

LAA Freedom & Flexibilities

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Children and Young People

CYP03 – Resolving conflicting policy areas for GPs and schools to ensure unequivocal support for the Children’s Act (2004).

1. Title

Resolving conflicting policy areas for GPs and schools to ensure unequivocal support for the Children Act (2004)

2. Outcome

Clear and unequivocal responsibilities on schools and GPs, in particular, to co-operate with the Children’s Services Authority in the planning and delivery of services to children and young people will lead to improved outcomes for children across all 5 ECM headings, including LPSA2 and Floor Targets for children. Failure to secure their co-operation makes it more likely that children will live in areas where services are not delivered according to need, where information is not effectively passed between agencies and where vulnerable children and young people might be unable to secure a local school place or child care provision.

3. Responsibility

Manchester – Director of Children’s Service
HM government – DH, DfES

4. Type of Freedom and Flexibilities

Commitment to, and change of culture within, government departments, possibly legislative change.

These issues are referred to in the recent White Paper’s proposals to require schools to ‘have regard to’ the Children and Young People’s Plan in their School Improvement Plan but this is insufficiently clear to ensure that schools work effectively with Local Authorities.

5. Timescale

Clarification of current expectations/responsibilities should be immediate, with effect from September 2006 and linked to the School Inspection process.

Legislative change, if necessary, should be as soon as possible.

6. Impact

Neither schools nor GPs are currently obliged to co-operate with the developing Children’s Trusts - s10 of the Children Act (2004) explicitly excludes schools and GPs from the range of ‘relevant partners’ who have a duty to co-operate. However schools and GPs are anxious to form part of the wider partnership and are looking for clear leadership from Government, for example in terms of sharing targets with Children’s Services Authorities rather than having separate targets or priorities.

Both of these vital partners in achieving the ECM outcomes may, at present, commission or provide services without reference to the local Children & Young People’s Plan. This might lead to a shortage of specific services in one area, or an oversupply in another.

For example, both might commission sexual health services in the same area. Effective co-ordination will maximise value for money in terms of outcomes for children. Current practices relating to passing on information relating to pupil movement and attendance is

hampering efforts to ensure pupil safety; clear responsibilities to co-operate would improve the Local Authority's capacity in this area.

District service delivery models in Manchester will be linked to local needs assessment and shared accountability for outcomes. These arrangements, and inter-district specialist working, are at the heart of the City's plans for Building Schools for the Future and our proposals for the development of Academies. The local authority will be unable to ensure shared accountability if schools are not under a duty to work together and with the Local Authority, and its partners, for all children.

Post-16 provision planning by schools, VI Form Colleges and the Further Education sector will be crucial to future work to improve outcomes for young people in terms of employment, education or training at 16+. Individual school developments, in KS4 and at VI Form, must be planned coherently across the area and linked to local employment market developments.

7. Elements of Change

We would like to see Department of Health and DfES make very clear, through guidance to GPs and schools (including Trusts and City Academies), that they share the targets for outcomes for children and are jointly accountable for their achievement. Accordingly there should be a requirement, as there is with other key partners, to co-operate with the local Children's Trust arrangements in their area, in particular making sure that all children and young people receive basic health care services and schooling.

Targets for GPs and schools should explicitly highlight achievement of the five outcomes for all children. The current s10 guidance from the Children act is not sufficiently clear or robust on this.

The recent White Paper, "Higher Standards, Better Schools for All", includes an explicit intention to reform this area by requiring schools to have regard to the Children and Young People's Plan. We would like this to be strengthened further to make it an explicit 'duty to co-operate' on schools and GPs.

8. Supporting Evidence

Manchester's current performance in a number of key areas gives cause for concern. In particular levels of schools attendance, teenage pregnancy and post-16 transition to Employment, Education or training are proving particularly stubborn. Concerted multi-agency plans, based on analysis of the current performance and effective practices elsewhere, are developing in all these areas which will bring about improvements.

However it is clear that the current emphasis on the autonomy of schools and GPs is at odds with other partners' obligations and shared, local accountability. Pupil exclusion and admission of 'hard to place' pupils, including Looked After Children, requires effective collaboration and joint accountability for example. In 2004/2005 there were 84 exclusions from schools in Manchester of whom ten were immediately admitted to a new school. Future arrangements, including the development of a hard-to-place protocol, will require a high degree of trust and collaboration across districts to ensure that pupils are admitted to new schools without unnecessary delay.

Economic Development and Enterprise

EDE01 – DOH to require GPs to refer IB claimants who are renewing their medical certificate to refer claimants to the Stepping Stones programme to access employment support services.

1. DOH to provide GPs with an effective means to direct stock IB claimants to employment support services when seeking a medical certificate renewal in order to support the reduction of the number of people remaining on IB.

2. Outcome

To contribute to achieving parity with the national employment rate of 75% over the lifetime of the LAA, and support the delivery of the Manchester LPSA 2 target by Summer 2008.

3. Responsibilities

HM Government – Department of Health

4. Type of F/F

This is a commitment from the Department of Health to support Manchester to reduce the number of people on Incapacity Benefit.

5. Timescale

This should be able to be delivered in six to eighteen months

6. Impact

This will enable greater contact to be made with those claimants who do not meet regular with JC+ but who may meet their GP more regularly. Based on an average of 13,000 medical certificate renewals per year, this measure will contribute to achieving the target of 4,638 IB claimants engaged and supported into employment over the life of the LAA. (The remaining 7,862 will be met from other workless groups such as JSA and lone parents.)

7. Elements of Change

GPs signposting IB claimants to employment support services that will give alternatives to remaining on IB will support a reduction in the B stock.

8. Supporting Evidence

By ensuring that GPs make clients aware of the support available to them once on IB should increase the numbers of stock IB claimants that access employment-related support. This will increase the number of IB claimants that return to work. This will in turn lead to benefit savings and an overall reduction in the IB load.

Once engaged, the current Stepping Stones project working with stock IB claimants are moving about a third of clients back into work. Whilst clearly these residents are closer to the labour market than many of the other stock, this rate is improving month on month, so it is expected that increasing the number of residents engaged in the programme will move a significant number into employment.

