

7. Causes of the Level of Youth Unemployment Increasing as a Percentage of the Overall Unemployment Level

- 7.1 As can be seen from the chart (below), overall unemployment (as measured in terms of claimant count JSA) has declined from a high of 5357 in 1996 to just over 2500 in January 2004 with 18-24 claimants reducing from a high of over 1400 to fewer than 800. However, during this period, the rate of 18-24 claimants measured as a proportion of overall JSA claimants fluctuated between 27% and reaching a high of 35% in the same period. Consequently, the overall number of Hartlepool residents claiming JSA has declined at a greater rate than that of the 18-24 year old age group. Recently there has been a steady increase in the overall numbers of young people claiming JSA, from under 700 in January 2005 to nearly 900 by September 2006, although during the last two months this figure has reduced by 10% to 805 in November 2006.



7.2 In 2001 the Centre for Local Economic Strategies (CLES) produced a report providing a snapshot of the local economy in 2000 and found some defining characteristics:

- (a) Slack labour market;
- (b) Low wage levels;
- (c) Lowered expectations of work and attainment; and
- (d) High availability and provision of training.

7.3 At this time unemployment was at 10.9% (February 2000). Over the last six years unemployment has reduced to 4.5% (September 2006) but the characteristics of the labour market remain similar.

7.4 The table below identifies the percentage of young people in the 16-18 cohort 'in learning'; 'Not in Employment, Education or Training' (NEET); 'in employment'; and those 'not known'.

	Hartlepool	Tees Valley	England
16-18 Cohort Profile	2950	21209	1125658
% In learning	70.2	71.2	75.2
% NEET	11.7	12.4	8.6
% In employment	17.2	15.5	17.9
% Not known	4.00	4.8	5.4

Source: Connexions Tees Valley

In Learning

7.5 Hartlepool compares well with Tees Valley and England in terms of the number of young people in learning with 70.2% of this cohort in learning in

Hartlepool compared to 71.2% in Tees Valley and 75.2% in England. Of those in learning, 58.2% are in education – slightly lower than Tees Valley (59.4%) and lower than England at 65.6%. 3.3% of those in learning are in employment with training – consistent with Tees Valley but significantly lower than in England (6.4%). 8.7% of those in learning in Hartlepool are on government supported schemes. Both Hartlepool and Tees Valley are significantly higher than England at 3.2%. Data on qualifications from the JSU shows that Hartlepool has higher rates of people achieving NVQ level 1 and 2 than Tees Valley, the region or nationally, but lower rates of those achieving trade apprenticeships.

In Employment

- 7.6 The number of young people in employment in Hartlepool compares well with England and is higher than in the Tees Valley. However, data indicates that a significant proportion of this employment is part time (65%) (NOMIS Jan-March 2006). During the consultation process for the production of, *Youth Unemployment in Hartlepool: Developing an evidence base*, concerns were expressed that education and training were not linked closely enough to the labour market and employers, and that the curriculum and training programmes do not prepare young people for the labour market.

NEET

- 7.7 The NEET figures for Hartlepool are higher than England but lower than the Tees Valley at 11.7%. The NEET group can be broken down into those available for work and those not available for work. In relation to Hartlepool, those NEETs available for work make up 7.9% of the overall 11.7% with those not available for work making up 3.6%. This is significantly higher than Tees Valley at 2.8% and almost three times the rate for England at 1.3%.
- 7.8 Consultation for the, *Youth Unemployment in Hartlepool: Developing an evidence base*, report with agencies and organisations revealed a number of factors that lead young people to becoming NEET:
- (a) Disengaging from learning at school;
 - (b) Low skills and qualifications;
 - (c) Low aspirations – linked to generational unemployment;
 - (d) Lack of confidence to access support networks when things go wrong;
and
 - (e) Wider social issues e.g. homelessness, dependency issues, mental health issues, teenage pregnancy, caring responsibilities, young people in care.
- 7.9 Analysis of vulnerable young people reveals that Hartlepool has the highest percentage of teenage parents of all local authority areas in England. Furthermore, the data indicates that only 50% of 19 year old care leavers in the town are in education, employment or training (EET), therefore,

correspondingly 50% are NEET or not known. This trend is replicated in Tees Valley (with the exception of Redcar and Cleveland) and England.

Not Knowns

- 7.10 Hartlepool has a lower number of 'not knowns' than Tees Valley but is higher than England. Hartlepool in particular has made a significant improvement in reducing the numbers of not knowns at 16 – a reduction of 83% since June 2005 and has also made an impact on the 17 and 18 year olds, however, 18 year olds still make up 70% of those not known.
- 7.11 Discussions with Connexions in the consultation for the, *Youth Unemployment in Hartlepool: Developing an evidence base*, report highlighted that destinations of those aged 17 and 18 are much harder to trace at 18 as many sign on and 'shift' contact from Connexions, as a young people's service, to Job Centre Plus. The two agencies have started to share data to enable closer tracking of young people aged 17-18. The higher numbers of not known at 17 and 18 can in part be explained by the difficulty in tracking them, however, this would also be consistent with a significant number of 17 and 18 year olds dropping out of training programmes as highlighted in the previous sections.

Employment and Worklessness

- 7.12 The following table shows a profile of young people in the town in relation to employment and worklessness (May 2006). Due to how data is collected and collated it is not possible to analyse the data consistently across age groups and categories, however, the data in the table below provides an indication of the numbers in each category.

Indicator	16-17 years	16-19 years	18-24 years	20-24 years	Total
Unemployment (JSA Claimants)			820		820
Employment		2300		3700	6000
Income Support	50		730		780
Incapacity Benefit	30		410		440
Workless/Not known (remainder of population)					2560
Total					10,600
Ward with highest unemployment	Stranton				

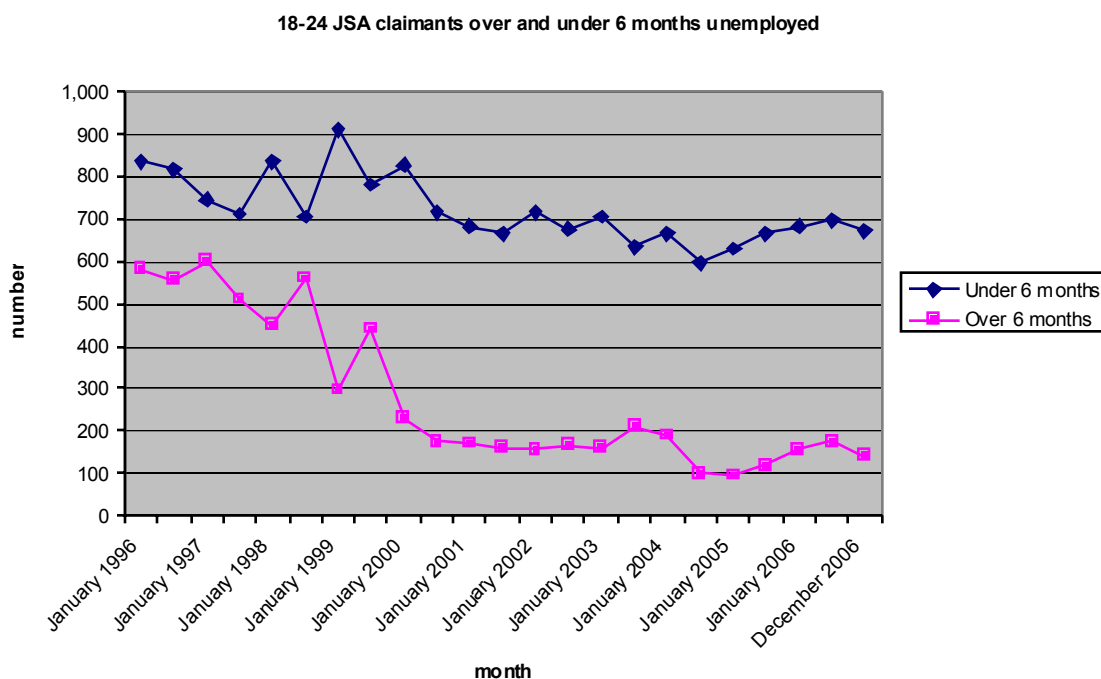
- 7.13 67% of the 16-24 age groups are in employment, with almost 8% unemployed. 7% of the cohort is claiming income support and 4% are claiming Incapacity Benefit. When this data is compared with the corresponding rates for the 25-retirement age group, (3.7% unemployed, 14%

Incapacity benefit, 10% income support), the rates of unemployment and income support would seem high – however, this concurs with the data indicating that youth unemployment has reduced at a slower rate than overall unemployment but it would also be anticipated that the high incidence of teenage pregnancy amongst this age group would impact on the income support rate.

- 7.14 Furthermore, whilst the incapacity benefit rate for this group does not appear overly high in relation to the older age group – there are 440 young people on incapacity benefit. It is highlighted in the, *Youth Unemployment in Hartlepool: Developing an evidence base*, report that this figure does give cause for concern given the Government's green paper - *A New Deal for Welfare Empowering People to Work* (January 2006) which stated that, "after two years on Incapacity Benefit, a person is more likely to die or retire than to find a new job". Furthermore, the report questions whether this means that 4% of the 16-24 age groups could potentially be looking at long term benefit dependency?

Claimant count and duration of unemployment

- 7.15 A closer look at the data reveals that the rate of unemployment is affected according to how long a young person has been unemployed. The following chart shows that those young people who have been unemployed for over 6 months have seen a significantly greater reduction in the numbers unemployed over the period than for those unemployed under 6 months.



Source: NOMIS

- 7.16 Those unemployed over 6 months are eligible for New Deal and it is this group that have seen a downward trend of 84% from its peak of 600 in January 1997 to its lowest point of 95 in January 2005. However, the numbers in this group have also started to increase steadily from this point, increasing to 175 in July 2006, although this figure has since come down to 140 in December 2006.
- 7.17 Those unemployed for less than 6 months have not seen the corresponding reduction in numbers. This group has seen a 35% reduction from its peak of 910 in January 1999 to its lowest point of 595 in July 2004. It would appear that the lower rate of reduction amongst this group is keeping the overall 18-24 rate at the 'high' identified in the baseline data. This trend is repeated across Tees Valley. Redcar and Cleveland have the lowest reduction in this claimant group of 33%. Further exploration of the factors impacting on the under 6 month unemployed group is required.

'Churn'

- 7.18 The term 'Churn' is used to explain the number of young people moving on and off the unemployment claimant count. The table below shows the 'on' and the 'off flow' for unemployed young people across the Tees Valley, the region and nationally for those aged under 25 years.

	On flow		Off Flow		On flow under 25 years		Off Flow under 25 years	
	Number	%	Number	%	Number	%	Number	%
Darlington	495	29.4	520	30.9	210	42.7	220	42.7
Hartlepool	585	24.4	590	24.7	280	48.2	245	41.6
Middlesbrough	945	23.5	1010	25.2	430	45.7	445	44.0
Redcar & Cleveland	835	27.3	860	28.2	415	49.7	400	46.7
Stockton	1130	29.1	1030	26.6	480	42.4	435	42.1
Tees Valley	3985	26.6	4015	26.6	1815	45.6	1750	43.5
North East	14060	28.2	14190	28.5	6375	45.3	6080	42.8
Great Britain	242735	26.0	233610	25.1	103445	42.6	90995	39.0

Source: JSU July 2006

- 7.19 Hartlepool has slightly lower numbers of those signing on and off the register than in Tees Valley, the North East or nationally. However, amongst those aged under 25 years, Hartlepool has a higher percentage (48%) signing on than that of the sub region, the region or nationally. For those signing off the register, Hartlepool's rate is lower than Tees Valley and the region but higher than the national rate. This indicates significant churn amongst this age group.

7.20 The table below provides the reasons why young people sign off the register.

Reason for leaving claimant count – 18-24 year olds	January 2006	April 2006	July 2006	October 2006
Found work	40	80	60	70
Increases work to 16+ hours/week	0	5	5	5
Gone abroad	0	0	10	0
Claimed Income Support	15	5	10	5
Claimed Sickness Benefit	-	-	-	-
Claimed Incapacity Benefit	5	5	15	20
Claimed another benefit	0	0	0	0
Gone to full-time education	0	0	0	15
Gone onto approved training	0	5	5	5
Transfer to Govt-supported training	15	45	20	40
Retirement age reached	0	0	0	0
Automatic credits payable	0	0	0	0
Claims back-to-work bonus	0	0	0	0
Gone to prison	0	0	0	0
Attending court	0	0	0	0
New claim review	0	0	0	0
Defective claim	0	0	5	0
Ceased claiming	0	0	0	5
Deceased	0	0	0	0
Not known	15	10	25	25
Failed to sign	90	120	90	110
Total	180	285	245	300

- These figures are missing. Data rounded to nearest 5.

Source: NOMIS

7.21 A snap shot of 'flow off' the register in 2006 taken at quarterly intervals shows that by far the most common reason for leaving the claimant count is failure to sign amongst this age group – accounting for between 37-50%, with finding work second (22-28%), and transfer to government supported training programme next (8-16%) with not known accounting for between 3-10%. Those signing off JSA to claim another benefit (incapacity and income support) account for 3.5-11%. It is not clear from the data how many of those transferring to Government supported training are young people on New Deal transferring to the options period.

7.22 The data also indicates a slightly greater churn amongst those young people unemployed under 6 months. It has not been possible to analyse the data further but consultation suggests a number of reasons for the slower reduction in the rate of those under 6 months unemployed and the significant churn on and off the register:

- (a) Avoidance of New Deal – 'the threat effect'. Young people are signing off the register before they are eligible for New Deal to take up employment or training, transfer to another benefit or fail to sign – only to sign on at a later date.

- (b) This creates the potential for churn between those claimants unemployed for over 6 months and those unemployed for under 6 months. If a young person who is eligible for New Deal signs off or fails to sign for 13 weeks, they break their eligibility for New Deal and return to under the 6 months unemployed category. Given that failure to sign is the most common reason for claimants in this age group signing off the register, there is a significant possibility that this kind of churn is taking place. Without further in depth analysis – the extent of this is not possible to gauge. Those who complete the gateway, options and follow through parts of New Deal return to JSA and have to complete another 26 weeks on JSA before they are eligible again for New Deal however, they are still counted in the 6+ unemployed category. To reduce this incidence of 'churn' amongst the 25+ claimants on New Deal, the eligibility criteria was amended – claimants would be eligible for New Deal if they had claimed JSA for 18 months over a 21 month period.
- (c) Young people dropping out of training and signing on. Discussions with young people and agencies indicate a number of possible reasons for this:
- 1) Young people completing the first year of their training who are then unable to secure a placement to complete their second year of training. These young people then join the claimant count when they are eighteen years old.
 - 2) Young people leaving school and start training but have no clear direction or progression route in mind. They later drop out as this was not the appropriate progression route for them.
 - 3) Young people leave school and embark on NVQ level 2 training. The progression routes available at this stage include level 3 training and university or employment. For those not 'academically' able to progress to a level 3 or University, the links to the labour market after completing their level 2 are not always visible or achievable. This may also link in with the high number of those at 18 who are 'not known' to Connexions.

7.23 Furthermore, the *Youth Unemployment in Hartlepool: Developing an evidence base report* identifies a number of barriers to young people accessing and progressing in the local labour market:

- (a) **Employability skills** – it was felt that many young people lack key employability and life skills. From discussions with employers and training providers it is possible to see their role developing into one of 'parent', providing 'life skills' support to young people e.g. help with managing money, personal hygiene, getting to work/training on time, taking responsibility for their actions.

- (b) **Basic skills-** concern was expressed that despite significant funding to support the improvement of basic skills, this was still a major barrier to young people accessing and progressing in training or the labour market. Changes to the New Deal programme in Hartlepool have seen the introduction of basic skills support in the gateway period to assist with job search and progression to training.
- (c) **Generational unemployment** - it was felt that young people lack role models in relation to training and employment and that this was limiting their aspirations. 7 out of 10 of the young people interviewed stated their parents and other family members were not working – a significant number of parents had caring responsibilities either for other siblings or relatives. The issue was also raised that worklessness was increasingly concentrated in families and communities where a culture of worklessness and benefit dependency was the 'norm' and an accepted way of life. Since 1996 the number of families on benefits with children under 15 in the town has increased overall. However, single parent families have significantly decreased. This could be an indication that New Deal for Lone Parents is having an impact on lone parent's families.
- (d) **Structural issues** - Benefit dependency was felt to impact on the group identified above, particularly in relation to a young person's status (e.g. in learning, unemployed working) and its impact on the family's benefits. It was also felt to be an issue where young people were claiming incapacity benefit, where minimum wage jobs are not that attractive in comparison.
- (e) **Macro economic issues** – there was felt to be a lack of jobs resulting in a significant number of young people taking up training.
- (f) **Recruitment and training of young people** – Employers were not always clear about "how to go about" recruiting young people under the age of 18. Where recruitment and retention of young people had been successful this was attributed to:
- Good local networks – local businesses embedded in local communities
 - Employer had employed the young person straight from school and invested significant training and support. One employer felt that when young people leave education/training at 18-20 they were less inclined to "learn a trade and more difficult to mould".
 - Employer assumes the 'parent role' providing significant social and emotional support to young people.

7.24 During discussions of this item Members expressed concern that the process of claimants signing off the unemployment register to go abroad and re-signing onto it when returning from abroad was contributing towards unemployment figures, and 'churn' in particular, and that this should be challenged, wherever possible.

Impact of mainstream provision

- 7.25 The *Youth Unemployment in Hartlepool: Developing an evidence base report* argues that it is possible to conclude that mainstream support is impacting positively on young people aged 16-18 in Hartlepool because the majority of young people in this cohort are engaged in Education, employment or training (EET) - 87%, and the NEET group and the 'not know n' have both seen reductions in Hartlepool.
- 7.26 However, the data and qualitative information highlights a number of areas for further consideration:
- (a) There are vulnerable groups within the NEET group who require targeted and intensive support – in particular teenage parents and young carers.
 - (b) Young people appear to be dropping out of training and potentially contributing to the significant number of 'not know n' aged 17 and 18 in Hartlepool.
 - (c) Young people still seem unsure about progression routes and the need for more targeted vocational Information Advice and Guidance (IAG) linked to the local labour market as identified.
 - (d) There was a general consensus that training and education was not adequately preparing young people for the labour market. Whilst Hartlepool has high rates of people achieving NVQ level 1 and 2, how far is this training improving their employability and assisting them to get jobs?
 - (e) Young people are 'turned off' by traditional learning styles, particularly if they have basic skills issues.
 - (f) The young people interviewed and feedback from agencies identified a very clear lack of aspiration and inspiration with some of the provision available

8. Roles and Responsibilities of the Various Stakeholders in Hartlepool who have some Responsibility for Tackling Youth Unemployment

- 8.1 Over the course of this Scrutiny Investigation each of the major stakeholders that exercise some responsibility for this issue have been invited to attend the Forum to provide evidence. These bodies are:
- (a) Job Centre Plus;
 - (b) The Learning and Skills Council;
 - (c) Connexions; and
 - (d) The Community and Voluntary Sector.