9. Costs & Summary

A reduction of 4,638 residents claiming Incapacity Benefit (stock) will generate a benefits saving of £6.3m per year, and an additional economic impact of £50m

Capacity for delivery will be provided through the LSP partners with no additional costs to the NHS.

EDE03a – Data Sharing between the local authority and the Pension Service

1. **Name:** Data sharing between the local authority and the Pension Service (DWP) for older people's income maximisation.

2. Outcome

The high-level outcome that will result from this f/f is a reduction in income deprivation of older people in Manchester.

3. Responsibilities

The Joint Health Unit and Manchester Advice are responsible for driving this f/f as part of a wider Steering Group, which includes the MCC Benefits Service and the Pension Service. The Department for Work and Pensions (Pension Service) will be responsible for granting it.

4. Type of F/F

The nature of the freedom would be a change in application of the Data Protection Act. Currently the DWP does not share data it stores to send information about pensions and benefits to older people, with the local authority. This f/f does not require a change in legislation.

5. Timescale

This should be delivered in the next six months in order for local partners to deliver targeted income maximisation campaigns, and be maintained on a permanent basis.

6. Impact

Sharing of the data will enable more effective joint working between the local authority and the Pension Service and help reduce duplication of work. A more effective take-up campaign will attract significant amounts of income to the city's pensioners.

Granting of this f/f will reduce the risk of duplication of work and improve the effectiveness of multi-agency interventions, supporting the implementation of a joint MCC/Pension Service working project.

It is difficult to estimate the impact of access to Pension Service data. However we feel that realistic targets based on a coordinated approach between agencies, which involves the sharing of data, would yield, on average an additional 10% new claimants for each of the following benefits:

- Pension Credit;
- Housing Benefit;
- Council Tax Benefit;
- Attendance Allowance.

We have used Pension Credit data to illustrate this approach, as it is the most widely claimed entitlement. The number of people who would fall within the scope of this work is 68,300 (all people aged over 60) each year. An estimate, based on DWP and ONS data, of people aged 60plus currently claiming Pension Credit is 38.9% or 26,900. On current trends, we estimate that the February 2009 position will be 41.9% and 31,511 respectively. Based on the intervention we estimate that a 10% uplift is realistic, resulting in 46.1% coverage or a net additional 2,900 claimants. (See table one attached.)

7. Elements of Change

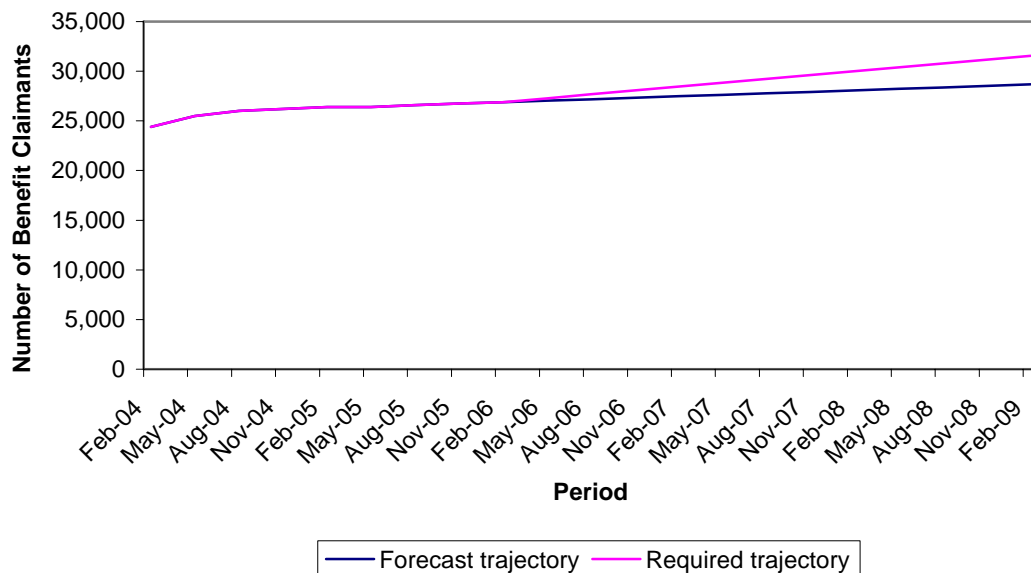
The Council will lead the active participation of a range of organisations in the development of a co-ordinated strategy to maximise the take-up of entitlements for people above state retirement age. A project steering group has been established to and agencies will work together in key wards, and hard to reach groups will be targeted in the first instance, using demographic and deprivation data. The information, currently held by the DWP will be transferred to the local authority, to target older residents who could benefit from a range of entitlements.

8. Supporting Evidence

Supporting evidence

- IMD map of older people's deprivation, showing very high levels of pensioner poverty.
- Manchester Advice Annual Report 2004/5
- Research conducted by the LGA/DWP 2001 into effective take-up of entitlements

Table One: Pension Credit Projections



EDE03b – DWP to provide access to key data to enable targeting and measurement of performance of services for workless residents.

1. DWP to provide access to key data to enable targeting and measurement of performance of services for workless residents. This should include:

- Access to DWP longitudinal benefits study
- Enforcement of standards in the collection of ethnic monitoring data

This would raise the quality of evidence on worklessness and enable more effective targeting of services. In order to achieve the greatest progress in the most deprived areas, reliable targeting and monitoring data is required.

This information will enable us to identify and understand better the type of interventions for each customer group that are most likely to result in sustainable employment. This will allow Jobcentre Plus and its partners to prioritise funding for those programmes that are most likely to make the biggest impact on LPSA and DWP PSA targets.

2. Outcome

To achieve parity with the national employment rate of 75% in Manchester by April 2009.

3. Responsibilities

HM Government – Department for Work and Pensions

4. Type of F/F

This is a commitment from a DWP to share the data provided by the longitudinal study and to make progress on improving the quality of information available on the ethnic minority breakdown of workless residents.

5. Timescale

This should be able to be delivered in six to eighteen months

6. Impact

Greater impact on the most deprived communities by improving the targeting of the most deprived individuals and communities.

More accurate assessment of the effectiveness and impact of employment support services delivered. This measure will also contribute to achieving the target of 12,500 people back into employment over the life of the LAA by ensuring that opportunities are maximised by directing funding towards those interventions that achieve the greatest results.