Jobcentre Plus

- 8.2 Jobcentre Plus is a government agency supporting people of a working age from welfare into work, and helping employers to fill their vacancies. They are part of the Department of Work and Pensions and play a major role in supporting the Department's aim to, 'promote opportunity and independence for all through modern, customer-focused services.' Initially a new claim for

JSA has a work focused interview. If the claimant has been claiming Hardship for longer than 6 months they will immediately be available for New Deal. At 13 weeks of unemployment about 70% of claimants have got employment at this stage. At 6 months unemployment they move onto New Deal for Young people.

- 8.3 At a macro level youth unemployment was identified as a key economic issue by the current Government and in 1998 and the New Deal for Young People was introduced to provide a series of cohesive and integrated interventions that aimed to improve the skills and employability of young people.
- 8.4 The New Deal is delivered by Jobcentre Plus, an executive agency of the Department of Work and Pensions and elements of the programme are sub-contracted to external public, private and voluntary sector organisations that provide training, work placements and personal development support. Each person is provided with a Jobcentre Plus Personal Advisor who is responsible for supporting the claimant through the New Deal journey to the point whereby employment is secured. The New Deal is a mandatory programme, and JSA claimants are expected to participate in programmes that will meet the objectives of individual job seeker agreements. Benefit entitlement can be affected if the young person fails to adhere to the requirements of the programme in relation to attendance and timekeeping.
- 8.5 During the evidence gathering session with the representative from Jobcentre Plus Members focused on the need to make jobs and employment attractive to young people. The issue of low wages for potentially unrewarding jobs was discussed and it was felt that employment needed to be sufficiently attractive for some young people to move them away from benefits.
- 8.6 At the following meeting of this Forum on 22 March 2007 Members questioned the impact that the six month period of unemployment as a qualification for New Deal training programmes was having on the unemployed claimant count. It was argued that some young people may be remaining unemployed specifically to access training courses through the New Deal programme. It was indicated to Members that the New Deal programme had been set up with the intention of responding to the key issue of young people who had been unemployed for over six months and that the programmes were geared towards improving the skills and employability of young people that had been unemployed for this length of time. Nevertheless, Members argued that the Authority should be lobbying for enhanced flexibility in the delivery of the New Deal programme so that young people could access training courses if they were unemployed for less than six months.

Learning and Skills Council (LSC)

- 8.7 Representatives of the LSC were unable to attend the Forum's evidence gathering session with external partners. However, they were eager to be involved in the process and submitted written evidence to the Forum instead. This sub-section draws on the written information provided by LSC.

- 8.8 The LSC plan and invest in high quality education and training for young people and adults that will build a skilled and competitive workforce. They help employers to get the training and skills they need for their business. The LSC are transforming the further education sector to meet the needs of employers and the local community. They are committed to improving learning opportunities for everyone.
- 8.9 The LSC is working towards the following regional priorities as detailed in the Tees Valley Learning and Skills Council Annual Plan 2006 – 07:
- (a) Increase employer demand for, and investment in, skills.
 - (b) Raise individual aspirations and demand for learning and provide individuals with opportunities throughout life to achieve their aspirations and embrace change.
 - (c) Enable those excluded from the Labour market to access learning and sustainable employment.
 - (d) Ensure all individuals have the foundations for employability – the attainment of Skills for Life and a first level 2 qualification.
 - (e) Increase the achievement of intermediate and higher level skills to support growth, innovation and productivity.
 - (f) Enable colleges and learning providers to be more responsive to employers' and learners' needs.
- 8.10 Following a joint mapping exercise by the LSC and Hartlepool LA it was found that there was no significant gaps in provision in this age band with the exception of level 3 in Accounting and Horticulture. However, NEET remains stubbornly high despite working in collaboration with Connexions on a number of projects. A review of the young people classified as NEET has highlighted that young people from vulnerable groups form a higher than expected percentage of the NEET group. Local Area Agreements have identified these groups and projects have been introduced to target these vulnerable groups. Specific actions that will be taken, across the Tees Valley, to reduce the NEET group will include:
- (a) Via the European Social Fund provision of programmes of support for 500 13-17 year olds at risk of joining the NEET;
 - (b) Provide 300 additional places on pre E2E programmes; and
 - (c) Deliver a programme of education business link activity to include 8,200 work experience places, 100 professional days for teachers and 250 employers engaged in work related activity.
- 8.11 The LSC collaborates with the following organisations in relation to this issue: Jobcentre Plus; Connexions; the Local Authority; Schools; Colleges; Work-based Learning Providers; Sector Skills Councils; and Local employers.

Connexions

- 8.12 Representatives of Connexions were unable to attend the Forum's evidence gathering session with external partners. However, they were eager to be

involved in the process and submitted written evidence to the Forum instead. This sub-section draws on the written information provided by Connexions.

- 8.13 Connexions is a relatively recent statutory service, created under the Learning & Skills Act 2000 in order to, *“encourage, enable or assist, directly or indirectly, young people’s effective participation in learning”* (Section 114).
- 8.14 The Connexions service also totally subsumed the responsibilities and budgets of the previous Careers Service, created under the still extant 1973 Employment & Training Act in order to *“assist young persons undergoing relevant education to decide what employments, having regard to their capabilities, will be suitable for and available to them when they cease undergoing such education; and what training or education is, or will be required, by and available to them, in order to fit them for those employments.”* (Section 8 as amended by Trade Union Reform & Employment Rights Act 1993).
- 8.15 Since 2002 Connexions partnerships have had a responsibility to report the current known destinations of all 16-19 year olds who have completed compulsory education. Throughout its brief history, all 47 Connexions Partnerships have been set targets by DfES, via its annual planning guidance, to reduce the levels of youth unemployment amongst those aged 16-18 in particular. Initially all partnerships were asked to reduce youth unemployment by one tenth (10%) between November 2002 and November 2004, and subsequently by varying levels (depending on previous baselines) between November 2004 – November 2006.
- 8.16 These targets were the forerunners of the current national DfES PSA target 12 to reduce Not in Employment, Education or Training (NEETs) by 2 percentage points from 8% to 6% over the period 2004 to 2010. With the demise of subregional Connexions services, these targets have now manifested themselves, with an annual trajectory, as part of local authorities’ Local Area Agreement targets.
- 8.17 During discussions at the informal meeting of this Forum on 8 March 2007 it was recognised that Connexions is being brought under the remit of the Local Authority. Consequently, Members suggested that the Authority (and Economic Development and Children’s Services, in particular) seek to work closely with Connexions to support young people to achieve economic well-being.
- 8.18 The key elements of provision by Jobcentre Plus, Learning and Skills Council and Connexions Tees Valley (this sub regional service will be disaggregated in April 2007) have been included in the table below. Delivery of programmes can be via a range of contractors from the public, private and voluntary sectors.

Provider	Provision	Key Elements
Job Centre Plus	<p>Support for people of working age</p> <p>Under 6 months unemployed –</p> <p>Over 6 months unemployed New Deal for Young People 18-24 years:</p> <ul style="list-style-type: none"> • Mandatory programme • Must have been claiming JSA for 6 months to be eligible for the programme 	<ul style="list-style-type: none"> • Active help from personal advisers to find work to meet individual needs • Jobseeker Direct is a job vacancy phone service • All young people assigned Personal Adviser • Assistance to draw up action plan • 'Gateway' for up to 4 months – regular meetings with Personal Adviser and then move into full time help/package of support • Option period: during this time the young person receives a training allowance equivalent to JSA and may also receive a £15.38 top up • Options include: work experience, placements with employer or voluntary organisation, courses to develop skills employers want, help applying for jobs. • At end of option period if not found employment or moved into training they young person returns to JSA for 'follow through' period.
Learning and Skills Council	<p>Improving the skills of young people and adults to ensure a workforce of world-class standard.</p> <p>Apprenticeships -</p> <p>Entry to Employment (E2E)</p> <p>Further Education</p> <p>1st level 2 Entitlement</p> <p>Adult & Community Learning</p>	<p>A work-based learning programme that allows employers to train existing staff and new young people. The programme involves key skills qualification as well as technical certificate eg BTEC, City and Guilds. Lasts between 1-4 yrs.</p> <p>Programme aimed at young people aged 16 – 18 who are not involved in employment, education or training; aims to prepare the learner for employment in the apprenticeship programme through work placements and/or training.</p> <p>Courses can be full or part time, academic or vocational. Providers fall broadly into five categories: agriculture and horticulture colleges; art, design and performing arts colleges; general FE and tertiary colleges; sixth form colleges; and specialist designated institutions.</p> <p>Priority given to those learners who have not already achieved this standard.</p> <p>Support a diverse range of community-based and outreach learning opportunities.</p>

	Skills for Life – National LSC Train to Gain -for businesses,	Initiative for improving literacy, numeracy and language (ESOL) skills. Skills Brokers match any training needs identified with training providers ensure that training is delivered to meet business needs.
Connexions Tees Valley	Offers a family of services Valley including impartial and accessible information, advice and guidance for 13-19 year olds	Service delivered by teams of Personal Advisers located at: <ul style="list-style-type: none"> • schools and colleges • community locations • youth facilities • one stop shops in high street locations As well as the Connexions Tees Valley website. Support offered includes: Support learning, removing barriers to progression, raising aspirations and creating opportunities to enter education, employment or training.

The Community and Voluntary Sector

- 8.19 A representative of HVDA, who manages Millennium Volunteers, provided verbal evidence to Forum. It was argued that the Community and Voluntary Sector (CVS) can identify needs and fill in gaps not provided by statutory providers. In the CVS in the town only two organisations offer support specifically for young people, these are Brougham Annex and OFCA. However other CVS organisations provide support to young people on an ad hoc basis. For example, the West View Project takes young people away on confidence building weekends.
- 8.20 Through volunteering young people can gain skills and confidence. Volunteering can be an important stepping stone into work. Indeed, through Millennium Volunteers (MV) many young people move on to get jobs. Of the 35 young people who were unemployed and volunteered through MV last year 25 felt they had gained employment through volunteering.
- 8.21 Over the course of the investigation Members were generally supportive of the CVS's role in providing services for tackling youth unemployment. It was argued that the CVS's role should be maximised in providing services for this issue.

9. The Role of the Authority as a Non-statutory Service Provider in relation to Youth Unemployment, and in particular its Role in Economic Development

- 9.1 HBC is a non-statutory service provider for this issue. However, the Authority does exercise a role in monitoring and co-ordinating the LAA target and in its role as a 'Community Leader' and 'Place Shaper' in the locality. Consequently, it is HBC's intention to develop an additional range of employment and training projects that will assist in a reduction of youth unemployment and economic inactivity. To this end the Council have commissioned research to provide an evidence base that will support the development of these additional initiatives. As has been indicated earlier in this paper much of this evidence base has been used to inform the findings of this report (particularly section 7).
- 9.2 Locally HBC's Economic Development Service has worked closely with a number of agencies contracted by Job Centre Plus to deliver elements of the New Deal. This includes Nacro Tees Valley who are responsible for delivering the Environmental Task Force. This offers New Deal participants training, work experience and personal development, using environmental projects as the basis for improving employability. HBC developed a funding scheme to provide this as a waged option, so that young people are employed directly by the Council and the Neighbourhood Services Department has provided significant work activities to develop individual skills. In addition the Economic Development Service have used a variety of area based funding schemes to develop employment schemes that add value to mainstream New Deal provision and also support those people who are not eligible due to their benefit entitlement.
- 9.3 In this respect HBC, through Hartlepool Working Solutions, offers a range of employment related activities that facilitate a joined up approach to service delivery in the Neighbourhood Renewal Strategy (NRS) area. Hartlepool Working Solutions has seven separate elements:
- 1) Targeted Training;
 - 2) Womens Opportunities;
 - 3) Jobs Build;
 - 4) Work Route (ILM);
 - 5) Enhancing Employability;
 - 6) Progression to Work; and
 - 7) Work Smart.

Each element complements each other and aims to:

- (a) Provide support for residents furthest removed from the labour market by offering a cocktail of interventions, which help to overcome multiple barriers to employment.

- (b) Employment focused training, which meets the needs of the local labour market.
 - (c) Intermediary activities, which offer NRS residents with paid employment through HBC and acts as a transition to unsupported employment.
 - (d) Incentives to improve the match between the needs of employers and the aspirations of residents.
 - (e) Focused activities to support lone parents wishing to return to the labour market or become self-employed.
 - (f) Build links with employers to improve job brokerage and enhance agency activities in the town through the sharing of best practice.
 - (g) Ensure that residents have access to effective information, advice and guidance in order that they can make informed decisions regarding the opportunities open to them.
- 9.4 In 2005-06 Hartlepool Working Solutions supported 157 young people into employment.
- 9.5 During discussions Members expressed a desire to see more apprenticeships developed for young people. In addition, Members agreed that generational unemployment is a key issue that needs to be targeted.

10. Views of Young People who are Affected by this Issue

- 10.1 Given the time constraints for this investigation, it was agreed during the initial scoping exercise for this investigation that the views of young people would be sought through a focus group and fed back into the Forum. This was achieved through a couple of sessions with young people at the end of January and the beginning of February 2007. The views of the young people were fed back into the Forum through the, *Youth Unemployment in Hartlepool: Developing an evidence base* at its meeting on 23 February 2007 and are reproduced here.
- 10.2 The young people consulted with ranged from 17-21 years of age. Five young people were on E2e programmes, two were on New Deal and had just been accepted on HBC Intermediate Labour Market (ILM) project, one was in employment, and two were on placement with a voluntary sector organisation. Young people's perception of the training they had undertaken or were currently undertaking raised a number of issues:
- (a) It was evident that all the young people were unclear about what they wanted to do when they left school. This appears to result in:

Training as a stop gap – it was evident that most of these young people had taken up training because they did not know what else to

do or because “their mates were going on the course”. 6 out of 10 of the young people who had been on training all commented that they were unsure what they wanted to do when they left school and that the training course “was better than doing nothing”. One young person was very clear that once they turned eighteen they would leave the course and “they would get a job or sign on”.

Dropping out – many of the young people had started courses, usually straight from leaving school at 16 and had then ‘dropped out’ and then went onto start another programme at a different provider. Two of the young people interviewed said that they did not think they would complete the programme.

- (b) The young people were keen to start the job related aspects of the programmes and were not keen on the classroom elements of the training.
- (c) All the young people interviewed had had contact with a Connexions Personal Adviser with Personal Advisers referring young people to training provision.
- (d) One young person who had undertaken a diploma course at a college, but dropped out after two years, felt that there was not enough vocational support and was unclear as to the available progression routes had he completed the course.
- (e) Young people were keen to have more tasters of programmes to help them identify which course is ‘for them’.
- (f) 7 out of 10 of the young people interviewed stated their parents and other family members were not working – a significant number of parents had caring responsibilities either for other siblings or relatives.
- (g) The young people interviewed felt there were not enough jobs advertised for young people. Job adverts tended to ask for people with experience.

11. Suggested Areas for Improvement

- 11.1 The Terms of Reference for this investigation identified the need to suggest areas for improvement as part of the Forum’s remit in relation to this issue. This report has provided a summary of the evidence gathered by the Forum over a relatively short period of time. The information provided in this report suggests that this issue is broad and fairly complex. Indeed, the *Youth Unemployment in Hartlepool: Developing an evidence base report*, concluded that further consultation with young people, agencies and organisations is needed and highlighted some of the key areas that require further exploration. It argues that from discussions with young people, agencies and

organisations it is possible to identify a number of areas where additional resources could be targeted:

1. Links to the local labour market. Training and employment support must be closely linked to current and future opportunities in the local labour market. Employers are central to this and need to be:

- (a) Involved in the design and delivery of programmes.
- (b) Enabled and supported to provide work experience and placements to young people. The brokerage of placements is crucial to ensure young people complete their programmes.
- (c) Enabled and supported to provide more w aged apprenticeships.
- (d) Involved as earlier as possible. Employer involvement needs to start in schools with clearly identified progression routes with training.

Specialised Diploma Lines will be available from 2008 onwards to learners aged 14-19 within applied settings and contexts. They are designed to meet skills needs of employers and on this basis should assist in bridging the gap between learning and the labour market.

2. Sustained support for those with multiple barriers. Mentoring was seen as an initiative that could provide sustained support to this target group.

3. More Intermediate Labour Market (ILM) provision – in linking points 2 and 3 together, ILM type activity can provide intensive support clearly linked to the labour market, engaging local employers and leading to real jobs. This provision would need to be available across the age range 16-24.

4. More training and vocational tasters. This would provide more opportunities for young people to gain a real insight into different courses and areas of work before making decisions as to which training/vocational route they would like to go down.

5. Information, advice and guidance. Additional support is needed for those that drop out of training or are in danger of dropping out of training. Once a progression route had been identified additional support is needed to ensure that young person does not become NEET. More focused and clearly linked to progression routes to the local labour market

6. More intensive and focused support for those young people unemployed under 6 months. To ensure they identify an appropriate progression route and that their engagement and retention in that provision/opportunity is supported to prevent them returning to the claimant count.

7. Funding. Funding needs to be more flexible to respond to the needs of those hardest to reach. More provision needs to include flexible grants to support young people to overcome barriers to accessing and staying in training and employment.

11.2 More specifically the *Youth Unemployment in Hartlepool: Developing an evidence base report* made a number of recommendations that included:

- (a) A number of data issues need to be addressed, including:
 - 1) More in depth analysis of 18-24 claimant count and flow ; and
 - 2) Data on the delivery and outcomes of New Deal for Young People in Hartlepool.
- (b) Systems for recording, collating and sharing data between agencies need to be developed and implemented in order to gain as full an understanding of these claimant group.

11.3 In addition a number of further potential projects areas have been suggested through the *Youth Unemployment in Hartlepool: Developing an evidence base report*. These include:

Extending ILM type activities across the age range to provide intensive support that can effectively address issues of basic skills, employability and wider social issues. Consideration needs to be given to extending current provision to 12months and introducing increments as incentives. Particularly with the 'hard to reach' groups a significant amount of resources and multi-agency working is required to remove more fundamental barriers eg care, financial/benefit, health, housing, aspirations

Support for those young people unemployed under 6 months to ensure they identify an appropriate progression route and that their engagement and retention in that provision/opportunity is supported to prevent them returning to the claimant count.

Support for young vulnerable young people – ensure existing and new provision can be targeted to the needs of vulnerable young people as identified in this report: young people leaving care, teenage parents, young carers and those with other 'family issues', homeless young people, young people with mental health issues, dependency issues and learning difficulties and disabilities. This also touches on the need for **support for those young people on incapacity benefit**. A greater understanding of this group and the support they require to move into training or employment is needed.

More training and vocational tasters to provide young people with the opportunity to gain a real insight into different courses and areas of work

Information Advice and Guidance (IAG) must be focused and clearly linked to progression routes in the local labour market and provide targeted support for those that drop out of training or are in danger of dropping out of training.

Explore the potential for social enterprise activities to support young people in training and employment opportunities.

Impact of the Educational Maintenance Allowance (EMA) needs to be monitored in terms of how far it assists young people to engage and stay engaged in learning.

- 11.4 In addition, in their written submission to the Forum on 23 February 2007 Connexions argued that:

There are no panacea solutions for what is a complex problem. As well as continuing to work on simplifying progression routes from foundation & intermediate level qualifications, areas to consider include making the rewards for participation in work based training as comparatively attractive to young people as they were prior to the introduction of the Educational Maintenance allowance. More support for organizations to employ young people through the work based learning programme and pay employed status rates of around £80 per week direct to the young person may reinvigorate participation. The proportion of young people in real jobs remains low. Whether this is more a reflection of the overall lack of buoyancy in the local labour market, as opposed to a potential relative lack of employability skills vis a vis other age cohorts needs to be more thoroughly investigated as this could shape potential solutions.

- 11.5 During the informal meeting of this Forum on 8 March 2007 Members indicated that they felt careers guidance and training for young people under 16 years of age is crucial to determining young people's attitude to employment. It was felt that the attitudes of young people to employment before they reached 16 years of age is key. Consequently, it was suggested further research should be conducted into the impact of the provision of key stakeholders on careers guidance and training and that these services should be fully integrated within schools.

12. CONCLUSIONS

- 12.1 Over the course of the Scrutiny Investigation the following conclusions have been agreed by the Forum:-

- (a) The overall rate of unemployment over the last ten years has fallen faster than it has done for the 18-24 ('youth') cohort.
- (b) Hartlepool has high levels of under 25's moving both on and off the unemployment claimant count. This is in contrast to the town's overall number of people moving both on and off the unemployment claimant count. Consequently, there are relatively high levels of 'churn' in terms of youth unemployment.
- (c) Through its consultation process with agencies and organisations the *Youth Unemployment in Hartlepool: Developing an evidence base report* identified that a significant amount of work and resources had been targeted at supporting the NEET group in Hartlepool and that headway

had been made in working with this group. The report argues that the focus for resources should now be directed towards those vulnerable young people within the NEET group: young people leaving care, teenage parents, young carers and those with other 'family issues', homeless young people, young people with mental health issues, dependency issues and learning difficulties and disabilities.

- (d) It was also felt that many NEET and vulnerable young people often have low aspirations, self esteem and motivation, and that further work is needed to address wider issues of social deprivation and generational worklessness. Many of the young people interviewed had eventually embarked on a particular training route because their Dad, Mum, brother, friend etc. had worked in this field. However, the majority of their parents and siblings were currently not working.
- (e) There is a general consensus that training and education is not adequately preparing young people for the labour market. Whilst Hartlepool has high rates of people achieving NVQ level 1 and 2, how far is this training improving their employability and assisting them to get jobs?
- (f) Young people face particular barriers in relation to their engagement and retention in training and employment, which include; lack of employability skills, lack of basic skills, and structural barriers, including benefit dependency and a lack of jobs in the local labour market
- (g) Over the last 10 years Hartlepool has seen a reduction in the number of 18-24 year old claimants. But there is insufficient data available to ascertain the impact of New Deal on this reduction or to analyse the destinations of these young people. Within this cohort there is significant 'churn' on and off the claimant register which would be consistent with feedback from young people, agencies and organisations that young people are dropping out of provision or avoiding New Deal, however, without further data and analysis this cannot be confirmed.
- (h) The young people interviewed and feedback from agencies identified a very clear lack of aspiration and inspiration in relation to some of the provision available. However, there was a general consensus that mainstream provision had the potential to make a difference to young peoples' training and employment opportunities and to their lives in general, but it was felt that this was down to how individual providers delivered the programmes and that due to the sometimes fragmented nature of provision the support to ensure their learning and experience gained from various programmes of support was translated into positive outcomes, was often lacking.
- (i) That the identification of Youth Unemployment as a local 'problem' through a Local Area Agreement (LAA) target represents a positive step towards improving this issue through the enhanced performance management and monitoring and local actions that the introduction of a LAA target can bring about.

- (j) That the *Youth Unemployment in Hartlepool: Developing an evidence base report*, which has been attached at **Appendix A** (and has informed much of the findings of this report) identifies a number of data issues that need addressing and a number of potential project areas, which could help to maintain the momentum generated for this issue through the introduction of the LAA target.
- (k) A number of issues were raised were by the young people, agencies and organisations consulted with in the production of the *Youth Unemployment in Hartlepool: Developing an evidence base report*, which could contribute to the Forum's conclusions. Including:-
- 1) Concern was expressed that young people are dropping out of training, in particular this was felt to be an issue in relation to young people part completing programmes due to being unable to secure a placement.
 - 2) It was felt that academic routeways were not suitable for all and that more vocational routes incorporating different (individual) learning styles were needed to assist with keeping young people engaged in education and training.
 - 3) There needs to be "a stronger bridge between training and labour market" and in particular it was felt that there needed to be more input and support from employers for apprenticeships.
 - 4) Introduction of the Education Maintenance Allowance (EMA) was seen as having both a positive and negative impact. Whilst it was recognised the EMA may help some young people to take up training it was also suggested that it may not necessarily help those young people wanting to progress along the work based learning route and its introduction had resulted in a reduction in numbers of young people on E2e and apprenticeships, and the 'means test' element of the application was deterring some families from applying.
 - 5) The key to engaging and retaining young people in learning is identifying a 'spark' of interest – something that interests and inspires them.
 - 6) Mainstream funding can be too output driven and not always flexible enough to support the hardest reach young people. Additional funding streams (e.g. European Social Fund, Co financing) have been targeted at the NEET and hard to reach groups to assist with engaging and retaining them in learning. However, as these short term funding streams come to an end – concern was expressed that Hartlepool may see an increase in these figures without sustained targeting of additional resources.

13. RECOMMENDATIONS

- 13.1 The Regeneration and Planning Services Scrutiny Forum has gathered evidence from a wide range of sources. The key recommendations to Cabinet are:

- (a) That the Authority is commended for taking on an active role in relation to Youth Unemployment and that the value of this work is supported and that, wherever possible, it should be supported further.
- (b) That the data issues and potential project areas identified in the *Youth Unemployment in Hartlepool: Developing an evidence base report*, which has been attached at **Appendix A**, are supported as a means to maintain the momentum generated for this issue through the introduction of the LAA target.
- (c) That, given that Connexions is being brought under the remit of the Local Authority, the Authority (and Economic Development and Children's Services, in particular) seek to work closely with Connexions to support young people to achieve economic well-being.
- (d) That further research should be conducted into the impact of the provision of key stakeholders on careers guidance and training for under 16's and that these services should be fully integrated within schools.
- (e) That the Authority should lobby for increased flexibility of the New Deal programme so that young people are able to access training programmes through this programme even if they have been unemployed for less than six months.
- (f) That the CVS's role should be maximised, wherever possible, in providing services for tackling youth unemployment.

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BACKGROUND PAPERS

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

- (a) Report entitled 'Determining the Work Programme' (Scrutiny Support Officer) presented to the Regeneration and Planning Services Scrutiny Forum on 16 June 2006.
- (b) Report entitled 'Youth Unemployment – Scoping Report' (Scrutiny Support Officer) presented to the Regeneration and Planning Services Scrutiny Forum on 18 January 2007.

- (c) Report entitled 'Youth Unemployment – Evidence from Connexions – Covering Report' (SSO) presented to the Regeneration and Planning Services Scrutiny Forum on 23 February 2007
- (d) Report entitled 'Youth Unemployment – Evidence from the Learning and Skills Council – Covering Report' (SSO) presented to the Regeneration and Planning Services Scrutiny Forum on 23 February 2007
- (e) Report entitled 'Youth Unemployment – Evidence from Job Centre Plus – Covering Report' (SSO) presented to the Regeneration and Planning Services Scrutiny Forum on 23 February 2007
- (f) Report entitled 'Youth Unemployment – Evidence from the Community and Voluntary Sector – Covering Report' (SSO) presented to the Regeneration and Planning Services Scrutiny Forum on 23 February 2007
- (g) Report entitled 'Scrutiny Investigation into Youth Unemployment – Draft Research Report' (Economic Development Manager) presented to the Regeneration and Planning Services Scrutiny Forum on 23 February 2007.
- (h) Report entitled 'Scrutiny Investigation into Youth Unemployment – Draft Final Report' (Regeneration and Planning Services Scrutiny Forum) presented to the Forum on 22 March 2007.
- (i) Minutes of the Regeneration and Planning Services Scrutiny Forum from the 16 June 2006, 18 January, and 23 February 2007. In addition, the draft minutes from 22 March 2007 were used in preparation of this report.

YOUTH UNEMPLOYMENT IN HARTLEPOOL
Developing an evidence base

FEBRUARY 2007

Tracy Elwin - Research and Consultancy

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1. Introduction

It is Hartlepool Borough Council's intention to develop an additional range of employment and training projects that will assist in a reduction of youth unemployment and economic inactivity. To this end the Council have commissioned research to provide an evidence base that will support the development of these additional initiatives.

1.1 The Brief

The research brief outlines a number of key areas for further exploration.

- What is the real scale of the NEET problem in Hartlepool and what are the factors that lead to 16 and 17 year olds becoming classified as NEET?
- What has been the impact of mainstream publicly funded employment and training programmes targeted at 16-24 year olds?
- Where are the gaps in mainstream provision?
- What are the perception of employers and young people?

It was also the intention that this work should build upon the research undertaken by CLES into unemployment in Hartlepool in 2001. This research brief posed a number of questions:

- Why had the unemployment rate for Hartlepool remained at the 10-11%?
- Why had success across a range of initiatives not translated into lower unemployment levels?
- What are the key groups or segments within the total group of unemployed and how are they fairing within the overall statistics?
- Churn in the labour market - what does it say about the structure of the labour market?

The report concluded that the vast part of what was going on in the labour market ***“is a direct result of macro economic drivers and policies. Other problems are institutionalised or cultural and will not be easy to resolve”***.

The report highlighted in particular that:

- Unemployment rates had remained high due to macro economic pressures – Hartlepool's slack labour market meant that active labour market projects had had less impact. Employment opportunities were not impacting on those on JSA but were being taken up by those who were economically inactive and had a greater incentive to work.
- There was evidence of significant churn in the labour market – with many people coming on and off training courses and initiatives
- Barriers to employment for the 16-24 age group included:

- A lack of work experience and qualifications
- The inter relationship between work and parents' benefits (where the young person was living at home)
- Unrealistic expectations of work and wages
- These young people were often in a non working peer group.

This report aims to build on and update the findings of this research focussing on the 16-24 age group. Given the huge body of data and the breadth of provision available to this target group it has not been possible to provide an in depth analysis in the available timeframe. However, this research has begun the process of 'unpicking the headline data' on youth unemployment and undertaken some initial consultation with young people and key stakeholders. From this initial research it has been possible to build up a picture of youth unemployment in Hartlepool and to identify a number of key areas that require further and more detailed exploration and analysis.

1.2 Methodology

The research took place between November 2006 and January 2007. The first stage of the research involved a review of the existing data using NOMIS and JSU reports, comparing the data where possible, to the rest of Tees Valley and the UK; focusing on indicators in relation to claimant count, economic activity and inactivity, worklessness, the NEET group and destinations of school leavers.

This data has then been supplemented by qualitative anecdotal information from semi structured interviews with individuals and focus groups as well as responses to questionnaires. To date consultation has taken place with 18 representatives from the public, private and voluntary sector as well as interviews and focus groups with 10 young people. The young people ranged from 17-21 years of age. Five young people were on E2e programmes, two were on New Deal and had just been accepted on Hartlepool Borough Council's ILM project, one was in employment, and two were on placement with a voluntary sector organisation.

2. Background

Over the last 10 years Hartlepool has benefited from significant investment in the regeneration of the town, both physically and in its people.

- City Challenge
- Single Regeneration Budget
- New Deal for Communities
- Neighbourhood Renewal Fund
- European Social Fund Objective 2 &3 and ERDF

Improving the employability of the town's residents has been a key priority for these regeneration initiatives.

2.1 Mainstream provision

Within the timeframe available it has only been possible to apply a 'light touch' approach to assessing mainstream provision and undertaking a gap analysis.

On this basis the mainstream programmes available to this target group include those funded by Job Centre Plus, Learning and Skills Council and Connexions Tees Valley (this sub regional service will be disaggregated in April 2007). Delivery of programmes can be via a range of contractors from the public, private and voluntary sectors.

Provider	Provision	Key Elements
Job Centre Plus	<p>Support for people of working age</p> <p>Under 6 months unemployed –</p> <p>Over 6 months unemployed: New Deal for Young People 18-24 years:</p> <ul style="list-style-type: none"> • Mandatory programme • Must have been claiming JSA for 6 months to be eligible for the programme 	<ul style="list-style-type: none"> • Active help from personal advisers to find work to meet individual needs • Jobseeker Direct is a job vacancy phone service • All young people assigned Personal Adviser • Assistance to draw up action plan • 'Gateway' for up to 4 months – regular meetings with Personal Adviser and then move into full time help/package of support • Option period: during this time the young person receives a training allowance equivalent to JSA and may also receive a £15.38 top up. • Options include: work experience, placements with employer or voluntary organisation, courses to develop skills employers want, help applying for jobs. • At end of option period if not found employment or moved into training the young person returns to JSA for 'follow through' period.
Learning and Skills Council	<p>Improving the skills of young people and adults to ensure a workforce of world-class standard.</p> <p>Apprenticeships -</p>	<p>A work-based learning programme that allows employers to train existing staff and new young people. The programme involves key skills</p>

	<p>Entry to Employment (E2E)</p> <p>Further Education</p> <p>1st level 2 Entitlement</p> <p>Adult & Community Learning</p> <p>Skills for Life – National LSC</p> <p>Train to Gain - for businesses,</p>	<p>qualification as well as technical certificate eg BTEC, City and Guilds. Lasts between 1-4 yrs.</p> <p>Programme aimed at young people aged 16– 18 who are not involved in employment, education or training; aims to prepare the learner for employment in the apprenticeship programme through work placements and/or training.</p> <p>Courses can be full or part time, academic or vocational. Providers fall broadly into five categories: agriculture and horticulture colleges; art, design and performing arts colleges; general FE and tertiary colleges; sixth form colleges; and specialist designated institutions.</p> <p>Priority given to those learners who have not already achieved this standard.</p> <p>Support a diverse range of community-based and outreach learning opportunities.</p> <p>Initiative for improving literacy, numeracy and language (ESOL) skills.</p> <p>Skills Brokers match any training needs identified with training providers ensure that training is delivered to meet business needs.</p>
Connexions Tees Valley	Offers a family of services Valley including impartial and accessible information, advice and guidance for 13-19 year olds	<p>Service delivered by teams of Personal Advisers located at:</p> <ul style="list-style-type: none"> • schools and colleges • community locations • youth facilities • one stop shops in high street locations <p>As well as the Connexions Tees Valley website.</p> <p>Support offered includes: Support learning, removing barriers to progression, raising aspirations and creating opportunities to enter education, employment or training.</p>

The above agencies supplement their mainstream provision with a range of additional projects and initiatives funded from Europe as well as area based

regeneration programmes. This enables the targeting of additional resources to identified needs. However, these funding streams are fixed term but they enable pilot provision to be delivered and any subsequent good practice to be mainstreamed.

Hartlepool Borough Council provision

Hartlepool Working Solutions offers a range of employment related activities that facilitates a joined up approach to service delivery in the NRS area. Hartlepool Working Solutions has seven separate elements:

- Targeted Training
- Womens Opportunities
- Jobs Build
- Work Route (ILM)
- Enhancing Employability
- Progression to Work
- Work Smart

Each element complements each other and aims to:

- Provide support for residents furthest removed from the labour market by offering a cocktail of interventions, which help to overcome multiple barriers to employment.
- Employment focused training, which meets the needs of the local labour market.
- Intermediary activities, which offer NRS residents with paid employment through Hartlepool Borough Council and acts as a transition to unsupported employment.
- Incentives to improve the match between the needs of employers and the aspirations of residents.
- Focused activities to support lone parents wishing to return to the labour market or become self-employed.
- Build links with employers to improve job brokerage and enhance agency activities in the town through the sharing of best practice.
- Ensure that residents have access to effective information, advice and guidance in order that they can make informed decisions regarding the opportunities open to them.

In 2005-06 Hartlepool Working Solutions supported 157 residents into employment.

2.2 Population

The table below shows the population of Hartlepool by age group. The cohort this report focuses on, the 16-24 age group, represent 10,600 of the overall population in Hartlepool in mid 2006 making up 12% of the overall population.

	Total Population	Population by Age Group:						
		0-4	5-15	16-24	25-44	45-ret*	Ret*-74	75 plus
Darlington	99,800	6,100	13,400	10,900	26,400	23,200	11,700	8,000
Hartlepool	89,600	5,200	13,000	10,600	23,400	20,400	10,600	6,500
Middlesbrough	137,300	8,200	19,800	18,000	37,600	29,700	14,600	9,600
Redcar & Cleveland	137,200	7,200	18,600	15,600	34,100	32,600	18,000	11,200
Stockton-on-Tees	187,100	10,500	26,400	22,000	51,600	43,700	20,500	12,500
Tees Valley	651,000	37,100	91,100	77,100	173,100	149,600	75,400	47,700
North East	2,529,000	132,700	334,000	305,500	662,400	592,200	302,000	200,200
England & Wales	53,463,000	3,070,000	7,131,000	6,219,000	15,128,000	11,813,000	5,942,000	4,160,000

Notes : * "Ret" - Retirement age is 60 for Women, 65 for Men. Totals may not sum due to rounding.

Source : TVJSU

2.3 Economic Profile of Hartlepool

This section provides a snapshot of the local economy for the year ended December 2005 (Economic Profile for Districts in the Tees Valley - October 2006 Edition, JSU).

- 71.7% of the working age population are economically active. Hartlepool has the lowest rate of economic activity across Tees Valley and is significantly lower than the rate for the region – 75.2% and nationally 78.4%. Since 1999 Hartlepool is the only area in the Tees Valley that has seen an overall reduction in the rate of economic activity.
- 67.2% of the working age population are in employment – 49.6% in full time and 17.7% in part time employment. Hartlepool has a lower rate than Tees Valley (only Middlesbrough is lower than Hartlepool at 66.4%), the region and nationally.
- 6.4% of the working population are in self employment – this is the second highest rate in Tees Valley. Hartlepool has seen a significant

increase in this rate since 1999 – almost 3% - the highest increase in Tees Valley. This rate compares favourably with Tees Valley and the region at 6% and 6.3% respectively but is still lower than the national rate at 9%.