7. Elements of Change

This evidence would inform current/future strategies for intervention by appropriate organisations and the task force and would ensure that only effective programmes are funded.

8. Supporting Evidence

Allowing Jobcentre Plus and its partners to assess the impact and effectiveness of funded interventions would ensure that all clients are referred to the programmes that provide the best chance of them securing sustainable employment. This will ensure that existing budgets are spent more effectively.

As clients would stand a better chance of entering work faster, and staying in employment longer, this would lead to reductions in benefit costs and increased tax revenues.

Reducing the proportion of 'churn' would also allow Jobcentre Plus to focus its remaining resources on the harder-to-reach clients, as well as reducing benefit costs.

9. Costs & Summary

No additional costs to DWP in using existing longitudinal data or for enforcing good practice in data collection.

EDE05 – DWP to grant the Manchester Central District Pathways to Work (Phase III) status

1. DWP to allow Manchester Central District to work with all flow and all stock clients (phase 3 Pathways to Work) including powers to compel attendance at work focused interview and impose benefit sanctions for non-compliance

To increase the rate at which all Manchester IB claimants return to work. Ensuring that claimants attend a mandatory work-focused interview where potential routes back into work are discussed will increase the proportion of residents that consider working, and will inform more of them of the support available to assist them back to employment. This will increase the rate of engagement, leading to both a higher job entry rate and the delivery of LPSA and DWP's PSA targets.

2. Outcome

To achieve parity with the the national employment rate of 75% over the lifetime of the LAA, and support the delivery of the Manchester LPSA 2 target by Summer 2008.
Responsibilities

HM Government – Department for Work and Pensions.

3. Type of F/F

This is a commitment from DWP to support Manchester to increase the rate at which Manchester's Incapacity Benefit clients return to work.

4. Timescale

This should be able to be delivered in six to eighteen months.

5. Impact

To achieve parity with the national employment rate of 75% Manchester will have to reduce worklessness by 12,500 residents. This would comprise :

- 12.5% reduction in IB/ SDA claimants
- 27.5% reduction in IS Lone Parent claimants
- 35.7% reduction in JSA claimants

Mandatory work focused interviews would ensure that more clients receive support in returning to work, leading to more residents actually returning to employment. It would also ensure that adviser time is used more efficiently. By reducing engagement costs, mandatory WFIs would also release funds which could then be used to buy additional provision or support packages for those clients furthest away from the labour market.

6. Elements of Change

By ensuring that claimants attend a mandatory work-focused interview where potential routes back into work are discussed will increase the proportion of residents that consider working, and will inform more of them of the support available to assist them back to employment. This will increase the rate of engagement enabling both higher job entry rate and delivery of LPSA targets.

7. Supporting Evidence

Manchester has a higher than average proportion of its residents on Incapacity Benefit. In order to narrow the gap with national rates, in line with DWP's and ODPM's PSA targets,

we need more focused support for Manchester's IB cohort than just the Phase 1 Pathways to Work programme will be able to bring

Introducing mandatory work-focused interviews for stock would reduce the need, and therefore very considerable costs, of engaging clients and would enable staff to concentrate resources on advising clients of their best route into employment.

Once engaged, Stepping Stones are moving about a third of clients back into work. Whilst clearly these residents are closer to the labour market than many of the other stock, this rate is improving month on month, so it is expected that mandatory work-focused interviews, combined with the Pathways condition management and employment-related support, would enable the target of 4,638 of IB clients returning to work to become realistic.

This approach has already been piloted elsewhere and is expected to be rolled-out nationally at a later date, Manchester is asking for this in advance of the national roll-out.

The recent DWP report *Incapacity Benefit Reforms – Pathways to Work – Performance and Analysis* provides analysis of performance of the Pathways to Work Pilots. In summary it shows:

- Evidence on the performance of the Pathways to Work Pilots is very encouraging. There are indications of around an eight percentage point increase in the Incapacity Benefit (IB) six month off-flow rates in the Pilot districts. It is not yet possible to be certain that these additional exits from benefit all relate to entries to employment. However, there is no evidence that the additional off-flows are disproportionately caused by transfers to other benefits.
- There are early indications that this appears to be leading to a reduction in incapacity benefit caseload sizes in the Pilot districts, although further analysis will be needed to establish causal links with Pathways.
- To date, there have now been over 19,500 job entries from Pathways to Work customers. Furthermore, the number of Jobcentre Plus Target job entries for people with health conditions and disabilities in the Pilot districts has increased at a greater rate than in the rest of the country.
- Following the initial Work Focused Interview (WFI), take-up of elements of the Choices package is over 21 per cent. There have now been around 17,700 starts to the various elements of the Choices package, with 7,500 referrals to the Condition Management Programmes (CMP), around 75 per cent of which have had an initial assessment with the CMP provider; and 8,500 New Deal for Disabled People (NDDP) registrations.
- The comparison for NDDP is positive. In Jobcentre Plus integrated offices NDDP take-up following the WFI is approximately four per cent, whereas in Pathways it is substantially higher, with around ten per cent of all people attending the initial WFI going on register with NDDP.
- Since 7 February, over 13,600 WFIs have been conducted as part of the extension to existing customers, with 420 NDDP registrations, 1,180 referrals to other Choices elements and 210 recorded job entries. The Pilots appear to be on schedule to call in all eligible customers by March 2006.

8. Costs & Summary

There will be additional costs to DWP [to follow] with increased take up of services (to be quantified); however, the benefits for IB clients alone would amount to:

- £6.3m savings in benefits per year

- £5.9m additional tax income
- £50m additional economic benefit
- Annual combined benefit to government of £36m after the LAA.

EDE07 – To allow Jobcentre Plus District Managers greater discretion within the business planning process

1. DWP to allow Jobcentre Plus District Managers greater flexibility in determining priorities and resource allocation within local business plans to respond local economic demand. This should include:

- Enabling all clients, regardless of duration of claim, in receipt of workless benefits, to undertake full time training where the training enables the client to access sectors of known labour shortage.
- Allowing District Managers to set aside mandatory programme requirements where there are alternative approaches that will achieve job entry rate targets.
- To reallocate underspent budgets within the district.
- To allow additional benefit payments (£40 p/w for 6 months) to be made to workless residents in support of the Manchester and Salford LEGI new enterprise programme.

This would enable greater efficiency in the use of JCP, LSC and regeneration budgets to focus training on demand areas of the economy – removing obstacles to participation created by conflicting funding streams.

2. Outcome

To achieve parity with the national employment rate of 75% over the lifetime of the LAA, and support the delivery of the Manchester LPSA 2 target by Summer 2008. To support achievement of DfES's PSA target of reducing the number of adults in the workforce who lack NVQ 2 or equivalent qualifications.

3. Responsibilities

HM Government – Department for Work and Pensions.

4. Type of F/F

This is a commitment from DWP to enable to maximise the impact of existing funding by allowing District Managers to refer workless residents to the type of provision that is most likely to support them into sustainable employment.

5. Timescale

This should be able to be delivered in time for the 2006/7 business plan.

6. Impact

Greater impact on the most deprived communities by improving the targeting of individuals and increasing the effectiveness of public resources.

Faster move out of worklessness and reduction of churn between work and benefits.

Improved fit between the demands of the economy and the skills of job seekers – 75% of inactive benefit claimants have qualifications at level 2 or below, with a third having no qualifications at all, when the demand by employers is increasingly for level 3 and above.

Jobcentre Plus resources would be directed to where they may have the greatest impact on LPSA and PSA targets.

Increased competitiveness of Manchester workless residents for jobs available in the Manchester economy. Reduction in the amount of time residents stay on benefit before

intervention where there is a clear rationale that they would be unable to access sustainable employment without retraining.

Those capable of entering the labour market are equipped with the support and skills to capitalise on the job opportunities provided by both replacement demand and growth in the economy across a number of key sectors - particularly those sectors with a high proportion of jobs (and significant growth prospects).

Improved productivity by supporting employers in key sectors to access the quantity and calibre of workers required.

7. Elements of Change

Jobcentre Plus and its partners able to meet demand without having a detrimental effect on Jobcentre Plus's overall budget.

Jobcentre Plus resources directed to where they will have the greatest impact on floor targets by tailoring provision towards the specific needs of individuals and the demands of the local economy.

8. Supporting Evidence

This approach is very much in line with current government policy on the Welfare to Workforce Development Agenda and the flexibilities in the type of provision offered to JSA clients under BoND. It also supports the achievement of Manchester's LPSA on reducing the number of people on out-of-work benefits, DWP's PSA on increasing the employment rate, and DfES's PSA on reducing the number of adults in the workforce who lack NVQ 2 or equivalent qualifications.

Jobcentre Plus can currently allow JSA clients on Work-Based Learning and New Deal to enter full-time LSC-funded training whilst keeping their benefit. Extending this to short-term unemployed residents and IB claimants would enable more benefit claimants develop the skills they need to find sustainable work. This would in turn support the Manchester LPSA target as well as DWP and DfES PSA targets.

The number of vacancies being taken by Jobcentre Plus for some of the occupational areas where they would traditionally place large numbers of JSA clients, such as wholesale/retail distribution and repair, hotels and catering, and financial and business services, is reducing. This implies that Jobcentre Plus clients will need to be placed into new sectors, and therefore that a significant degree of retraining will be required in order to make Jobcentre Plus clients competitive for those jobs.

By 2008, 44% of the jobs in the Manchester economy will require Level 3 skills. The majority will at least require Level 2. However, Almost three quarters (74.1%) of the economically inactive in Greater Manchester are qualified to level 2 or below. Just over a third do not have any qualifications. Given that many IB claimants even with Level 2 / 3 qualifications will have been out of the labour market for a number of years – the average length of claim is nine years – it is inevitable that large volumes of IB claimants will need to be retrained in order to access jobs in the local economy. Without this flexibility being granted this retraining will take clients twice as long, costing DWP twice as much in benefits and lost tax revenues.

This measure would also ensure employers can develop the skilled workforce needed for business success by ensuring an appropriately skilled local workforce is available to them.

Manchester now has more JSA claimants than this time last year, but the number claiming for more than 6 months has increased – implying that customers are not being moved off JSA as quickly as they once were and that some of the short-term unemployed customers that were expected to move into work without major intervention are remaining on benefit. The ability to increase provision available to short-term unemployed residents would halt this.

Enabling advisors to refer short-term unemployed residents into provision as a mechanism for preventing longer-term unemployment, where there is a clear business case that shows the client is unlikely to move into sustainable employment without such an intervention, should deliver an earlier impact on employment rates than would be seen by the client going through the New Deal process after the qualifying period. This will in turn support Manchester to meet its LPSA as well as DWP PSA targets.

This flexible approach would also allow Jobcentre Plus the flexibility to respond quickly to changes or opportunities in the local economy eg funding pre-recruitment programmes when a large investor enters the City, in order to maximise the potential opportunities for its clients.

DWP's Pathways to Work initiative tackles the on-flow to Incapacity Benefit as a mechanism for reducing the overall load. We are requesting the discretion to take the same approach to the JSA on-flow, where there is a clear business case for doing so.

This would enable, for example, underspends on staffing budgets to be redistributed into provision for each Local Authority area. This would maximise the available funding, and therefore the impact on LPSA and DWP's PSA targets.

9. Costs & Summary

This would have no additional cost for DWP.

EDE09 – DWP to ensure that all IB client where they are not permanently signed off have to be medically reassessed at least once a year

1. DWP to ensure that all IB clients where they are not permanently signed off have to be medically reassessed at least once per year.

This would enable GPs to re-assess and engage with patients signed off on a regular basis and refer them, where appropriate, to employment support services.

2. Outcome

To achieve parity with the the national employment rate of 75% over the lifetime of the LAA, and support the delivery of the Manchester LPSA 2 target by Summer 2008

3. Responsibilities

HM Government – Department for Work and Pensions.

4. Type of F/F

This is a commitment from DWP to allow health services and Jobcentre Plus to engage more regularly with Incapacity Benefit clients to ensure that they are sufficiently aware of the support available to improve their health and to help them back to work.

5. Timescale

This should be able to be delivered in six to eighteen months.