- 16.1% of the working age population have an NVQ4 or above (the lowest in Tees Valley). This is significantly lower than the regional rate of 21.3% and the national rate of 26.5%. 20.2% have no qualifications (the second highest in Tees Valley) compared to 18.8% for Tees Valley, 15.6% for the region and 14.3% nationally.
- Unemployment has been steadily decreasing since 1997 – from 8% to a low of 3.8% in 2005. The rate is now increasing and had reached 4.5% in September 2006. This rate is higher than Tees Valley at 3.8%, the region at 3.2% and nationally at 2.6%.
- Worklessness can be used as an alternative view of unemployment by measuring the total percentage of people of working age without work. Hartlepool's workless rate in September 2006 was 34.8% - the second highest in Tees Valley – higher than both Tees Valley at 33% and Great Britain at 25.5%.
- Hartlepool's average weekly earnings (full time and resident based) at £373 are lower than Tees Valley, the north East and Great Britain.
- The job density figure for Hartlepool (devised as an indicator of job demand whilst vacancy data was temporarily unavailable) was 0.64 in 2004. The national average was 0.8 – indicating Hartlepool has more people than jobs and therefore has a slack labour market.

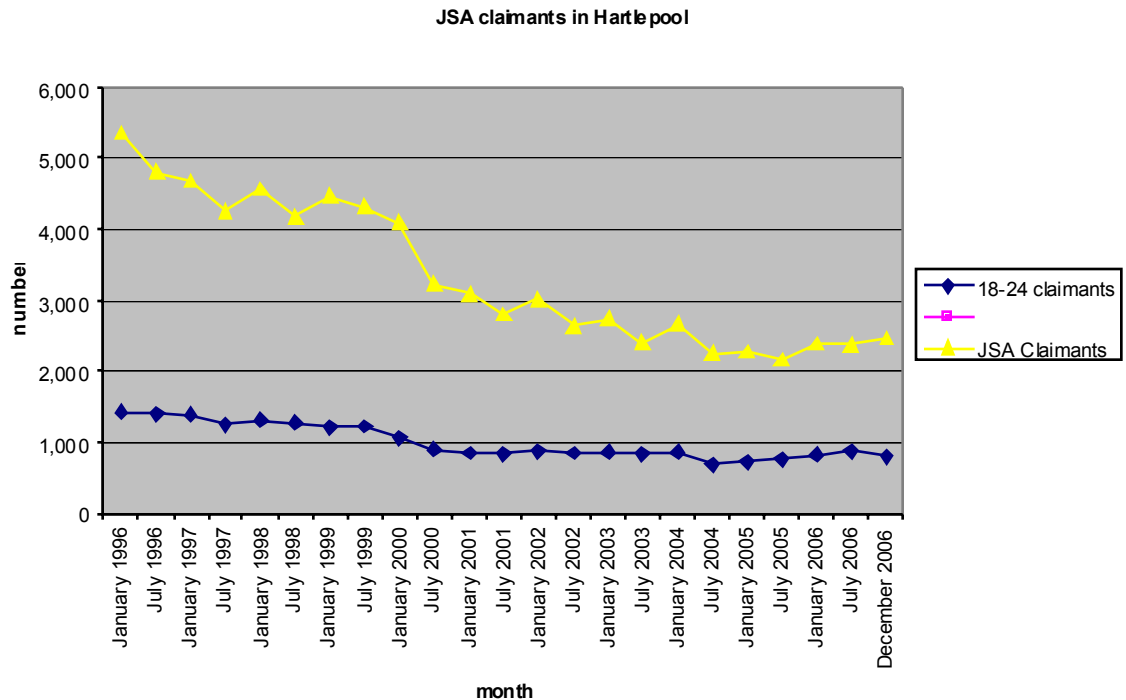
The CLES report provided a snapshot of the local economy in 2000 and found some similar characteristics:

- Slack labour market
- Low wage levels
- Lowered expectations of work and attainment
- High availability and provision of training

At this time unemployment was at 10.9% (February 2000). Over the last six years unemployment has reduced to 4.5% (September 2006) but the characteristics of the labour market remain similar.

2.4 Unemployment and worklessness

Youth unemployment is one of the key economic targets included in the Hartlepool Community Strategy, Local Area Agreement and Best Value Performance Plan. The long term target established in 2002 is to reduce the overall rate to 29% in 2012 from a baseline of 30.7%



As can be seen from the chart, overall unemployment (as measured in terms of claimant count JSA) has declined from a high of 5357 in 1996 to just over 2500 in January 2004 with 18-24 claimants reducing from a high of over 1400 to fewer than 800. However, during this period, the rate of 18-24 claimants measured as a proportion of overall JSA claimants fluctuated between 27% and reaching a high of 35% in the same period. The overall number of Hartlepool residents claiming JSA has declined at a greater rate than that of the 18-24 year old age group.

This research seeks to understand what is the real scale of youth unemployment in Hartlepool and provide an evidence base that will support the development of additional targeted employment and training projects that will lead to a reduction in youth unemployment. This report will address a number of key issues as laid out in the research brief:

- Research into the factors that lead to 16 and 17 year olds becoming classified as NEET and identify the real scale of the problem
- Assess the impact of mainstream publicly funded employment and training programmes targeted at 16-24 year olds
- Undertake a gap analysis of mainstream interventions
- Ascertain employers and young peoples perceptions of the issues

3. Findings

In order to gain a better understanding of the factors that may have impacted on the youth unemployment rate in Hartlepool the following data has been analysed:

- Population trends of the target group.
- Key indicators for the 16-18 cohorts – to gain in sight into the real scale of worklessness amongst this group: young people in learning and work, the NEET group and those whose destination is “not known”.
- Issues of unemployment and worklessness
- Claimant count and duration of unemployment.

Feedback from consultations with young people, agencies and organisations and stakeholders has also been used to add value to the data and to explore barriers to young people taking up training and employment.

3.1 Population trends

The overall population of the town in this period has declined; however, there has been a 15% increase in those aged 15-24 compared to only a 7% increase in those aged 25-59. With the main increase in those young people aged 15-19.

Whilst an increase in the population in this age group may account for some of the rate rise in 18-24 year old JSA claimants, analysis of data and qualitative information in relation to the 16-24 target group highlights some further issues.

3.2 Key Issues – 16-18 cohort

	Hartlepool	Tees Valley	England
16-18 Cohort Profile	2950	21209	1125658
% In learning	70.2	71.2	75.2
% NEET	11.7	12.4	8.6
% In employment	17.2	15.5	17.9
% Not known	4.00%	4.8	5.4

Source: Connexions Tees Valley

(i) Young People in learning

Hartlepool compares well with Tees Valley and England in terms of the number of young people in learning with 70.2% of this cohort in learning in Hartlepool compared to 71.2% in Tees Valley and 75.2% in England. Of those in learning, 58.2% are in education – slightly lower than Tees Valley (59.4%) and lower than England at 65.6%.

3.3% of those in learning are in employment with training – consistent with Tees Valley but significantly lower than in England – 6.4%. 8.7 of those in learning in Hartlepool are on government supported schemes. Both Hartlepool and Tees Valley are significantly higher than England at 3.2%.

Data on qualifications from the JSUs show s that Hartlepool has higher rates of people achieving NVQ level 1 and 2 than Tees Valley, the region or nationally, but lower rates of those achieving trade apprenticeships.

Qualifications of working age population – 2005 Annual Population Survey

	Percentage people of working age with at least the following qualification level -						
	NVQ4 and above	NVQ3	Trade apprenticeships	NVQ2	NVQ1	Other qualifications	With no qualifications
Darlington	25.5	14.0	4.9	16.3	13.6	5.0	20.8
Hartlepool	16.1	17.0	6.7	19.1	15.7	5.3	20.2
Middlesbrough	16.5	15.4	7.1	17.9	14.4	8.8	19.8
Redcar & Cleveland	18.8	16.8	7.4	17.8	14.7	7.2	17.2
Stockton-on-Tees	25.4	17.8	5.5	18.6	14.3	4.1	14.3
Tees Valley	18.4	14.7	8.5	17.0	16.5	6.2	18.8
North East	21.3	15.4	7.3	18.3	15.5	6.6	15.6
Great Britain	26.5	15.1	5.6	15.8	14.3	8.4	14.3

Source: Annual Population Survey/JSUTV

Data from Connexions Tees Valley also reveals that more young people currently in training in Hartlepool join the NEET group from work based learning (WBL), E2e or Government Supported Training (GST) than in England 5.1% and 3.6% respectively.

Young people's perception of the training they had undertaken or were currently undertaking raised a number of issues. 5/7 young people were currently on E2e provision in Hartlepool, but all ten young people had undertaken some training provision in the town. Those currently on e2e programmes were all in receipt of EMA.

- It was evident that all the young people were unclear about what they wanted to do when they left school. This appears to result in:

Training as a stop gap – it was evident that most of these young people had taken up training because they did not know what else to do or because “their mates were going on the

course". 6 out of 10 of the young people who had been on training all commented that they were unsure what they wanted to do when they left school and that the training course "was better than doing nothing". One young person was very clear that once they turned eighteen they would leave the course and "they would get a job or sign on".

Dropping out – many of the young people had started courses, usually straight from leaving school at 16 and had then 'dropped out' and then went onto start another programme at a different provider. Two of the young people interviewed said that they did not think they would complete the programme.

- The young people were keen to start the job related aspects of the programmes and were not keen on the classroom elements of the training.
- All the young people interviewed had had contact with a Connexions Personal Adviser with Personal Advisers referring young people to training provision.
- One young person who had undertaken a diploma course at a college, but dropped out after two years, felt that there was not enough vocational support and was unclear as to the available progression routes had he completed the course.
- Young people were keen to have more tasters of programmes to help them identify which course is 'for them'.

The issues raised were reinforced by the agencies and organisations consulted with:

- Concern was expressed that young people are dropping out of training, in particular this was felt to be an issue in relation to young people part completing programmes due to being unable to secure a placement.
- It was felt that academic routeways were not suitable for all and that more vocational routes incorporating different (individual) learning styles were needed to assist with keeping young people engaged in education and training.
- There needs to be "a stronger bridge between training and labour market" and in particular it was felt that there needed to be more input and support from employers for apprenticeships.

A number of further points were raised with reference to young people and learning:

- Introduction of the Education Maintenance Allowance (EMA) was seen as having both a positive and negative impact. Whilst it was recognised

the EMA may help some young people to take up training a number of concerns were expressed:

- It was not necessarily helping those young people wanting to progress along the work based learning route and its introduction had resulted in a reduction in numbers of young people on E2e and apprenticeships
 - The 'means test' element of the application was deterring some families from applying.
- The key to engaging and retaining young people in learning is identifying a 'spark' of interest – something that interests and inspires them.
- Mainstream funding can be too output driven and not always flexible enough to support the hardest reach young people. Additional funding streams (e.g. ESF, Co financing) have been targeted at the NEET and hard to reach groups to assist with engaging and retaining them in learning. However, as these short term funding streams come to an end – concern was expressed that Hartlepool may see an increase in these figures without sustained targeting of additional resources.

(ii) Young People and employment

The number of young people in employment in Hartlepool compares well with England and is higher than in the Tees Valley. However, data indicates that a significant proportion of this employment is part time (65%) (NOMIS Jan-March 2006).

Employment is not seen as an 'option' at 16/17, "once I turn eighteen I'll leave the course and get a job or sign on".. The young people interviewed all saw employment as the end goal and were keen to receive a wage –although many were unsure of what kind of job they would like. It was evident that some had unrealistic expectations of the world of work – one young person commented when he was on placement "I had to start work at 7am and didn't finish till 6.30pm and I didn't even get any backhanders".

Concerns were expressed that education and training were not closely enough linked to the labour market and employers and that the curriculum and training programmes do not prepare young people for the labour market.

(iii) NEET Young People

The NEET figures for Hartlepool are higher than England but lower than the Tees Valley at 11.7%.

The NEET group can be broken down into those available for work and those not available for work. In relation to Hartlepool, those NEETs available for work make up 7.9% of the overall 11.7% with those not available for work making up 3.6%. This is significantly higher than Tees Valley at 2.8% but almost three times the rate for England at 1.3%.

Consultation with agencies and organisations revealed a number of factors that lead young people to becoming NEET:

- Disengaging from learning at school
- Low skills and qualifications
- Low aspirations – linked to generational unemployment
- Lack of confidence to access support networks when things go wrong
- Wider social issues eg homelessness, dependency issues, mental health issues, teenage pregnancy, caring responsibilities, young people in care

Vulnerable young people

Further analysis of this group reveals that Hartlepool has the highest percentage of teenage parents of all local authority areas in England. Furthermore, the data indicates that only 50% of 19 year old care leavers in the town are in education, employment or training (EET), therefore, correspondingly 50% are NEET or not known. This trend replicated in Tees Valley (with the exception of Redcar and Cleveland) and England.

The consultation process with agencies and organisations identified very clearly that a significant amount of work and resources had been targeted at supporting the NEET group in Hartlepool and that headway had been made in working with this group. The focus for resources should now be directed towards those vulnerable young people within the NEET group: young people leaving care, teenage parents, young carers and those with other 'family issues', homeless young people, young people with mental health issues, dependency issues and learning difficulties and disabilities.

It was also felt that many NEET and vulnerable young people often have low aspirations, self esteem and motivation and further work is needed to address wider issues of social deprivation and generational worklessness. Many of the young people interviewed had eventually embarked on a particular training route because their Dad, Mum, brother, friend etc had worked in this field. However, the majority of their parents and siblings were currently not working.

(iv) The Not Knowns

Hartlepool has a lower number of not knowns than Tees Valley but is higher than England. Hartlepool in particular has made a significant improvement in reducing the numbers of not knowns at 16 – a reduction of 83% since June 2005 and has also made an impact on the 17 and 18 year olds, however, 18 year olds still make up 70% of those not known.

16-18 cohort – Not knowns	June 2006	June 2005	Reduction	% in age range
Not knowns	122			
Not known at 16	5	29	83%	4
Not known at 17	32	102	69%	26
Not known at 18	85	216	61%	70
16-18	122	347	65%	100

Discussions with Connexions highlighted that destinations of those aged 17 and 18 are much harder to trace at 18 as many sign on and 'shift' contact from Connexions, as a young people's service, to Job Centre Plus. The two agencies have started to share data to enable closer tracking of young people aged 17-18.

The higher numbers of not known at 17 and 18 can in part be explained by the difficulty in tracking them, however, this would also be consistent with a significant number of 17 and 18 year olds dropping out of training programmes as highlighted in the previous sections.

(v) Young People still at school

Although this is beyond the remit of this research, a number of issues were raised in relation to school aged young people and support available at school regarding training and employment:

- Disengagement from school (sometimes exclusion) due to curriculum issues, teaching and learning styles
- Options and route ways are not sufficiently explained to young people early enough. This was reinforced by the young people interviewed who indicated that they would have liked more information about courses and what they entailed and what they could expect
- Pressure at school to perform in course work and exams. Many young people feel they cannot live up to expectations. This was a feeling expressed by one young person interviewed "there was too much pressure to do well".

(vi) Impact of mainstream provision

From the data and qualitative information it is possible to conclude that mainstream support is impacting positively on young people aged 16-18 in Hartlepool:

- The majority of young people in this cohort are engaged in Education, employment or training (EET) - 87%.
- The NEET group and the not known have both seen reductions in Hartlepool.

However, the data and qualitative information highlights a number of areas for further consideration:

- There are vulnerable groups within the NEET group who require targeted and intensive support – in particular teenage parents and young carers
- Young people appear to be dropping out of training and potentially contributing to the significant number of 'not known' aged 17 and 18 in Hartlepool.

- Young people still seem unsure about progression routes and the need for more targeted vocational IAG linked to the local labour market was identified.
- There was a general consensus that training and education was not adequately preparing young people for the labour market. Whilst Hartlepool has high rates of people achieving NVQ level 1 and 2, how far is this training improving their employability and assisting them to get jobs?
- Young people are 'turned off' by traditional learning styles, particularly if they have basic skills issues.
- The young people interviewed and feedback from agencies identified a very clear lack of aspiration and inspiration with some of the provision available

3.3 Unemployment and Worklessness

The brief poses a specific question in relation to the 18-24 cohorts: to assess the impact of mainstream publicly funded employment and training programmes targeted at 16-24 year olds. This needs to be considered in light of the fact that the overall number of Hartlepool residents claiming JSA declining at a greater rate than that of the 18-24 year old age group.

The following table shows a profile of young people in the town in relation to employment and worklessness (May 2006). Due to how data is collected and collated it is not possible to analyse the data consistently across age groups and categories, however, the data in the table below provides an indication of the numbers in each category.

Indicator	16-17 years	16-19 years	18-24 years	20-24 years	Total
Unemployment (JSA Claimants)			820		820
Employment		2300		3700	6000
Income Support	50		730		780
Incapacity Benefit	30		410		440
Workless/Not known (remainder of population)					2560
Total					10,600
Ward with highest unemployment	Stranton				

67% of the 16-24 age groups are in employment, with almost 8% unemployed. 7% of the cohort is claiming income support and 4% are claiming Incapacity Benefit. When this data is compared with the corresponding rates for the 25-retirement age group, (3.7% unemployed, 14% Incapacity benefit, 10% income support), the rates of unemployment and

income support would seem high – however, this concurs with the data indicating that youth unemployment has reduced at a slower rate than overall unemployment but it would also be anticipated that the high incidence of teenage pregnancy amongst this age group would impact on the income support rate.