6. Impact

Based on the assumption that 50% of the total stock IB claimants would be permanently signed off this approach would ensure that around 13,000 claimants will be engaged by GPs and subsequently re-assessed and referred to additional employment support services where appropriate. Based on an average of 13,000 renewals per year, this measure will contribute to the target of 4,638 IB claimants engaged and into employment over the life of the LAA.

7. Elements of Change

Reassessing IB claimants' health more frequently should increase the number of people found to be able to work and, in conjunction with freedom and flexibility EDE01, should increase the take-up rate of employment support services. This would effectively increase engagement rates of IB clients.

8. Supporting Evidence

It is possible that an IB claimant can be signed off for a significant period of time, for example, 3 years, however, this approach would ensure that people are contacted either by their GP or Jobcentre Plus at least annually and therefore are offered more frequently access to the employment support services that may assist them back into employment.

9. Costs & Summary

There would be an additional cost to the NHS [to be quantified] of increased take up of GP services. But significant gains to the public purse in savings to benefits spend and greater tax generation.

There would be clear costs benefit by the reduction of the number of people claiming incapacity Benefit and the length of time that it is claimed for.

Healthier Communities & Older People

HOP03 – For Manchester to be given its target (fair share) NHS financial allocations by 2009/10

1. Heading

For Manchester to be given its target (fair share) NHS financial allocation by 2009/10.

2. Outcome

For Manchester to achieve its PSA2 life expectancy target for 2007-2009, and in so doing help the Government to achieve the national health inequalities target.

For Manchester to achieve its other targets for 2009-2011 for CHD, stroke, respiratory diseases, cancers, and suicides.

To continue to achieve any future similar targets beyond 2010, and to help the Government to achieve any similar national targets beyond 2010.

3. Responsibilities

Manchester – Joint Health Unit(JHU)/PCTs

Government – Dept of Health, Secretary of State for Health, Health Ministers.

4. Type of Freedom & Flexibilities

This is a commitment from the Secretary of State for Health to continue the recent policy (February 2005) of a faster 'pace of change' (the rate of movement to financial targets).

5. Timescale

Target financial allocation will need to be granted for 2009/10, with an intermediate significant closing towards target for 2008/9 compared with 2007/8. The Government decision on these allocations will probably be made in Autumn/Winter 2006.

6. Impact

The financial allocation target for a PCT is its 'fair share' of total NHS resources, as indicated by current allocation methods and formulae. The 'fair share' is that which would, in principle, produce 'equal access for equal need' across all PCTs in England. The corollary of this is that a PCT which is under target will, other things being equal, have reduced access to services for its population compared with the average for England. This is the situation in Manchester now in 2005 and will remain so until the target is achieved, which under this freedom and flexibility will be financial year 2009/10. Therefore attainment of financial target will improve access to services for the population of Manchester, with consequent benefit to the health of the population.

The rate at which PCTs are moved closer to financial targets year by year is called the 'pace of change'. For allocations for years 2003/4, 2004/5 and 2005/6, the pace of change set by the Government was very slow. At that slow pace it would take, all other things being equal, about 20 years until PCTs were given their allocation targets. However the pace was greatly increased for the years 2006/7 and 2007/8. (see Appendix 1 for an account of this and the JHU pace of change campaign in the paper presented by the JHU to the MCC Health and Wellbeing Overview and Scrutiny Committee on 10 March 2005 with the subject of 'NHS Resource Allocation')

This freedom and flexibility represents a request that the increased pace is maintained for 2008/9 and 2009/10 allocations, so that Manchester PCTs will, by 2009/10, be given their full allocation target.

Manchester's current PSA2 target 10 is to reduce the gap in life expectancy between the City of Manchester and England. The target gap is 4.5 years for men and 3.2 years for women, and the final assessment will be the average of the years 2007, 2008 and 2009. The granting of this freedom and flexibility will improve the chance of attaining this target.

Currently Manchester is making progress towards its 2009-2011 (mid year 2010) targets (equivalent to national targets) for CHD, cancer, respiratory diseases and suicides. Granting of this freedom and flexibility would increase the probability of attaining these targets. Similar future targets beyond 2010 would also be given a greater chance of success. 2009-2011 targets for teenage conceptions and accidental deaths are proving difficult, and granting of this freedom and flexibility would improve the chance of getting close to these targets.

In the current financial year 2005/6, Manchester PCTs in total are 8.1% or £57.5 million under target. Financial targets are also in place for the next two years 2006/7 and 2007/8, and under the recently improved pace of change Manchester's position improves to 4.9% or £37.9 million under target in 2006/7 and 3.5% or £29.58 million under target in 2007/8.

It is not possible to predict precisely the under-target position of Manchester in 2008/9 because of unknown changes in future updated data in the formulae, but it is unlikely to start better than 3.5% below because Manchester's population is growing faster than that of England as a whole. Therefore the attainment of target by 2009/10 would be expected to result in extra resources of at least £30 million (plus the uplift for the average annual increases for England) for the population of Manchester compared with 2007/8. Such a position entails an intermediate position of about 2% or around £17 million under target for 2008/9.

7. Elements of Change

The extra resource from NHS fair share financing for Manchester is substantial and is likely to affect all aspects of service – primary care, prevention and public health, secondary care and tertiary care. All of these aspects are involved in tackling the major 'killers' – Coronary heart disease, and cancer where Manchester ranks as one of the worst areas in England. There are national targets to substantially reduce these illnesses by 2009-2011 where Manchester can play a significant role provided it has adequate resources.

With the recent Government emphasis on reducing waiting lists and times, there has been pressure to put resources into hospital services, at the expense of developing primary care and prevention and public health. Consequently under-resourced PCTs like those in Manchester will be handicapped in these crucial areas. For example Manchester as a whole is currently about 50 GPs short of requirement, according to national formulae, and the full annual cost of these additional GPs with associated staff would amount to £9.2 million in the current financial year, excluding associated community based nurses.

There is also evidence that, at least for 2003/4, the Mental Health service in Manchester is under-funded compared with the England average, when the greater needs in Manchester are taken into account. This under-funding is likely to stretch into several £ millions.