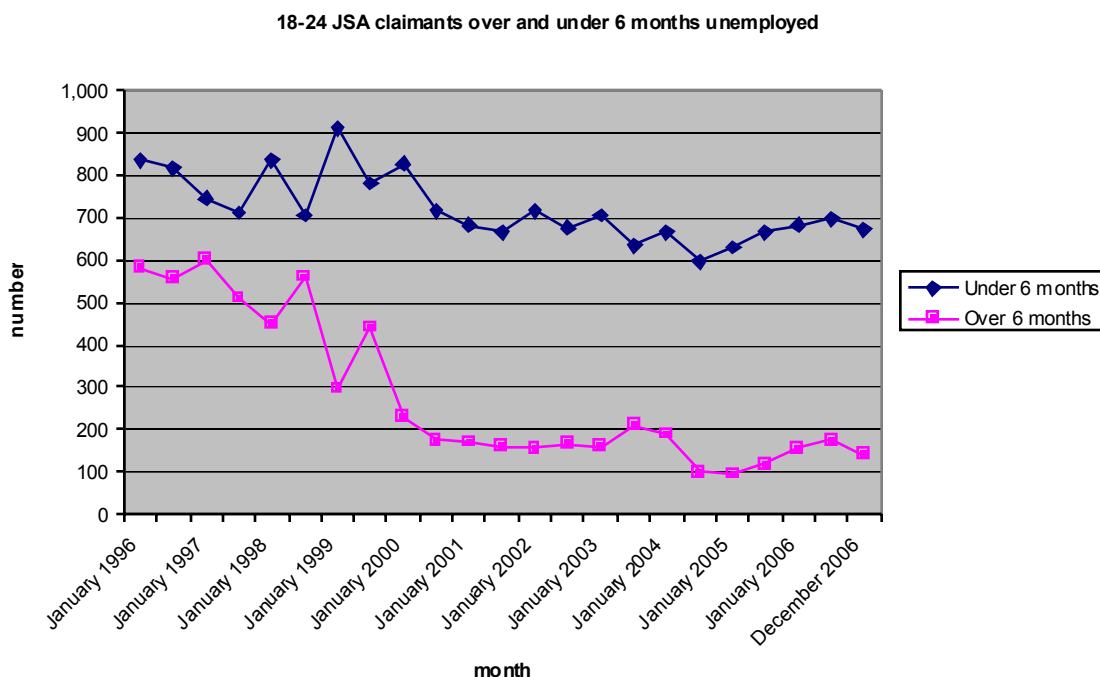
Furthermore, whilst the incapacity benefit rate for this group does not appear overly high in relation to the older age group – there are 440 young people on incapacity benefit – this figure does give cause for concern given the Government's green paper - A New Deal for Welfare Empowering People to Work (January 2006) which stated that "After two years on Incapacity Benefit, a person is more likely to die or retire than to find a new job". Does this mean that 4% of the 16-24 age groups could potentially be looking at long term benefit dependency?

(i) Claimant count and duration of unemployment

A closer look at the data reveals that the rate of unemployment is affected according to how long a young person has been unemployed.

Duration of unemployment

The following chart shows that those young people who have been unemployed for over 6 months have seen a significantly greater reduction in the numbers unemployed over the period than for those unemployed under 6 months.



Source: NOMIS

Those unemployed over 6 months are eligible for New Deal and it is this group that have seen a downward trend of 84% from its peak of 600 in January 1997 to its lowest point of 95 in January 2005. However, the numbers in this group have also started to increase steadily from this point, increasing to 175 in July 2006, although this figure has since come down to 140 in December 2006.

Those unemployed for less than 6 months have not seen the corresponding reduction in numbers. This group has seen a 35% reduction from its peak of 910 in January 1999 to its lowest point of 595 in July 2004. It would appear that the lower rate of reduction amongst this group is keeping the overall 18-24 rate at the 'high' identified in the baseline data. This trend is repeated across Tees Valley. Redcar and Cleveland have the lowest reduction in this claimant group of 33%. Further exploration of the factors impacting on the under 6 month unemployed group is required.

(ii) Churn

Churn is the number young people moving on and off the unemployment claimant count. The table below shows on and off flow for across Tees Valley, the region and nationally for those aged under 25 years.

	On flow		Off Flow		On flow under 25 years		Off Flow under 25 years	
	Number	%	Number	%	Number	%	Number	%
Darlington	495	29.4	520	30.9	210	42.7	220	42.7
Hartlepool	585	24.4	590	24.7	280	48.2	245	41.6
Middlesbrough	945	23.5	1010	25.2	430	45.7	445	44.0
Redcar & Cleveland	835	27.3	860	28.2	415	49.7	400	46.7
Stockton	1130	29.1	1030	26.6	480	42.4	435	42.1
Tees Valley	3985	26.6	4015	26.6	1815	45.6	1750	43.5
North East	14060	28.2	14190	28.5	6375	45.3	6080	42.8
Great Britain	242735	26.0	233610	25.1	103445	42.6	90995	39.0

Source: JSU July 2006

Hartlepool has slighter lower numbers of those signing on and off the register than in Tees Valley, the North East or nationally. However, amongst those aged under 25 years, Hartlepool has a higher percentage (48%) signing on than that of the sub region, the region or nationally and for those signing off the register, Hartlepool's rate is lower than Tees Valley and the region but higher than the national rate. This indicates significant churn amongst this age group.

The following table provides the reasons why young people sign off the register.

Reason for leaving claimant count – 18-24 year olds	January 2006	April 2006	July 2006	October 2006
Found work	40	80	60	70
Increases work to 16+ hours/week	0	5	5	5
Gone abroad	0	0	10	0
Claimed Income Support	15	5	10	5
Claimed Sickness Benefit	-	-	-	-
Claimed Incapacity Benefit	5	5	15	20
Claimed another benefit	0	0	0	0
Gone to full-time education	0	0	0	15
Gone onto approved training	0	5	5	5
Transfer to Govt-supported training	15	45	20	40
Retirement age reached	0	0	0	0
Automatic credits payable	0	0	0	0
Claims back-to-work bonus	0	0	0	0
Gone to prison	0	0	0	0
Attending court	0	0	0	0
New claim review	0	0	0	0
Defective claim	0	0	5	0
Ceased claiming	0	0	0	5
Deceased	0	0	0	0
Not known	15	10	25	25
Failed to sign	90	120	90	110
Total	180	285	245	300

- These figures are missing. Data rounded to nearest 5.

Source: NOMIS

A snap shot of flow off the register in 2006 taken at quarterly intervals shows that by far the most common reason for leaving the claimant count is failure to sign amongst this age group – accounting for between 37-50%, with finding work second (22-28%), and transfer to government supported training programme next (8-16%) with not known accounting for between 3-10%. Those signing off JSA to claim another benefit (incapacity and income support) account for 3.5-11%. It is not clear from the data how many of those transferring to Government supported training are young people on New Deal transferring to the options period.

The data also indicates a slightly greater churn amongst those young people unemployed under 6 months. It has not been possible to analyse the data further but consultation suggests a number of reasons for the slower reduction in the rate of those under 6 months unemployed and the significant churn on and off the register:

- Avoidance of New Deal – ‘the threat effect’. Young people signing off the register before they are eligible for New Deal to take up employment or training, transfer to another benefit or fail to sign – only to sign on at a later date.

- This creates the potential for churn between those claimants unemployed for over 6 months and those unemployed for under 6 months. If a young person who is eligible for New Deal signs off or fails to sign for 13 weeks, they break their eligibility for New Deal and return to under the 6 months unemployed category. Given that failure to sign is the most common reason for claimants in this age group signing off the register, there is a significant possibility that this kind of churn is taking place. Without further in depth analysis – the extent of this is not possible to gauge. Those who complete the gateway, options and follow through parts of New Deal return to JSA and have to complete another 26 weeks on JSA before they are eligible again for New Deal however, they are still counted in the 6+ unemployed category. To reduce this incidence of ‘churn’ amongst the 25+ claimants on New Deal, the eligibility criteria was amended – claimants would be eligible for New Deal if they had claimed JSA for 18 months over a 21 month period.
- Young people dropping out of training and signing on. Discussions with young people and agencies indicate a number of possible reasons for this:
 - Young people completing the first year of their training who are then unable to secure a placement to complete their second year of training. These young people then join the claimant count when they are eighteen years old.
 - Young people leaving school and start training but have no clear direction or progression route in mind. They later drop out as this was not the appropriate progression route for them.
 - Young people leave school and embark on NVQ level 2 training. The progression routes available at this stage include level 3 training and university or employment. For those not ‘academically’ able to progress to a level 3 or University, the links to the labour market after completing their level 2 are not always visible or achievable. This may also link in with the high number of those at 18 who are ‘not known’ to Connexions.

(ii) Young people and the labour market

From discussions with young people, agencies, organisations and employers a number of key barriers were identified to young people accessing and progressing in the local labour market:

Employability skills – it was felt that many young people lack key employability and life skills. Those specifically mentioned included, communication skills, confidence, motivation – getting out of bed, personal hygiene, and an appreciation of ‘appropriate behaviour’ in relation to the workplace. From discussions with employers and training providers it is

possible to see their role developing into one of 'parent', providing 'life skills' support to young people e.g. help with managing money, personal hygiene, getting to work/training on time, taking responsibility for their actions.

Basic skills- concern was expressed that despite significant funding to support the improvement of basic skills, this was still a major barrier to young people accessing and progressing in training or the labour market. Changes to the New Deal programme in Hartlepool have seen the introduction of basic skills support in the gateway period to assist with job search and progression to training.

Generational unemployment

It was felt that young people lack role models in relation to training and employment and that this was limiting their aspirations. 7 out of 10 of the young people interviewed stated their parents and other family members were not working – a significant number of parents had caring responsibilities either for other siblings or relatives.

The issues was also raised that worklessness was increasingly concentrated in families and communities where a culture of worklessness and benefit dependency was the 'norm' and an accepted way of life. Since 1996 the number of families on benefits with children under 15 in the town has increased overall. However, single parent families have significantly decreased. This could be an indication that New Deal for Lone Parents is having an impact on lone parent's families.

Structural issues

Benefit dependency was felt to impact on this group, particularly in relation to a young person's status (e.g. in learning, unemployed working) and its impact on the family's benefits. It was also felt to be an issue where young people were claiming incapacity benefit, where minimum wage jobs are not that attractive in comparison.

Macro economic issues – there was felt to be a lack of jobs resulting in a significant number of young people taking up training

Recruitment and training of young people

Employers were not always clear about "how to go about" recruiting young people under the age of 18. Where recruitment and retention of young people had been successful this was attributed to:

- Good local networks – local businesses embedded in local communities
- Employer had employed the young person straight from school and invested significant training and support. One employer felt that when young people leave education/training at 18-20 they were less inclined to "learn a trade and more difficult to mould".
- Employer assumes the 'parent role' providing significant social and emotional support to young people.

The young people interviewed felt there were not enough jobs advertised for young people. Job adverts tended to ask for people with experience.

(iv) Impact of Mainstream Provision

From the data on claimant count and duration, there would appear to be a link between the introduction of New Deal in 1998 and the reduction in numbers claiming JSA who are over 6 months unemployed. However, young people can access additional training and employment support initiatives aimed at enhancing New Deal provision provided through the voluntary and community sector as well as the local authority and therefore, it is not possible to isolate the impact of New Deal.

Furthermore, data on young people on New Deal in Hartlepool in terms of destinations is not available. This means it is not possible to analyse the impact of New Deal on the flow of young people on and off the register to gauge the extent to which New Deal has supported young people into employment or training and how sustainable that destination has been. From discussions with JCP it would appear that:

- New Deal data recorded and collated by JCP is only available on a Tees Valley wide basis and cannot be interrogated for Hartlepool only
- Performance is measured by contractor not by area or cohort
- Targets and measures have changed over time making any form of time series analysis difficult.

Feedback from young people on New Deal was limited as only two young people had experience of New Deal. Both young people had completed the gateway elements of New Deal and were about to start 'employment' with Hartlepool Borough Council's intermediate Labour Market Programme as a result of joint working between Economic Development and the Leaving Care Team. Both young people would have liked more intensive support from New Deal. One of the young people had completed a short training course whilst on New Deal which he found useful but had then sourced employment himself and with the help of his social worker. The other young person would have liked more proactive job search support during the gateway period.

Evaluations of New Deal

An initial search for local evaluations of New Deal for Young People has revealed very little. There have been numerous national evaluations that comment on the performance of the programme and the experience of young people.

Joseph Rowntree Foundation- The New Deals: The experience so far (July 2000) found that just under a half of young people participating on the programme had found work and three quarters of these were sustained jobs. The report goes on to suggest that the programme had led to a reduction in youth unemployment by about 30,000 in the first year, but also raises the issues that some of these would have got jobs without the programme.

Research undertaken by David Wilkinson (2003) concludes that the New Deal programme has reduced youth unemployment, “a significant part of the impact has come from young people who no longer claim unemployment benefit for 6 months and hence do not qualify for New Deal. For those that did participate in the programme, the largest effect is an increase in the proportion of young people who left unemployment to go into GST”.

These findings are supported by a study undertaken by **Duncan McVicar and Jan M Podivinsky** in 2003 ‘**Into Jobs or into the classroom**’ which found that the New Deal for young people boosted exit rates to all destinations* at different durations of unemployment but identified a previously unidentified primary effect to “shift large numbers of young people out of unemployment and into education and training”.

*definition: employment, other benefits, education and training, other

This study went on to pose the further question “it is not yet clear whether these young people are subsequently more employable as a result of the intervention”. Without data on the destinations of young people in Hartlepool on New Deal, it is not possible to comment on the impact on exit rates or employability.

There exists a consensus that job search programmes work best in dynamic labour markets and that whilst “active labour market policies can assist the long term unemployed, the key to widening the opportunities available to the unemployed and work poor is sustained employment growth” (CLES report pg 8).

With reference to learning and training provision for the 18-24 age group, many of the issues raised in the section 4.1 apply:

- Provision is not closely enough linked to the labour market and ‘real jobs’.
- Young people completing NVQ level 2 training who are not ‘academically’ able to progress to a level 3 or University are struggling to make the transition to the labour market.
- Impact has been curtailed due to young people ‘dipping in and out’ of provision. This fragmented nature of support often dilutes any positive outcomes.

Whilst assessing the impact of mainstream provision has proved a very difficult exercise, it has raised a number of important issues:

- Additional data and further interrogation of available data is needed in relation to:
 - (i) Claimant count and duration of unemployment – in particular flow on and off the register to investigate further the potential links between claimant flow and :

- Avoidance of New Deal
- Young people dropping out of training

(ii) Incapacity benefit claimants – further understanding is needed of this group to ensure support can be targeted to prevent long term dependency on this benefit.

- In order to ensure the development of new and existing training and employment projects in Hartlepool can benefit from the experience of New Deal, systems for recording, collating and sharing data need to be developed and implemented.

4. Gap Analysis

From discussions with young people, agencies and organisations it is possible to identify a number of areas where additional resources could be targeted.

1. Links to the local labour market. Training and employment support must be closely linked to current and future opportunities in the local labour market. Employers are central to this and need to be:

- Involved in the design and delivery of programmes.
- Enabled and supported to provide work experience and placements to young people. The brokerage of placements is crucial to ensure young people complete their programmes.
- Enabled and supported to provide more w aged apprenticeships.
- Involved as earlier as possible. Employer involvement needs to start in schools with clearly identified progression routes with training.

Specialised Diploma Lines will be available from 2008 onwards to learners aged 14-19 within applied settings and contexts. They are designed to meet skills needs of employers and on this basis should assist in bridging the gap between learning and the labour market.

2. Sustained support for those with multiple barriers. Mentoring was seen as an initiative that could provide sustained support to this target group.

3. More Intermediate Labour market provision – in linking points 2 and 3 together, ILM type activity can provide intensive support clearly linked to the labour market, engaging local employers and leading to real jobs. This provision would need to be available across the age range 16-24.

4. More training and vocational tasters. This would provide more opportunities for young people to gain a real insight into different courses and areas of work before making decisions as to which training/vocational route they would like to go down.

5. Information, advice and guidance

- Additional support needed for those that drop out of training or are in danger of dropping out of training. Once a progression route had been identified additional support is needed to ensure that young person does not become NEET.
- More focused and clearly linked to progression routes to the local labour market

6. More intensive and focused support for those young people unemployed under 6 months

- To ensure they identify an appropriate progression route and that their engagement and retention in that provision/opportunity is supported to prevent them returning to the claimant count.

7. Funding

- Funding needs to be more flexible to respond to the needs of those hardest to reach
- More provision needs to include flexible grants to support young people to overcome barriers to accessing and staying in training and employment.

5. Conclusions and Recommendations

Conclusions

Young People 16-18

The majority of young people at 16 are identifying progression routes – the vast majority of these into further learning (71.7%). However, for a significant number of these young people this is not a sustained outcome and they are disengaging from learning for a variety of reasons:

- Lack of direction – “I don’t know what I want to do” and many seem unsure about progression routes
- Unable to secure a placement
- Inappropriate provision often due to:
 - basic skill needs
 - ‘academic’ teaching and learning styles

The majority of young people are signposted to education and training at 16 as they cannot claim JSA. Employers and young people rarely saw employment between the ages of 16-18 as a possible option.

There was a general consensus that training and education was not adequately preparing young people for the labour market. Whilst Hartlepool has high rates of people achieving NVQ level 1 and 2, how far is this training improving their employability and assisting them to get jobs?

The NEET Group

There are vulnerable groups within the NEET group who require targeted and intensive support – in particular teenage parents and young carers. The wider issues of social deprivation and generational unemployment also need to be addressed before issues relating to learning or employability can be addressed. It was evident that training providers and employers were confronting many of these issues on a daily basis and in some instances assuming the role of 'parent' to provide these young people with the necessary level of support.

Barriers to training and employment

Young people face particular barriers in relation to their engagement and retention in training and employment

- Lack of employability skills
- Lack of basic skills
- Structural barriers, including benefit dependency and a lack of jobs in the local labour market

Impact of mainstream provision

Over the last 10 years Hartlepool has seen a reduction in the number of 18-24 year old claimants. But there is insufficient data available to ascertain the impact of New Deal on this reduction or to analyse the destinations of these young people. Within this cohort there is significant 'churn' on and off the claimant register which would be consistent with feed back from young people, agencies and organisations that young people are dropping out of provision or avoiding New Deal, however, without further data and analysis this cannot be confirmed.

The young people interviewed and feedback from agencies identified a very clear lack of aspiration and inspiration in relation to some of the provision available. However, there was a general consensus that mainstream provision had the potential to make a difference to young peoples' training and employment opportunities and to their lives in general, but it was felt that this was down to how individual providers delivered the programmes and that due to the sometimes fragmented nature of provision the support to ensure their learning and experience gained from various programmes of support was translated into positive outcomes, was often lacking.

Recommendations

Data

There are a number of data issues that need to be addressed

- More in depth analysis of 18-24 claimant count and flow
- Data on the delivery and outcomes of New Deal for Young People in Hartlepool.

In order to gain as full an understanding of these claimant group systems for recording, collating and sharing data between agencies need to be developed and implemented.

Potential projects areas

Extending ILM type activities across the age range to provide intensive support that can effectively address issues of basic skills, employability and wider social issues. Consideration needs to be given to extending current provision to 12 months and introducing increments as incentives. Particularly with the 'hard to reach' groups a significant amount of resources and multi-agency working is required to remove more fundamental barriers eg care, financial/benefit, health, housing, aspirations

Support for those young people unemployed under 6 months to ensure they identify an appropriate progression route and that their engagement and retention in that provision/opportunity is supported to prevent them returning to the claimant count.

Support for young vulnerable young people – ensure existing and new provision can be targeted to the needs of vulnerable young people as identified in this report: young people leaving care, teenage parents, young carers and those with other 'family issues', homeless young people, young people with mental health issues, dependency issues and learning difficulties and disabilities. This also touches on the need for **support for those young people on incapacity benefit**. A greater understanding of this group and the support they require to move into training or employment is needed.

More training and vocational tasters to provide young people with the opportunity to gain a real insight into different courses and areas of work

IAG must be focused and clearly linked to progression routes in the local labour market and provide targeted support for those that drop out of training or are in danger of dropping out of training.

Explore the potential for social enterprise activities to support young people in training and employment opportunities

Further consultation with young people, agencies and organisations

The research brief 'threw a very wide net' over the issues to be explored. This initial report has highlighted some of the key areas that require further exploration.

Other issues

Impact of the EMA needs to be monitored in terms of how far it assists young people to engage and stay engaged in learning.

Appendix 1

Interviewees

Tom Argument, Hartlepool Borough Council – 14-19 Coordinator

Rick Wells, Principal, Hartlepool Sixth Form College

Terry Curren, English Martyrs Sixth Form College

Trevor Mortlock and Susan Alderson, Job Centre Plus

Dave Waddington and Paul Marshall, Hartlepool College of Further Education

Marjorie James, Community Empowerment Network

Miriam Robertson and Terry Wilson, Connexions Tees Valley

Sue William, Denise Taylor and Paul Johnson, Hartlepool Borough Council,
Hartlepool Working Solutions

Dane Mills, Managing Director, Flexability

Leo Gillen,

Gill Dunn, Call Centre Manager, Garlands

Respondents to Questionnaires

Stephen Wright, Partnership Manager Learning and Skills Council

Chris Wise, West View Project

SCRUTINY CO-ORDINATING COMMITTEE

18 May 2007



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

Subject: SOCIAL PRESCRIBING – FINAL REPORT

1. PURPOSE OF REPORT

- 1.1 To present the findings of the Adult and Community Services and Health Scrutiny Forum following its investigation into Social Prescribing.

2. SETTING THE SCENE

- 2.1 At a meeting of the Adult and Community Services and Health Scrutiny Forum on 13 June 2006 the Forum established its annual work programme which included an investigation into 'Social Prescribing.' Social Prescribing is an emerging field and is an approach for linking patients and the public with non-medical sources of support, especially within primary care and community settings. It is widely accepted that 'the broader, holistic framework evident in Social Prescribing, with an emphasis on personal experiences, relationships and social conditions, is more compatible with lay understandings of mental well-being and mental distress than a medical model'. (Rodgers and Pilgrim, 1997)
- 2.2 Social Prescribing has been widely adopted in the context of mild to moderate mental health problems with a range of positive outcomes. (Friedli and Watson, 2004) Increasingly, it is also being used to help extend social inclusion and, thereby increase health and well-being, among disadvantaged, isolated and vulnerable populations. The aim of this investigation was essentially to explore the ways in which Social Prescribing can be further developed in Hartlepool with its high levels of deprivation, mortality and illness.
- 2.3 The investigation explored a number of factors (outlined overleaf) with a view to identifying how non-medical interventions might assist people with longer term or complex health and social care needs to maintain their independence and to live as fulfilling a life as possible. It also sought to understand the links between primary care, Local Authority, Voluntary and Community Sector (VCS) services necessary to provide such interventions and how the funding

streams for each of these services could be used to secure appropriate flows of resources.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 The overall aim of the Scrutiny investigation was to explore the ways in which Social Prescribing is being and might be further developed in Hartlepool.

4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

- 4.1 The Terms of Reference for the Scrutiny investigation were:-

- (a) To gain an understanding of national policy and practice in relation to 'Social Prescribing';
- (b) To seek evidence for the effectiveness of Social Prescribing;
- (c) To identify current provision of Social Prescribing in Hartlepool;
- (d) To identify challenges in integrating Social Prescribing within primary care practice and other areas;
- (e) To identify the funding streams that currently support and in future will support Social Prescribing and, to examine the long-term sustainability of these;
- (f) To compare what good practice exists in other Local Authorities in relation to Social Prescribing;
- (g) To seek the views of the service users and carers in relation to Social Prescribing initiatives; and
- (h) To seek the views of GPs and service providers in the statutory and non-statutory sectors.

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

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

Councillors Barker, Akers-Belcher, Brash, Fleet, Griffin, Lauderdale, Lilley, Rayner, Wistow, Worthy and Young.

Resident Representatives: Mary Green, Jean Kennedy and Joan Norman

6. METHODS OF INVESTIGATION

- 6.1 Members of the Adult and Community Services and Health Scrutiny Forum met formally from 25 July 2006 to 29 March 2007 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.
- 6.2 A brief summary of the methods of investigation are outlined below:-
- (a) Detailed Officer reports supplemented by verbal evidence;
 - (b) Evidence from the Authority's Portfolio Holder for Adult and Public Health Services;
 - (c) Examination of good practice that exists within a neighbouring Local Authority;
 - (d) Evidence received from a representative of HVDA;
 - (e) Evidence received from Hartlepool PCT;
 - (f) Evidence received from Hartlepool MIND;
 - (g) Evidence received from Hartlepool NDC, and
 - (h) The views of local service users and representatives of carers' views.

FINDINGS

7 NATIONAL POLICY AND PRACTICE IN RELATION TO SOCIAL PRESCRIBING;

- 7.1 Members of the Forum learned that a number of developments have created a potentially favourable policy environment for developing Social Prescribing. These factors are outlined below:-
- (i) Our Health, Our Care, Our Say
- 7.2 The Government White Paper, Our Health, Our Care, Our say states that People with longer-term or more complex health and social care needs want services that will help them to maintain their independence and wellbeing and to lead as fulfilling a life as possible. With over 17.5 million people in Britain reporting a long-term condition such as diabetes, asthma or arthritis the White Paper recognises that discomfort and stress is an everyday occurrence.
- 7.3 The Government further acknowledges that care for many of these people has traditionally been reactive, unplanned and episodic. This resulted in heavy use of secondary care services. It was clear to Members, therefore,

that that improved support and a wholesale change in the delivery of health and social care services was essential.

- 7.4 Thus the Forum welcomed change in Government policy which is moving away from reactive based care in acute systems towards a systematic, patient centred approach with care rooted in primary care settings and the creation of new partnerships across the whole health and social care spectrum to provide a different and more extensive range of interventions in the community. Evidence suggesting that only 50% of medicines are taken as prescribed raised further questions about the effectiveness and appropriateness of current medical interventions.

(ii) Local Involvement Networks (LINKs)

- 7.5 The Forum established that public participation and patient involvement are closely linked to a growing emphasis on the need to take account of consumer views in deciding how services are planned, delivered and evaluated. LINKs are intended to provide flexible ways for individuals, organisations and communities to engage with health and social care services in ways that best suit the communities and the people in them. They are also intended to build on the best work of public and patient involvement forums creating a strengthened system of user involvement and promote greater public accountability in health and social care through open and transparent communication with commissioners and providers.

(ii) Partnership with the Voluntary and Community Sectors

- 7.6 Also significant is the recent agreement between the Department of Health, the NHS and the Voluntary and Community Sector (VCS) to promote an increasing role for the latter in health service delivery, as well as its complementary and distinct roles in relation to promoting health and health care. (Department of Health, 2003). At a national conference on Social Prescribing, the benefits for patients of greater involvement through partnerships between PCTs and the voluntary and community sectors were summarised as follows:-

- (a) Builds networks
- (b) Provides group support
- (c) Increases confidence
- (d) Develops transferable skills
- (e) Fosters feelings of control

[Cambridge Council for Voluntary Service 2003 –Community on Prescription Conference Report]

- 7.7 The Forum welcomed the expansion of the boundaries of primary care which is a recurring theme in a range of primary care guidelines and has led to stronger engagement with all sectors which is essential to tackle health issues in disadvantaged and deprived communities such as Hartlepool.

- 7.8 Members further welcomed initiatives such as the introduction of personal medical contracts which links primary care development to local health needs and thereby allows more flexible working patterns related to local needs. In addition, Members recognised the need to link the outcome of the local Fair Access to Care Services Consultation to any future work in relation to Social Prescribing.

8 EVIDENCE FOR THE EFFECTIVENESS OF SOCIAL PRESCRIBING

- 8.1 The Forum learned that whilst the evidence base for Social Prescribing is still developing, it is suggesting that benefits for both service users and GP practices can be expected locally.
- 8.2 For example, research has indicated that 75% of service users presenting in general practice have at least one psychosocial problem, and that these service users make up approximately 15% of the total primary care workload. It is also well known within primary care that around 30% of all consultations and 50% of consecutive attendances concern some form of psychiatric problems, predominantly depression or anxiety. (Kessler et al, 2001; NIMHE, 2003).
- 8.3 The Forum noted with concern that patients with psychosocial problems may present with physical symptoms to their GP rather than psychological symptoms which can make diagnosis extremely complex. Furthermore, as the solution to their problems often lies outside the primary care arena, the ability of practice staff to respond is limited. This situation is further exacerbated if patients develop multiple long-term conditions as their care becomes disproportionately complex and it can be difficult for the individual and the health and social care system to manage given the intricate mix of health and social care difficulties.
- 8.4 The Forum was pleased to learn that a review of the literature by Sykes (2002) showed that some social prescribing schemes can result in reduced workload for general practice in the order of one or two less consultations per annum (equivalent to a 1% reduction in workload). Furthermore, the research reported that most Social Prescribing projects identified the reduction in workload as a perceived benefit by GPs.
- 8.5 Other potential benefits to service users highlighted by the research included: improved general health and quality of life; improved functional ability; and reduced anxiety. In light of these findings, it was encouraging to note that Social Prescribing schemes are becoming increasingly common in primary care.
- 8.6 Whilst not always labelled as Social Prescribing, on-going and personalised care has been shown to improve both the quality of life and outcomes for patients. In addition, there is also growing interest in Social Prescribing as a route to reducing social exclusion, both for disadvantaged, isolated and vulnerable populations. (Bates, 2002, Gask et al 2000).

- 8.7 However, the National Institute for Mental Health in England notes that Social Prescribing sits within, and may also include, a range of emerging areas of service provision for which there is varying or limited high quality evidence of effectiveness. (E.g. telephone support / self help).
- 8.8 The development of an evidence base for Social Prescribing has been limited by wide variations in how the term is used and understood and considerable inconsistency in indicators used to measure success. (Friedli and Watson, 2004). The small size of pilot trials and lack of independent evaluation make it difficult to draw robust conclusions about the health impact of Social Prescribing, particularly in comparison with usual GP care or in terms of cost effectiveness.
- 8.9 In many cases, project evaluations are said to have been confined to feedback from participants and/or health and other staff involved. This suggests that primary care needs to work more closely with agencies to develop alternative responses to and sources of support for mental and long-term illness. In spite of these apparent weaknesses in the evidence base for Social Prescribing, Members considered that there is sufficient evidence of potential benefits to merit further investment especially where evidence suggests that existing interventions may also be of questionable effectiveness, appropriateness and/or acceptability.
- 8.10 The Forum learned that, nationally, there are no general guidelines on referrals to non-medical sources of support. Whilst there are some limited examples of national quality assurance frameworks for exercise referrals and the management of anxiety and depression, quality control largely is the responsibility of individual schemes. Whilst this does enable each primary care-based scheme to establish its own selection criteria tailored to the local population and the range of facilities available, some background framework or guidance might be helpful especially in terms of reinforcing the wider acceptance of social prescribing among medical and other health professions.

9 CURRENT PROVISION OF SOCIAL PRESCRIBING SERVICES IN HARTLEPOOL

- 9.1 Members sought evidence from a variety of witnesses about the current provision of Social Prescribing services in Hartlepool,. Their contributions are summarised below :-

Evidence from Independent Consultant / Hartlepool Partnership & HVDA

- 9.2 The Forum benefited from having in attendance the author of the report 'Developing Social Prescribing in Hartlepool' which was commissioned by Hartlepool Partnership and HVDA. The consultant presented the findings from the study which considered current provision of Social Prescribing in Hartlepool, the findings of which have been reproduced below :-

9.3 The study considered two Social Prescribing schemes operating in Hartlepool:-

(i). The MIND scheme – providing support and services for people with mental health issues.

9.4 The Forum learnt that Hartlepool MIND currently receives referrals from most of the 54 GP's in the town (estimated at between 60% to 70% of GP's referring to MIND). Most GP's use a referral form supplied by MIND whereas others call direct. Other providers including some VCS groups also use the MIND referral form.

9.5 In relation to process, Members were informed that MIND carry out a 'holistic assessment' of anyone who is referred to them and then provide in house services and/or refer on to another service. In some cases direct support is provided by MIND staff so they can access services including by accompanying people to attend sessions.

9.6 Members were pleased to find that MIND estimate that 90% of people referred to them attend for the holistic assessment, of whom over 90% take up further sessions/activities following their assessment. During the past 12 months, Hartlepool MIND has carried out 572 assessments. Table One below records the progress made by clients referred to them during the past 12 months. Members learned that the approach to social prescribing developed by Hartlepool MIND was nationally recognised and the subject of large numbers of visitors from other parts of the country. They highly commended this work as a valuable resource to the local community and were especially impressed by the degree of support from service users who attended Scrutiny meetings. Against this background, they were especially concerned to discover the precarious funding basis for this service and recommended that sustainable funding for it should be an early and high priority for the council and PCT. Consideration should be given during the 2007/08 year to re-allocating funds to this and similar services from activities that service users found less helpful and acceptable.

Table One

Accessed volunteering	70
Enrolled into Education	107
Medication has been reduced as a result of accessing Mind	61
Came off medication as a result of accessing Hartlepool Mind	19
Gained Employment	45
Returned to employment (came off benefits)	47

(ii). The Hartlepool Exercise for Life Programme (HELP) - providing a range of exercise sessions.

9.7 The Hartlepool Exercise for Life Programme is an exercise on prescription scheme operated by HBC and supported by the Hartlepool PCT. People who are referred receive an assessment to select the right activity. In terms of

supporting and encouraging users, Members learnt that everyone referred onto the scheme is contacted by telephone by the HELP co-ordinator.

- 9.8 The Forum also learned that the HELP scheme is currently using a range of eight local authority and community venues throughout Hartlepool to offer 11 different activities. HELP has formed working partnerships with the PCT Health Development Team and Manor Residents Association to deliver some of the services. Some of the programme provides additional support alongside exercise sessions for example the 'Shapes and Sizes' weight loss support groups supplements one hour of exercise with an additional hour when Pharmacists, Community Nutritionists, MIND and a Diabetic Nurse talk to the group members. There is a small sessional charge for attending most sessions although one of the weight management and a men's health group are free.
- 9.9 The Forum found that the HELP Co-ordinator estimates that the scheme is currently receiving approximately 500 referrals a year. Of those 500, 40% do not turn up and 10% do not complete the programme, thus the programme has a completion rate of 50%.
- 9.10 A referral to the Hartlepool Exercise for Life Programme is for a limited time usually 10 sessions over a ten-week period. However, the programme encourages people to continue to exercise and to take up offers linked to the venues from which it is delivered. To get back onto the HELP programme people would have to go back to their GP. HELP occasionally refers people onto MIND and refers to the HBC Walks for All programme.
- 9.11 Referrals to HELP are received from a range of health service settings including GP's, dieticians, nurses, health visitors, hospitals and various mental health organisations. HELP have referral forms in all 16 GP practices in Hartlepool and have received referrals from all, practices. HELP reported that they are working mainly, but not exclusively, with older people. Whilst Members welcomed the approach, some concern that referrals should not be limited to Health-care professionals and wished to explore further the possibility of self-referral.

Evidence from HBC, HPCT & VCS

- 9.12 Members also considered evidence from the Authority's Director for Adult and Community Services, Hartlepool PCT, and representatives from the VCS, all of whom highlighted the existence of a number of highly effective partnerships across all sectors. This has resulted in a number of initiatives that fit the definition of Social Prescribing, including such initiatives such books on prescription and allotments.
- 9.13 However, it was consistently highlighted to Members by all witnesses that the schemes are not always well co-ordinated which inevitably resulted in lost synergies. Further, Members considered that further work was necessary to assess the potential power of a well co-ordinated model of Social Prescribing, which have not been fully realised.

10 CHALLENGES IN INTEGRATING SOCIAL PRESCRIBING WITHIN PRIMARY CARE

10.1 Members learned that a key challenge in developing Social Prescribing is ensuring that it is appropriately integrated within the primary care model. A number of reviews have identified the following challenges in integrating Social Prescribing within primary care practice:-

- (a) Maintaining up to date information on sources of voluntary and community support;
- (b) Cultural differences between medical and community development models;
- (c) The need for a skilled link worker;
- (d) Concerns about voluntary sector capacity;
- (e) Concerns about increased GP workload, at least initially;
- (f) Agreeing referral criteria;
- (g) Recording and evaluating outcomes; and
- (h) Accountability and liability for referred patients.

(Sykes 2002)

10.2 The local study on the development of Social Prescribing in Hartlepool also found that there are a number of barriers that the design of a Social Prescribing scheme needs to consider:-

Gaining the Support of GP's and Health Care Professionals

10.3 The need to gain the support and trust of primary health care staff especially GPs. For a system to work it needs to be trusted by GPs and other key referrers.

Monitoring and Evaluation Methods

10.4 The need for common monitoring and evaluation methods with a Social Prescribing scheme. There needs to be robust systems in place to gather the monitoring data required to measure the impact of a social referring scheme. It is important that this information is fed back in an appropriate way to the people making referrals.

Funding - Community & Voluntary Sector

10.5 The voluntary sector said it was facing a funding crisis and that many organisations are at threat of closure or are having to scale down their operations. While strategically the voluntary sector is being increasingly identified as an important deliverer of services their inclusion within the procurement process is not developing at the same pace. Moreover, sources of funding (for example EU funds) used by the sector will not be available from 2006 and 2007 onwards.

Funding for the service delivery

- 10.6. If there is not access to funds that 'follow' the person in receipt of a social prescription then such service delivery agencies will be further stretched financially. While in theory this concept appears to fit with the introduction of Practice Based Commissioning and Payment by Results it has yet to be developed and applied in practice.

Waiting times for certain services.

- 10.7 Some of the key services delivered by the voluntary sector are working at capacity and have long waiting lists (for example up to 8 weeks for some Hartlepool MIND services). If further demand is put on these services without making additional resources available, waiting times would seem bound to increase.

Evidence from HBC, HPCT & CVS

- 10.8 During the collation of evidence, Members welcomed the establishment of a Joint Working Development Group chaired by the Director of Public Health which brought together the leads of a number of existing projects that could be considered to form a Social Prescribing network. Members were advised that the working group is considering the development of a specification defining the elements of a Social Prescribing service and standards. The group is being supported by a consultant, funded by NRF under-spends on health trainer projects, and it is anticipated that a toolkit will be developed to support other organisations that may wish to develop such a service. Members considered the establishment of the group as a step in the right direction and, had it been available its outcome would have usefully informed the Scrutiny review. Members also considered it important that the membership of the working group be reviewed to include new providers, service users and carers to ensure all stakeholders are represented at the formative stage in the network's development.