All three Manchester PCTs are part of a group of 88 'spearhead' PCTs which have the worst health and deprivation in England. This group has been set up to lead work on narrowing the health gap in England, and Government hopes that they will make faster progress than elsewhere. One concrete and immediate motivation for this are the national health inequalities targets which are challenging and involve closing the gap between these 88 PCTs and the England average in life expectancy and infant mortality by 2010. Manchester itself has a life expectancy target as LPSA2 and to meet that target it will have to 'buck the trend' of spearheads overall which is to diverge in life expectancy away from the England average.

Clearly it will be more difficult for Manchester PCTs to fulfil Government expectations and take a lead in improving health relative to the England average if resources continue to be constricted, especially in the areas of improvement in primary care and improvement in public health (e.g. smoking, drinking, nutrition, exercise, sexual health) which the Government is promoting as a main route to reducing geographical health inequalities. (see Tackling Health Inequalities, a programme for action DH 2003 and the subsequent Status Report DH 2005).

8. Supporting Evidence

This freedom and flexibility restores Manchester to its 'fair share' allocation, adding about £30 million to the PCT budget in 2009/10 compared with 2007/8. This represents an extra £63 per head for the 473,200 people (2007/8 relevant population) for whom Manchester PCTs are responsible. This clearly gives the potential for a large number of extra health interventions and consequently significant improvement in the overall health of the population.

For illustrative purposes the extra money could be used as follows:

1. £10 million for additional hospital operations and/or enhanced mental health services. For example 10,000 additional operations at £1000 each or bringing the mental health spend for adults up towards the England level after allowing for needs weighting.
2. £10 million for additional primary care would pay for an extra 50 GPs to bring Manchester up to England levels (after allowing for needs weighting) including associated practice staff and some additional community nurses.
3. £10 million on additional public health interventions which have been shown to be effective in improving health in both short and long term e.g. smoking cessation, nutrition education, encouragement to exercise, facilitation of sensible drinking etc.

9. Costs and Summary

It is a stated Department of Health desire to get PCTs to allocation targets by 2010 (In the DH publication 'Tackling Health Inequalities – A Programme for Action' of 2 July 2003, a statement at the top of page 31 reads: '*Looking ahead: what could be different: PCT resources will match need - by 2010 all PCTs will have reached their target allocation of resources that fully reflect local need.*'). Also the large increase in pace of change for 2006/7 and 2007/8 signalled a serious intent to carry this out, and a substantial amount of convergence has now been achieved.

Convergence towards target for PCTs is achieved nationally by giving a larger than average year-on-year increase to under target PCTs and vice versa. The pace is

determined by these differences, and the rate-limiting figure is the difference between the average and the lowest increase the Government is prepared to give to most over-target PCTs. The slow pace in the years 2003/4, 2004/5 and 2005/6 was caused by a very small difference of about 0.6% on average. The increase in pace for 2006/7 and 2007/8 was produced by an increase in this to about 1.3% on average (2006/7 average for England 9.20%, minimum 8.05%, 2007/8 average for England 9.40%, minimum 8.01%).

The Government is aware of the urgent need to reduce geographical health inequalities. Most of the under-target PCTs are in poor health areas so there is pressure to gain convergence as quickly as possible.

APPENDIX 1 MANCHESTER CITY COUNCIL REPORT FOR INFORMATION

Committee: Health and Well Being Overview and Scrutiny

Date of meeting: 10th March 2005

Subject: NHS Resource Allocations

Report of: David Regan and John Hacking
Manchester Joint Health Unit

Purpose of Report

To provide the Committee with an update on the recent announcement by the Secretary of State relating to resource allocations for the three Manchester Primary Care Trusts (PCTs) from 2006/7 onwards. In addition members will be informed of efforts to secure retrospective compensation for the census undercount, which has resulted in losses of approximately £20 million for the period 2003-2006

Key Issues for Consideration

- The large settlements for the three Manchester PCTs for 2006/7 and 2007/8 represent a welcome development in favour of under-resourced areas. This is a success for the Manchester 'pace of change' campaign, and a partial success for the Manchester 'census compensation' campaign. The Chief Executives of the PCTs have welcomed the settlements.
- The guidance around the use of these resources highlights the importance of the Public Health White Paper and also the expectations of the Spearhead Group of PCTs and Local Authorities. The Committee may want to be kept abreast of and influence the process for allocating resources to priority areas.

- The Spearhead Group provides an opportunity to continue to have a direct dialogue with the Department of Health (DH) and again positively influence the next round of allocations in two years. The Committee will also need to be kept informed of new developments around NHS Finance (e.g. payment by results).
- The large settlements cancel out the future 'knock-on' effects of the Census undercount, but do not address the retrospective loss for 2003/6. In this respect the DH have so far not followed the lead of the ODPM in compensating the three PCTs for lost allocations as a result of the census errors
- Local MPs are continuing to press the DH to recompense Manchester and other options for pursuing the case for compensation will need to be discussed

Recommendations

The Committee is asked to:

- 1) Note the contents of the report
- 2) Consider the future role of the Committee in securing a fair outcome for Manchester.

Contacts:

David Regan
 Director
 Manchester Joint Health Unit
 Tel: 0161 234 3391
 E-Mail: d.regan@manchester.gov.uk

John Hacking
 Senior Research Officer
 Manchester Joint Health Unit
 Tel: 0161 234 4831
 E-Mail: j.hacking@manchester.gov.uk

Background Documents:

Report to Manchester Partnership Board (LSP), August 2004

"Getting a Fair Share of NHS Resources"

1. Introduction

Allocation Working Paper (AWP-06-07)PCT01 issued on 9 February 2005 notifies PCTs of their allocations for 2006/7 and 2007/8.

The Secretary of State (SoS) has accelerated the "pace of change" and no PCT in the country will be more than 3.5% under their target allocation by the end of 2007/8.

At a given point in time each PCT will be either over or under fair share allocation (target). The “pace of change” is the rate at which PCTs are moved to their fair share (target) allocations. It operates through giving above –average year-on-year increases to under-target PCTs and below-average increases to above-target PCTs. Historically this rate has been slow and cautious, and this tends to favour the over-target PCTs at the expense of the under-target ones.

For the past three year allocations 2003/6 a new health needs formula was introduced which increased target allocations for poor-health areas, and PCTs in these areas, of which Manchester was typical, therefore started at a point generally well below target. (This was not immediately the case for Manchester PCTs until the Census populations were corrected).

The ‘slowness’ of Pace of Change for the 2003/6 allocations was first identified by John Hacking, Senior Research Officer with the Manchester Joint Health Unit and subsequently highlighted in a key article in the Health Service Journal (April 2003). The article referred to the fact that it would take 20 years for PCTs to achieve their targets, which somewhat contradicted Government policy for poor health areas. In 2003/04 the Joint Health Unit provided briefings for AGMA, the Special Interest Group of Metropolitan Authorities (SIGOMA), the Strategic Health Authority and Healthcare Commission in order to raise awareness and harness support. Fortunately for Manchester and the majority of PCTs in poor health areas, the announcement on the 9th February 2005 has taken account of these presentations.

The 2006/7 and 2007/8 allocations represent, from our first estimates, an overall increase in the pace of change from the average for 2003/6 by a factor of 2.5 i.e. an increase in pace of 150%. This is a very significant change and the implication is that if such a pace continues in the future, all under-target PCTs should be very close to target by 2010. This contrasts with a target date of around 2025 if the very slow pace of 2003/6 had been maintained.

2. Implications for Manchester

The starting points below target for 2006/7 for the Manchester PCTs were Central: -8.8%, North -5.5%, and South -10.3%.

To achieve the policy of ending in 2007/8 at -3.5% below target the above-average allocations were as follows:

Table 1

	% Increase 2006/7	% Increase 2007/8	2007/8 Allocation per head of popn £s	2007/8 Closing distance from target	Increase in allocation from 2005/6 £000s
North	10.1	11.5	1,867	-3.5%	50,443
Central	14.0	10.9	1,668	-3.5%	62,522
South	15.5	11.0	1,639	-3.5%	51,324
Manchester City	13.0	10.8	1,723	-3.5%	164,289
England	9.2	9.4	1,388		

SOUTH	233		161
MANCHESTER	816		566

4. Next Steps: Pace of Change

It is important to note that the three Manchester PCTs are still all under target (i.e. -3.5%) and it is hoped that the decision on the next round of allocations for 2008/9 onwards will rectify this. Initial approximate estimates show that if the current policy (i.e. SoS announcement on 9 February 2005) is continued, it will add an *average* of £20 million per annum (more in the early years than the later ones) to the Manchester health economy over the next 20 years. This is much better than the situation, which would have pertained if the former policy of slow pace had been maintained.

In monetary terms this would mean that the average allocation per head of population in £s would be (at 2007/8 allocation 'prices'):

Area		Allocation per person	
North	Manchester	£1,935	2 nd highest
Central	Manchester	£1,728	12 th highest
South Manchester		£1,699	14 th highest
Manchester City		£1,788	
England		£1,388	
Highest PCT in England		£1,981	
Lowest PCT in England		£1,063	

It is of course not possible to know what the starting point will be in two years time. It is unlikely to remain at -3.5% for a number of reasons, the main ones of which are:

- (i) Revisions to population projections.
- (ii) Changes in the needs formulae.
- (iii) The implementation of Payment by Results (PbR).

With the caveat of the above points, there is still a strong likelihood that Manchester will be under target at the start of the next allocations for 2008/9 onwards. It is therefore

important to maintain a dialogue with the DH and Ministers to achieve target allocations as soon as possible – a target of 2010 now seems feasible.

5. Census Compensation (2003-2006)

After errors were uncovered in the Census, Manchester's 2001 population was revised upwards by 7.6%; the final figures being issued in September 2004. However the original incorrect population had been used for PCT allocations for each of the three years 2003/4 to 2005/6. If the correct population had been used by the DH, Manchester's allocation would have been about £20 million higher for the three years in total, with the split between PCTs being: Central £6.3 million, North £4.3 million and South £10.7 million. Manchester is by far the biggest loser from census errors in England.

Despite the fact that ODPM is fully compensating losing Local Authorities including Manchester, the DH has so far refused to give any compensation. In all correspondence with local MPs the DH have repeatedly stated that they have no plans to revisit the 2003-2006 allocations.

Furthermore Manchester City Council have raised the issue as part of the negotiations relating to the second Public Service Agreement, and on the 24 January 2005 received the following response from the DH:

“The latest round of allocations to PCTs, covering the period 2003/04 to 2005/06 was announced in December 2002. Since then the Office of National Statistics (ONS) has announced revisions to the 2001 population estimates. However, it remains the case that at the time of making the 2003/06 allocations, the best available populations data was the 2001 mid year population estimates based on the 2001 census. We do not intend to make adjustments to the 2003/06 allocations as a result of the ONS revisions to the 2001 population estimates. The current allocations round is the first where PCTs have had funding certainty for three years, which allows them to plan for the medium term. Making changes to PCTs' allocations as a result of the revisions would mean losing the benefit of this greater certainty.”

The DH did appear to offer a solution to the problem by stating that funding received by Manchester PCTs for “capacity adjustment” in 2003-2006 would be made recurrent for the 2006/7 to 2007/8 allocations. However the Strategic Health Authority have since confirmed that that this capacity adjustment of £20 million will be allocated to all 14 PCTs in Greater Manchester, with the three Manchester PCTs receiving only £4 million. Moreover this adjustment had become a regular annual addition, and is given to one half of all PCTs in England. In no sense therefore can it be considered as any sort of compensation for census errors.

6. Next steps: Census Compensation

If the DH are insistent that they will not “revisit” the allocations, but are perhaps willing to look at other solutions then dialogue should continue.

This will need to be lead by the three PCTs and Strategic Health Authority with support from the Manchester Partnership, City Council and Local MPs.

The benefits of receiving compensation are that it would help to put the Manchester health economy on a more balanced footing before the additional resources start to come through in 2006/7.

Safer Stronger Communities

SSC01 – Support for legislative changes regarding the use of off-road motorbikes

1. Heading

Go-ped and off road bike legislation – the introduction of a mandatory, continuous and retrospective off road registration scheme.

The DVLA currently run an extra- statutory voluntary scheme, however this is not well publicised and it is reportedly difficult to obtain information and the required forms. As the scheme is voluntary is it also unlikely to be used by those causing annoyance. It is felt that this existing scheme could be extended to a mandatory scheme with little difficulty.