- 10.9 Members further considered that the challenges raised above in relation to integrating Social Prescribing within primary care are important issues for the group to address. This was considered particularly important if individual groups began to target health care staff, each with individual referral criteria. Members welcomed the development a co-ordinated approach to maximise the potential of Social Prescribing.

11 EXAMINATION OF THE LONG TERM SUSTAINABILITY OF CURRENT FUNDING STREAMS FOR SOCIAL PRESCRIBING

- 11.1 Based on the evidence received below, Members noted that funding is a key factor that hampers the long-term development of Social Prescribing initiatives in Hartlepool.

Evidence from NDC / Hartlepool MIND

- 11.2 Members were informed that Hartlepool NDC are funding a pilot Social Prescribing scheme in conjunction with Hartlepool Mind and a local GP surgery. This project had been established within the context of research findings which were reported to highlight the link between psychosocial problems and loneliness to the extent that loneliness was said to be a bigger risk than smoking for heart disease. Moreover, other research was said to suggest that volunteers and people with meaningful occupations were healthier and lived longer. Against this background, the NDC considered it important to recreate social connections for vulnerable people.
- 11.3 The Programme Manager for NDC advised that Hartlepool MIND would offer clients a holistic assessment considering the emotional as well as physical needs of individuals. MIND will then use skilled service navigators (or brokers) to refer patients to appropriate schemes based on the outcome of the assessment.
- 11.4 While the Forum welcomed the support from NDC, Members were keen to see the short-term / one-off funding situation addressed so that Social Prescribing projects could have sufficiently sustainable funding to have the opportunity to develop as viable alternatives to the traditional medical model.
- 11.5 The Programme Manager for NDC advised that if the relationship between the GP surgery becomes well-developed and effective, in theory it should lead to a reduction in the practice's drug bill. If so, mechanisms to re-invest such savings into social prescribing would be helpful to their sustainability. Members were told that long-term support for Social Prescribing could only be achieved if the pilot initiatives demonstrated direct benefits to patients and budgets. Whilst a reduction in practice drug bills were one mechanism of assessing effectiveness, Members acknowledged that quantifying psychosocial improvement is difficult to assess. Monitoring and evaluation of such outcomes would be necessary to attract longer term funding.

Evidence from HVDA

- 11.6 HVDA informed Members about its brokerage role for people wishing to volunteer. This involves recruitment, interviewing, advice, guidance and placement of volunteers with VCS groups and the public sector. This role is particularly important for many people wanting to volunteer but who are unaware of available opportunities. The aim is to match the skills, interests and motivation to volunteer with available voluntary work opportunities.
- 11.7 In addition to the volunteer brokerage role, HVDA offer a Career Coaching Project which is another project facilitated by the Volunteer Centre at HVDA. Effective coaching methods will uncover underlying issues; seek out participants' hidden abilities and motivations so they are empowered to take positive action towards achieving their goals. It enables people to accept responsibility for their lives by taking control and making necessary changes for life improvement.

- 11.8 The third part of HVDA's work is with young people under 25 known as Millennium Volunteers. Members were advised that since inception the project has encouraged over 1700 people from across Hartlepool to volunteer.
- 11.9 The Manager highlighted these key aspects of HVDA's work for two reasons:-
- (i) The brokerage role is currently funded, but on a short-term basis;
 - (ii) HVDA receives many referrals from health care professionals.
- 11.10 Members were advised that the Government has committed to funding the work with young people from September 2007 for a further three year period. However, concern was expressed that no such funding is in place for the work with adults beyond March 2008. Given the importance of the volunteer brokerage role within any Social Prescribing model the manager of HVDA was keen to see this issue addressed through the Scrutiny Investigation.

12 BEST PRACTICE IN RELATION TO SOCIAL PRESCRIBING

- 12.1 The Forum received evidence from representatives of Bradford South and West Primary Care Trust at a meeting held on 14 November 2006. Members were advised that a pilot Social Prescribing scheme has been established by the Trust.
- 12.2 The aims of the scheme, called CHAT (Community Health Advice Team), are to broaden service provision for patients with non-clinical needs and to facilitate links between primary health care and the community and voluntary sector. The first pilot scheme in the PCT was started in 2004 through Healthy Lifestyle Healthy Living Centre at Highfield Health Centre. This has recently expanded to include Dr Mills and Partners. A second Social Prescribing pilot was started in 2005 within two general practices, The Ridge (in Great Horton and Wibsey) and Royds (in Buttershaw). A CHAT worker was appointed to develop and deliver the scheme in both practices.
- 12.3 Members were informed that the Social Prescribing scheme in Bradford South and West PCT works by primary health care professionals referring patients with non-clinical needs to CHAT. The CHAT worker meets with the patient to discuss their needs and then identifies an appropriate source of support in the community. The CHAT worker facilitates access to community groups or courses and may accompany the patient on their first visit if required. Any member of the primary health care team, including GPs, nurses, health visitors, district nurses and receptionists, can refer patients to the scheme by completing a simple referral form. Alternatively, patients can self refer by completing the tear off slip included in a leaflet which is available from surgery receptions and local pharmacies.
- 12.4 Members noted that a key benefit of the scheme is that the CHAT worker offers up to three forty-minute appointments and, is therefore able to spend longer with a patient than primary care staff are often able to,. This provides

the patients with the opportunity to discuss any issues that they feel are affecting their health and the possibility of exploring a variety of solutions.

12.5 Based on the information shared with Members, it was found that:-

- (a) That Bradford South and West PCT is facing the same challenges to their Social Prescribing Scheme as those documented within the national and local studies. (Section 10 Refers).
- (b) That involving Health Care Professionals in the recruitment of the service navigator helped gain the trust of those groups.
- (c) That Bradford and South West PCT's funding of the CHAT scheme is time limited until March 2007. Funding options to extend the life of the project were at the time of writing being considered.
- (d) That the PCT is exploring where Social Prescribing will sit in the future. The areas under consideration include; mental health, public health (via health trainers funding), primary care or social services.

13 VIEWS OF SERVICE USERS / CARERS AND INTERESTED STAKEHOLDERS

13.1 Members of the Forum were keen to engage with service users and carers and other interested stakeholders as part of this investigation.

13.2 Therefore, the Forum sought the views of a group of service users accessing services via Hartlepool MIND. The session was well attended and service users were given the opportunity to provide their views on the value of Social Prescribing initiatives based on their experience. The views of service users are outlined below :-

Views of Service Users

- (a) Service users felt abandoned and dismissed by the mental health service;
- (b) The encouragement and support offered by Hartlepool MIND was very different to traditional health approaches;
- (c) Hartlepool MIND deal with approximately 900 clients per year;
- (d) Hartlepool MIND enable people to develop new skills and refine existing skills which build confidence and raise self esteem;
- (e) Hartlepool MIND may direct service users to a range of projects based on their interests, including art classes and volunteering opportunities;
- (f) Limited resources result in a delay of 4-8 weeks before appointments are available;

- (g) The Hartlepool MIND approach is held up as a beacon of best practice nationally.

Views of Carers

13.3 The Forum also thought it was important to consider what impact Social Prescribing may have on carers. Thus the Authority's Planning Manager (Carers) was invited to make a presentation to the Forum identifying how carers in Hartlepool may benefit (if at all) from Social Prescribing. The views expressed are noted below:-

- (a) Many carers remain unrecognised in the community and continue in their caring roles without support and with increasing levels of emotional, physical and social needs;
- (b) Carers make a valuable contribution to the local health and social care economy;
- (c) All stakeholders need to ensure that carers are recognised and appropriate services provided to meet assessed need;
- (d) All agencies have a responsibility to work together in partnership to ensure that carers receive relevant information and support to enable them to continue caring for as long as they wish, whilst also having access to opportunities for a good quality of life within the local community;
- (e) Carers in Hartlepool already benefit from a range of support services provided through voluntary sector agencies such as Hartlepool Carers, Hartlepool MIND and Hartlepool and East Durham Alzheimer's Trust;
- (f) Existing examples of the types of support provided to carers falls within the remit of Social Prescribing;
- (g) The needs of the person cared for and the needs of the carer are interdependent and agencies need to work closely together to ensure that both sets of need are appropriately met;
- (h) That there is a gap in services available for couples in Hartlepool. Reference was made to a dementia café that has recently been launched in Easington that enables patients and carers to access activities together;
- (i) Care needs to be taken to ensure that the needs of ex-carers are recognised; and,
- (j) The requirement that GPs maintain a carers' register provides a real opportunity to identify target groups of such individuals who might benefit from Social Prescribing.

View of Interested Stakeholders

- 13.4 The Forum was also approached by a representative of Briarfields Allotments Association who wished to highlight the benefits of allotment gardening which include social inclusion, and aids mental well-being during stressful circumstances.

14 VIEWS OF GP'S AND SERVICE PROVIDERS – STATUTORY AND NON-STATUTORY SECTORS

- 14.1 The Forum invited Dr Brash, a local GP who is involved in the pilot Social Prescribing project with NDC and Hartlepool MIND to outline a GP's perspective in relation to Social Prescribing. The views expressed at that meeting are summarised below :-

Evidence from Dr. Brash – The GP's Perspective

- (a) That Social Prescribing can be of enormous benefit to patients;
- (b) That the idea of holistic assessments and a service navigator to assist GP's/patients in identifying appropriate schemes is welcomed;
- (c) That consideration needs to be given to how and when the pilot will be rolled out across the Town;
- (d) That data protection issues need to be resolved to ensure that patients are fully aware and consent to their medical records being disclosed to a third party; and,
- (e) That an appropriate feedback mechanism needs to be developed to enable GP's to assess the effectiveness of the non-medical intervention.

Evidence from Service Providers- Statutory and Non-Statutory Sectors

- 14.2 Whilst evidence received from all service providers in the statutory and non-statutory sectors has been reflected throughout this report, Members welcomed the clear partnership working going on amongst all sectors in relation to Social Prescribing.
- 14.3 The Forum consistently received common messages from agencies from the statutory and non-statutory sector which supported the principles of Social Prescribing and highlighted areas for review and further development. Clearly the creation of the working group with representation from all bodies demonstrates a clear commitment to developing Social Prescribing in Hartlepool.
- 14.4 Members of the Forum particularly welcomed the presentation from the Director of Adult and Community Services which usefully established a possible way forward:-

- (a) That the Council agrees that Social Prescribing is a priority;
- (b) That the evidence from Scrutiny and the Consultant be used to identify a way forward and agree a model for Hartlepool;
- (c) That all stakeholders begin to focus on co-ordinating existing schemes. For example, referral routes, signposting, promotion of information etc
- (d) That an invest to save approach be adopted across Health and the local authority and Council be asked to support a joint funding strategy;
- (e) That the beneficiaries of Social Prescribing should be identified supported by a clear evaluation strategy;
- (f) That Social Prescribing be linked to the Public Health Strategy outcomes and;
- (g) That Social Prescribing is incorporated within the Voluntary Sector Strategy Development.

15 CONCLUSIONS

15.1 The Adult and Community Services and Health Scrutiny Forum concluded:-

- (a) That the evidence base for the effectiveness of non-medical responses is sufficiently robust to justify further investment and exploration;
- (b) That Social Prescribing is a potentially effective mechanism to link patients in primary care with non-medical sources of support within the community, based on a holistic assessment of need;
- (c) That a number of Government policies have created a potentially favourable environment for developing Social Prescribing;
- (d) That there is no accepted model for Social Prescribing or any national guidelines for organizations interested in pursuing such a model;
- (e) That Hartlepool is considered as one of the best practice authorities in relation to work on Social Prescribing and the VCS, including HVDA, NDC and Hartlepool MIND should be commended for their efforts in developing it ;
- (f) That, Social Prescribing can be used as a tool to both improve health outcomes but also to improve community well-being and reduce social exclusion;
- (g) That there are a number of schemes that could be encompassed within the term 'Social Prescribing.' Consequently it has been stressed that a co-

ordinated approach needs to be developed to ensure synergies are achieved and duplication is minimized;

- (h) That there needs to be a clear acceptance within the medical community of the influence of social and cultural factors on health outcomes, coupled with a commitment to consider alternative approaches to the traditional medical model;
- (i) That the development of an evidence base for Social Prescribing has been limited by wide variations in how the term is used and understood and considerable inconsistency in indicators used to measure success;
- (j) That the brokerage /referral facilitator role is vitally important within any Social Prescribing model to assist Health Care Professionals in assessing need and identifying appropriate support;
- (k) That training and support is required to develop indicators to measure the impact of Social Prescribing interventions;
- (l) That appropriate feedback and evaluation mechanisms need to be developed to enable GP's and other Health Care Professionals to assess the effectiveness of the non-medical intervention.
- (m) That under the current system, quality control of Social Prescribing projects is largely the responsibility of individual schemes. Whilst this enables each scheme to establish its own selection criteria Members recognized a need a degree of standardisation in quality and evaluation processes to support future bids for funding/mainstreaming;
- (n) That referrals should not be limited to HealthCare Professionals, and the possibility of self-referrals should be encouraged;
- (o) That the requirement for GP's to maintain a carers' register provides a real opportunity to identify target groups of such individuals that may benefit from Social Prescribing;
- (p) That Social Prescribing projects primarily is supported by short-term / one-off funding which hampers the long-term development of future projects;
- (q) That data protection issues need to be resolved to ensure that patients are made fully aware of and consent to aspects of their medical records being disclosed to a third party; and,
- (r) That the Local Authority needs to link the outcome of the local Fair Access to Care Services Consultation to any future work in relation to Social Prescribing and also use the potential of individualised budgets, self assessments and direct payments to develop projects;

16 RECOMMENDATIONS

16.1 The Adult and Community Services and Health Scrutiny Forum has taken evidence from a wide range of sources to assist in the formulation of a balanced range of recommendations. The Forum's key recommendations to Council and HPCT are as outlined below to be championed by both organisations for implementation / action via the Working Group:-

- (a) That the authority agrees that Social Prescribing is a priority and use the evidence gathered through this investigation, and other studies to agree a framework for Hartlepool;
- (b) That a comprehensive and coordinated strategy for the development, delivery, funding and evaluation of social prescribing be produced within the coming Municipal Year (2007/08) across council departments and, so far as possible, the NHS and VCS.
- (c) As part of this process, detailed consideration should be given during the 2007/08 year to re-allocating funds to the MIND and other social prescribing services from existing activities that service users found less helpful and acceptable.
- (d) That work is undertaken locally to standardise and secure greater understanding of the definition of Social Prescribing;
- (e) That work is undertaken to establish a clear picture of Social Prescribing projects currently offered in Hartlepool or those that can be encompassed within the definition of Social Prescribing with a view to securing greater standardisation of issues such as the availability of information, data protection, referral routes and evaluation;
- (f) That Social Prescribing be adopted as part of the joint PCT and council Public Health Strategy and its outcome criteria, together as well as the emerging strategy for integrating adult social care and community services;
- (g) That Social Prescribing be incorporated within the Voluntary Sector Strategy Development;
- (h) That Social Prescribing be linked to any future Commissioning strategies;
- (i) That funding streams to support Social Prescribing in the long-term be actively identified and developed;
- (j) That the Council link the outcomes of the FACS consultation to funding Social Prescribing activities as part of the proposed resourcing of low level support;
- (k) That work is undertaken by HBC and HPCT with the PBC Group in a bid to increase the level of support for Social Prescribing;
- (l) That work be undertaken to identify target groups who would benefit from Social Prescribing initiatives, including carers and hard to reach groups;

- (m) That capacity issues be considered within the VCS in conjunction with plans to develop Social Prescribing;

17 ACKNOWLEDGEMENTS

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

Hartlepool Borough Council:

Councillor Ray Waller – Cabinet Member Portfolio Holder for Adult and Public Health Services.

Nicola Bailey – Director of Adult and Community Services

Janet Wistow – Planning Manager- Adult and Community Services

External Representatives:

Paul Hyde – Independent Consultant

Julian Penton – Programme Manager for Community Development & Inclusion - NDC

Iain Caldwell – Manager of Hartlepool MIND

Dr Brash – Brash Medical Practice

Tracy Higgins – Health Partnerships Co-ordinator, Bradford South & West PCT

Simon White – Public Health Project Development Worker, Bradford South & West PCT

Members of the Public (Including Resident Representatives)

COUNCILLOR GERALD WISTOW

CHAIR OF THE ADULT AND COMMUNITY SERVICES AND HEALTH SCRUTINY FORUM

March 2007

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BACKGROUND PAPERS

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

- (i). Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Social Prescribing' – Scoping Report, presented to the Adult and Community Services Scrutiny Forum of 25 July 2006.
- (ii). Report of the Scrutiny Support Officer entitled ' National Perspective / Social Prescribing' presented to the Adult and Community Services and Health Scrutiny Forum on 26 October 2006.
- (iii). Report of the Scrutiny Support Officer entitled 'Evidence from HVDA & Author of Report Commissioned by Hartlepool Partnership & HVDA in relation to 'Developing Social Prescribing in Hartlepool', presented to the Adult and Community Services and Health Scrutiny Forum on 26 October 2006.
- (iv). Report of the Scrutiny Support Officer entitled 'Introduction of New Deal in the Community Social Prescribing Project' presented to the Adult and Community Services and Health Scrutiny Forum on 26 October 2006.
- (v). Report of the Scrutiny Support Officer entitled 'Written submission from Hartlepool MIND in relation to Social Prescribing in Hartlepool' presented to the Adult and Community Services and Health Scrutiny Forum on 26 October 2006.
- (vi). Presentation from Dr Brash to the Adult and Community Services and Health Scrutiny Forum of 26 October 2006.
- (vii). Report of the Scrutiny Support Officer entitled 'Evidence from Bradford PCT – Covering Report' presented to the Adult and Community Services and Health Scrutiny Forum on 14 November 2006.
- (viii). Presentation from Director of Public Health & Well-being entitled 'Scrutiny Investigation into Social Prescribing' to the Adult and Community Services and Health Scrutiny Forum of 19 December 2006.
- (ix). Report of Director of Adult and Community Services entitled 'Carers and Social Prescribing' presented to the Adult and Community Services and Health Scrutiny Forum of 19 December 2006.

- (x). Report of the Scrutiny Support Officer entitled 'Evidence from Service Users and Interested Stakeholders' presented to the Adult and Community Services and Health Scrutiny Forum of 19 December 2006.
- (xi). Report of the Scrutiny Support Officer entitled 'Evidence from Hartlepool MIND' presented to the Adult and Community Services and Health Scrutiny Forum of 19 December 2006.
- (xii). Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Social Prescribing – Evidence Gathering Session presented to the Adult and Community Services and Health Scrutiny Forum of 29 January 2007.
- (xiii). Presentation from Director of Adult and Community Services entitled 'Social Prescribing' presented to the Adult and Community Services and Health Scrutiny Forum of 29 January 2007.
- (xiv). Developing Social Prescribing in Hartlepool, Commissioned by Hartlepool Partnership and Hartlepool Voluntary Development Agency – February 2006.
- (xv). Solutions not medication – Hartlepool NDC 2004
- (xvi). Social Prescribing for Mental Health, Northern Centre for Mental Health – February 2004.
- (xvii). Sign Posting Evaluation Report – March 2005
- (xviii). The Evaluation of the CHAT Social Prescribing Scheme in Bradford South & West PCT – November 2005
- (xix). Department of Health - Our health, Our care, Our say: A New Direction for Community Services.

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- (iii). BATES P (EDITOR) (2002) 'Working for Inclusion: making social inclusion a reality for people with severe mental health problems' London: Sainsbury Centre for Mental Health.
- (iv). Sykes S (2002) Literature Review (Conducted for Penge Social Prescribing Scheme)

- (v). Department of Health (2003) 'Making partnership work for patients, carers and service users a proposed strategic partnership agreement between the Department of Health, the NHS and the voluntary and community sector.'

SCRUTINY CO-ORDINATING COMMITTEE

18 May 2007



Report of: Adult and Community Services and Health Scrutiny Forum

Subject: FINAL REPORT - RESPONSE TO HARTLEPOOL PCTS CONSULTATION ON ITS PROPOSED MANAGEMENT ARRANGEMENTS -

1. PURPOSE OF REPORT

- 1.1 To present the Adult and Community Services and Health Scrutiny Forum's response to Hartlepool PCT's consultation in relation to its proposed management structure.

2. SETTING THE SCENE

- 2.1 Hartlepool PCT was confirmed as a separate statutory body following the Department of Health exercise, "Commissioning a Patient-Led NHS". In determining its future management arrangements Hartlepool PCT consulted key stakeholders including this Overview and Scrutiny Committee to seek views in relation to its proposed management structure.
- 2.2 The Adult and Community Services and Health Scrutiny Forum met on September 19 2006 to receive from the PCT a presentation of its proposals. This meeting followed the Forum's previous submission to the Strategic Health Authority (SHA) in March 2006, recommending the continuance of one to one coterminosity between the PCT and the Borough Council. The same view was unanimously supported by the Borough Council at its meeting on 16 February 2006 and Hartlepool Partnership (of which Hartlepool PCT is a core Member) at its meeting on 4 November 2005. In addition, each body supported the concept of an independent Board for the PCT rather than one incorporating shared management arrangements with other PCTs.
- 2.3 The Forum submitted an interim report to Cabinet and HPCT on 9 October 2006 in response to the PCT's consultation on its proposed management arrangements. A formal response to this report was received by the Authority on the 18 December 2006 (outside of the 28 days within which the Forum had requested a response and within which health bodies are expected to reply to OSC reports). Members considered the response at the Forum's meeting on 29 January 2007 and agreed the approach to be adopted in this final report. In

particular, Members endorsed their previous findings and conclusions within the context of both bodies having now placed their considered views on the public record. Members also concluded that local residents were better served by a focus on securing more effective working relationships rather than a further point by point account of what is now an historical decision making process.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

3.1 The overall aim of the Scrutiny Inquiry was to provide a response to Hartlepool PCT's consultation on its proposed management structure. This focus was of particular significance because:

3.1.1 The PCT had proposed to initiate a form of shared management arrangements under which the Executive Director posts would be joint appointments with North Tees PCT;

3.1.2 The PCT had previously supported the case put forward in an independent report it had jointly commissioned with the council and other members of the LSP. This position was endorsed unanimously at the LSP meeting of 4 November 2005 and the report submitted to the Strategic Health Authority;

3.1.3 The Executive of the Council had obtained advice from leading counsel in the Chambers of the former Lord Chancellor that the NHS was obliged to conduct a formal statutory consultation on its proposals for management re-structuring.

4. MEMBERSHIP OF THE ADULT AND COMMUNITY SERVICES AND HEALTH SCRUTINY FORUM

4.1 The membership of the Adult and Community Services and Health Scrutiny Forum 2006/07 Municipal Year was as detailed below:-

Councillors: Barker (Vice-Chair), Akers-Belcher, Brash, Fleet, Griffin, Lauderdale, Lilley, Rayner, Wistow (Chair), Worthy and Young.

Resident Representatives: Mary Green, Jean Kennedy and Joan Norman

5. METHODS OF INVESTIGATION

5.1 Members of the Scrutiny Forum met on 19 September 2006 to receive and discuss evidence in relation to this inquiry. A detailed record of the issues raised during this meeting is available from the Council's Democratic Services.

5.2 Due to the limited time available during which to undertake this inquiry, the key method of investigation involved detailed reports supplemented by verbal evidence by representatives of Hartlepool Primary Care Trust.

SCRUTINY FINDINGS

6. HARTLEPOOL PCT MANAGEMENT PROPOSALS

6.1 The Forum was advised that under the proposals presented to the SHA:-

(a) Hartlepool PCT will be a statutory body with its own Board with a Chairman and Non Executive Directors appointed by the Appointments Commission.

(b) HPCT will receive its own financial allocations to meet the health care needs of its population and will need to meet its statutory duties to achieve financial balance and the re-payment of previous deficits.

(c) HPCT Board will consider how it can best meet its duties and responsibilities, and, where appropriate, may decide to work collaboratively with other organisations, including other PCTs or Local Authorities.

6.2 The PCT informed Members that after careful consideration involving discussions with a range of stakeholders and the initial feedback following the Fitness for Purpose Review, Hartlepool PCT proposed to create a joint management team with North Tees PCT together with a range of Tees wide functions including commissioning. In further developing these arrangements, the PCT chairman stated that his 'bottom line' was that decision making in the joint committee would be on the basis of unanimity rather than majority voting.

6.3 The PCT advised Members that the proposal demonstrated a significant presence at a senior level north of Tees, supported by some Tees wide functions where this is the most effective way to undertake these. Further, the PCT informed the Forum that several areas must have senior local leaders in each PCT/LA area and may lead to the creation of joint posts, subject to further discussion and agreement over governance and funding arrangements. In summary the PCT stated that for Hartlepool this option would enable the PCT to create senior posts focussed on areas of work with direct relevance to Hartlepool Borough Council. However, no detail of these proposals was then available to enable the Forum to form a view on whether they might meet the conditions in the letter from the Acting Permanent Secretary and Andy Burnham's Ministerial statement to Parliament both of 16 May 2006.

6.4 In light of all these issues, the Forum considered that the proposals needed to be developed further to demonstrate clearly how local responsiveness would be maintained to deal with differing local needs. The Forum was pleased to note that HPCT and HBC had begun to work together to address this requirement. However, Members maintained that the loss of a locally-focussed PCT in favour of a Joint Management Structure would make health improvement in Hartlepool and joint commissioning more difficult to achieve.

- 6.5 Members considered it vital to preserve joint working in Hartlepool to reinforce the community and public health agenda. Members also continued to support the direction in 'Delivering the NHS Improvement Plan' [2005] which refers to the relationship with local authorities as being crucial and states: *"all PCTs need to play strongly into LSPs and where applicable LAAs"* (para 5.11 refers) and hoped to see clear evidence of Hartlepool PCT remaining committed to closer integration with local governance structures.
- 6.6 The Forum learned via Hartlepool PCTs response to its interim report that HPCT has affirmed its own commitment to ensuring that these conditions be met, especially with regard to increased co-operation between co-terminous PCTs and local Authorities. Whilst the Forum welcomes HPCTs resolve to ensure that all the conditions set out in the Acting Permanent Secretary's letter are met, the Forum has yet to see robust evidence demonstrating how the PCT intend on achieving this beyond a reference to the role of the Chair and NED team.
- 6.7 While acknowledging that the Chair and NED team will play a central role in ensuring that the needs of Hartlepool are realised, Members consider that further work still remains to develop a more detailed framework for joint working to ensure that partnership working is maintained and enhanced in Hartlepool.

7. CONSULTATIVE BASIS

- 7.1 The Forum learned that Hartlepool Council has obtained legal advice from leading counsel on the duties of the SHA and PCT to consult under the terms of the Health & Social Care Act 2003 and Health Scrutiny Regulations. This advice was communicated to these bodies by the Chief Executive of Hartlepool Borough Council in letters dated 28 July 2006 and 11 August 2006.
- 7.2 Consequently, the Adult and Community Services and Health Scrutiny Forum conducted this enquiry in line with the legal advice received by the Council that the PCT Consultation in relation to the proposed management structure comprised a substantial change in the provision of health services which necessitated a formal consultation process involving local authorities and the Patients and Public Involvement Forums. The requirement for such consultation enables a Health Scrutiny Committee to refer disputed matters to the Secretary of State for consideration before any changes can be implemented. In practice, Hartlepool PCT made a decision to implement its management changes within three weeks of submitting them to the Forum and before even an interim report could be completed and approved.(see below).
- 7.3 The SHA rejected the view that it had a legal duty to consult and Hartlepool PCT did not accept that changes in management arrangements were subject to formal statutory consultation processes. While Members of the Adult and Community Services and Health Scrutiny Forum considered that the timetable proposed by HPCT (3 weeks) was too short to allow due process, they nevertheless wished to interpret their statutory duty as flexibly as possible in

the circumstances. Consequently, the Forum agreed to consider its response to the PCT's proposals at a joint meeting with the Scrutiny Co-ordinating Committee on September 29 2006. The normal process would be for the Forum to conclude its enquiry and submit its report to the next meeting of Scrutiny Coordinating within the normal meetings cycle. The special joint meeting was arranged with the minimum notice that could be given to comply with Scrutiny process. The Forum's aim was that at least an interim report could be submitted to the authority's Cabinet at its scheduled meeting on 9th October. The Forum was however disappointed to learn that, despite its best efforts to respond as rapidly as possible, the HPCT Board made a decision on October 2 2006 to implement the proposals presented to the Forum. Thus, it made a decision on the outcome of its consultation in the absence of a response from Scrutiny.

- 7.4 The Forum readily understands why the SHA and PCT might wish to question the advice which leading counsel supplied to the Local Authority. Its content apparently challenges assumptions on which the NHS and local government have generally operated in terms of what constitutes substantial changes in the provision of health services. The Forum does not believe that the interests of local residents would be served by placing the Council and PCT in a position of legal conflict or delaying the implementation of new arrangements for effective joint working. Legal action by the Council and a formal report to the Secretary of State by this Forum would be likely to have those serious disadvantages even if justified by the advice received.
- 7.5 Nonetheless, the Executive has commissioned a legal opinion and the nature of the advice it received is such that it may be of wider regional and national significance. Consequently, the Forum considers that the Executive would be serving the wider public interest, and potentially securing fuller value for money, if the Executive were to draw to the attention of other relevant bodies the nature of the advice it commissioned., Members of the Forum also considered that they could contribute to this process by publicising this report to other local Authority Overview and Scrutiny Committees through the Centre for Public Scrutiny in the normal way.

8. CABINET OFFICE CODE OF PRACTICE ON CONSULTATION

- 8.1 Whilst the nature of the consultation exercise (statutory or not) remains unresolved between the PCT and the Borough Council the Forum notes that the consultation process adopted by HPCT did not comply with the Cabinet Office, Code of Practice on written consultations. The code of practice clearly outlines that one of the main purposes of consultation is to "improve decision making by ensuring that decisions are soundly based on evidence, that they take into account the views and experience of those affected by them, that innovative and creative options are considered and that new arrangements are workable." In addition the code of practice outlines that sufficient time should be allowed for considered responses from all groups with an interest, and twelve weeks is considered as a standard minimum.

- 8.2 In light of this advice the Forum does not consider that HPCT has consulted in a proper or effective manner irrespective of whether the consultation required was of a statutory nature. This is an unfortunate start for the new PCT in a context where the need for the public to have greater confidence in consultation processes conducted by the NHS has received growing attention (as in for example the White Paper 'Our Health, Our Care, Our Say').

9. CONCLUSIONS

- 9.1 The Adult and Community Services and Health Scrutiny Forum concluded:-

- (a) That the consultation process adopted by HPCT did not comply with the Cabinet Office, Code of Practice on written consultations. Consequently the Forum was not provided with sufficient time to "improve decision making by ensuring that decisions are soundly based on evidence, that they take into account the views and experience of those affected by them, that innovative and creative options are considered and that new arrangements are workable."
- (b) That the consultation process did not comply with the legal requirements placed on it to conduct a statutory consultation, though it recognizes that the Council and PCT have received different advice on the relevance of these requirements to this case.;
- (c) That the Forum considers that there is limited value in pursuing the advice of leading counsel as this will un-necessarily hamper relations between the Council and the Trust. However, the Forum does recognize the value in developing a protocol to clarify the roles and responsibilities of both organizations in respect of consultation processes;
- (d) That the Forum welcomes the recognition within the NHS that it must 'Raise the bar' on the quality of consultations. A national review found high variation in the manner and success of reconfiguration consultations, even within the same area. Sir Ian Carruthers, who led the review said: 'The detail, style, format [and] language of consultation documents varies too much. When you read a lot of them, it is not clear what is being discussed.' It also says that primary care trusts should take a central role in leading reconfiguration. 'PCTs should normally lead the preparation and consultation on service improvement proposals.' Although the Carruthers review focussed on service re-configurations, the Forum would expect his recommendations to apply to NHS consultations more generally.
- (e) That the Forum is aware, informally that that progress has been made in establishing joint arrangements between HPCT and this Local Authority.

10. RECOMMENDATIONS

- 10.1 Based on the evidence considered during the undertaking of this Scrutiny investigation, the Adult and Community Services and Health Scrutiny Forum recommends:-

Hartlepool PCT

- (a) That future consultation/engagement exercises undertaken by Hartlepool PCT comply with the relevant statutory guidance and the Cabinet Office Code of Practice on written consultations;
- (b) That consultation processes are planned clearly with identifiable markers identifying where Scrutiny can input into the process;
- (c) That Hartlepool PCT support the implementation of a protocol governing consultation between both organisations;
- (d) That the PCT submit an update report to this Forum on the development of the management structure including plans for Joint Commissioning with the Council together with the terms of reference for any Tees-wide and North of the Tees Joint arrangements and Committees.

Hartlepool Borough Council

- (e) That the Executive draws to the attention of national and regional organisations, such as the LGA and ANEC, the nature of the legal advice received by this Local Authority, namely that consultation on proposed management arrangements are subject to a formal statutory consultation processes.

11. ACKNOWLEDGEMENTS

- 11.1 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:-

Chairman of Hartlepool PCT;

Officers representing Hartlepool PCT;

Hartlepool Borough Council's Chief Executive;

Hartlepool Borough Council's Director of Adult and Community Services; and

Hartlepool Borough Council's Chief Solicitor.

COUNCILLOR GERALD WISTOW

CHAIR OF THE ADULT AND COMMUNITY SERVICES AND HEALTH SCRUTINY FORUM

March 2007

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BACKGROUND PAPERS

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

- (i). Report of Hartlepool Partnership entitled 'Locality Plus – Retaining a Coterminus PCT in Hartlepool';
- (ii) "Locality Plus" - Hartlepool Borough Council's Health Scrutiny response to the County Durham and Tees Valley Strategic Health Authorities consultation document on new Primary Care Trust arrangements in County Durham and the Tees Valley.
- (iii) Letter from Acting Permanent Secretary Hugh Taylor to David Flory –Dated 16 May 2006.
- (iv) Letter from SHA to PCT Chairs and Chief Executives – Dated 23 May 2006.
- (v) Letter from David Flory SHA Chief Executive to Local Authority Chief Executives - Dated 30 May 2006
- (vi) Report of the Director of Adult and Community Services entitled 'PCT Reconfiguration – Tees Valley' presented to the Adult and Community Services and Health Scrutiny Forum held on 23 June 2006.
- (vi) Report of the Chairman of Hartlepool PCT entitled 'Hartlepool PCT – Future Board and Management Arrangements' presented to the Adult and Community Services and Health Scrutiny Forum held on 19 September 2006.
- (vii) Statement by Andy Burnham MP to the House of Commons on 16 May 2006.

SCRUTINY CO-ORDINATING COMMITTEE

18 May 2007



Report of: Scrutiny Manager

Subject: DRAFT OVERVIEW AND SCRUTINY ANNUAL
REPORT 2006/07

1. PURPOSE OF REPORT

- 1.1 To provide the Scrutiny Co-ordinating Committee (SCC) the opportunity to consider the Draft Overview and Scrutiny Annual Report for 2006/07.

2. BACKGROUND INFORMATION

- 2.1 As outlined in the Authority's Constitution, it is a requirement of the Overview and Scrutiny Function to produce an Annual Report, detailing the work of the Scrutiny Co-ordinating Committee and the four standing Scrutiny Forums that has been undertaken during the last 12 months together with suggested developments etc for the forthcoming year.
- 2.2 Last year was the first year an Overview and Scrutiny Annual Report was produced, which was also very well received by Full Council, partners and members of the public.
- 2.3 Given the extremely tight timescales for the production of the Draft Annual Report for 2006/07, together with allowing the Chair of the Scrutiny Co-ordinating Committee and the Chairs of the four standing Scrutiny Forums the opportunity to comment on the relevant pages that relate to the work of their Committee/Forum, a copy of the Draft Annual Report will be circulated during this meeting.
- 2.4 Following the views of this Committee in relation to its content, the Annual Report will be presented to the first meeting of Council in the new Municipal Year (21 June 2007) and will also be despatched to key stakeholders and public buildings for information.

3. RECOMMENDATIONS

3.1 It is recommended that the Scrutiny Coordinating Committee:-

- (a) Notes the content of this report;
- (b) Considers the content of the Draft Overview and Scrutiny Annual Report for 2006/07, to be circulated at this meeting; and
- (c) Notes that the Overview and Scrutiny Annual Report for 2006/07 will be presented to the first meeting of Council in the Municipal Year 2006/07 (21 June 2007 at 2.00 pm) and despatched to key stakeholders and public places for information.

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BACKGROUND PAPERS

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

SCRUTINY CO-ORDINATING COMMITTEE

18 May 2007



Report of: Scrutiny Manager

Subject: REQUEST FOR ITEMS FOR DISCUSSION –
JOINT CABINET / SCRUTINY EVENT OF
30 MAY 2007

1. PURPOSE OF REPORT

- 1.1 To request items for discussion at the next Joint Cabinet / Scrutiny Event to be held on 30 May 2007..

2. BACKGROUND INFORMATION

- 2.1 As Members will recall it was agreed that the next meeting of the Joint/Cabinet Scrutiny Event would be held on **Wednesday 30 May 2007, commencing at 5.30 pm to 6.30 pm in Training Room 3 in the Municipal Buildings.**
- 2.2 As such items for discussion are sought from Members of this Committee, which will then be used to form the basis of the Joint Agenda in conjunction with the issues received from the Cabinet.

3. RECOMMENDATION

- 3.1 That agenda items be sought from Members of the Scrutiny Co-ordinating Committee for the Joint Cabinet/Scrutiny Event to be held on 30 May 2007.

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BACKGROUND PAPERS

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