GMPA have received preliminary advice from counsel that it should be possible to amend the existing Vehicle Excise and Registration Act 1994 to allow for a mandatory scheme. Section 22 of this Act permits a wide- ranging control to be exercised on registered and / or licensed vehicles. GMPA have suggested that a proposed draft to the amendment could be prepared as the next step.

The Crime and Disorder Partnership currently undertakes a wide range of activity across the City to address this problem. Focused activity is driven by use of local intelligence, and tasked via the Local Tasking Meetings. We communicate regularly to residents, both to encourage incident reporting and also to inform those who own or are considering purchasing vehicles of the risks and requirements.

2. Outcome

Use of illegal bikes ceases. This would impact upon the number of injuries and complaints, we anticipate a significant reduction.

3. Responsibilities

Manchester - CDRP

Greater Manchester – led at a Greater Manchester level by GMPA.

Home Office

DVLA/Department of Transport

4. Type of Freedom & Flexibilities

Change in legislation.

5. Timescale

Subject to negotiation

6. Impact

It is believed that a registration scheme would be beneficial in the following ways:

Increased enforcement powers for the criminal justice system

One of the main problems the police encounter when tackling off road bike nuisance is establishing the owner of a particular bike. If a bike is seized under the Police Reform Act due to an individual misusing it, another individual can claim the motorcycle back without penalty if they show that they are the owner and have no knowledge of the nuisance being caused. A registration scheme would establish the registered keeper and identify the bike at first contact. This means that a bike would be easily identifiable and could be seized if

seen being ridden in an anti social or dangerous manner, even if different people were riding them on different occasions.

Consumer protection

Currently consumers have no way of knowing whether or not they are buying stolen property, as there are no requirements to provide documentation. A registration scheme would ensure that keeper records were logged and traceable. Consumers could expect the correct documentation to be available at point of sale.

Reduction in the illegal stolen off-road motorcycle market.

There is no way of knowing the size of the illegal market in stolen off-road motorcycles. Most purchasers do not log the frame or engine numbers which can allow easier identification of stolen property. Judging from the motorcycles seized in GMP, many bikes have the engine / frame numbers defaced. A registration scheme would also allow easier prosecution of those found to be handling stolen goods e.g. in possession of a motorcycle without documentation.

Improvements to police intelligence

If a report of off-road motorcycle nuisance is received, a description of the bike would be able to be used to search for similar bikes registered in the local area, therefore improving the likelihood of identifying the perpetrator.

7. Elements of change

Partnership activity is already underway to address off road bike issues in hotspot areas.

8. Supporting evidence

An Executive Partnership Group meeting held on 12th July with representatives of local residents groups highlighted the use of off-road bikes as a key concern. Residents were clear that the use of these vehicles caused annoyance and distress to local communities and also represented an element of defiance of authority and neighbourly respect on behalf of the individuals who use such vehicles.

A large proportion of the Local Action Partnerships, Tenants & Residents Associations and Councillors have continual complaints from local residents that Go-peds are being ridden without due care and attention.

The A and C divisions (North and South Manchester) appear to have suffered from the largest problems, both in terms of area police and warden experience and reports made by local residents.

The nuisance caused by such vehicles contrasts sharply with the partnership priority target on theft of pedal cycles, as set by the Home Office PSA1. Pedal cycles do not cause the level of nuisance and intimidation that the use of off-road bikes create.

Feedback from Area Inspectors in mid 2005 indicated that key areas are:

A Division North Manchester-

A2 Cheetham & Crumpsall: Cheetwood Centre

A3 Higher Blackley & Charlestown: Irk Valley

A4 Harpurhey & Moston: Monsall Rec, Potters Lane

C Division South Manchester-

C2 Brooklands, Baguley & Northenden: Wythenshawe Park, Newall Green, Baguley, Northern Moor

Nuisance caused by motorcycles has occurred on parkland, streets, housing estates, car parks and disused railway lines.

Problems experienced and complaints received have related to both youths and adults riding a range of vehicles including off road motorcycles, quad bikes, go-peds and scooters. The police in South Manchester have concerns that some of the bikes may be stolen and that the people causing annoyance are also responsible for more serious offences in the area.

Off Road Bike Reported Incidents and Seizures April 05- Oct 05

Division	No. of Reported Incidents	No. of Seizures
A	1231	18
B	1142	6
C	523	9
Manchester Total	2896	33

NB- These figures are all approximate. The number of reported incidents has been obtained through data analysis as there is no single incident code for this type of nuisance. The number of seizures refers to the number of vehicles seized under Op Camenca & the Police Reform Act.

Operation Motorcross

Operation Motorcross was carried out on the C Division in Autumn 2004 and was recently re-launched in February 2005, with a larger partnership initiative currently underway (November 2005). The objectives of the operation were to react promptly to reports of people riding cars or bikes off road in the hotspot areas, to provide high visibility policing in designated areas, to feedback intelligence to the divisional OPU and to take positive action against those committing offences through summons or arrest.

The resources engaged in the Operation were:

- Area policing team
- Traffic officers
- Off road bike unit
- Air support unit

The cost of this operation was £3120 for 6 days. It ran on weekends as these days had been identified as peak times for nuisance. During the operation, officers arrested 5 people and issued court summons to 8 others. They also seized 3 scramblers and issued 16 warnings under the Police Reform Act.

Two active campaigns are currently running in the city that will provide further evidence with regard to numbers. We will be evaluating the impact of these campaigns through perceptions and incident data.

We will be using our annual residents survey and the LSP quality of life survey to assess improvements in perceptions.

9. Costs & Summary

TBA – operations can be costed (see above) however the cost of the legislative change is unknown at present.

SSC02 – Extension of section 17 requirement to other agencies

1. Heading

Organisational accountability - Section 17 requirements for all responsible authorities, extension of responsible authorities.

We are seeking to extend the legal requirements of Section 17 to apply to all responsible authorities, ensuring that crime and disorder activity is not only considered and integrated within those organisations but is also subject to inspection and review.

We would also seek to include the National Offender Management Service (NOMS) to be considered as a responsible authority.

2. Outcome

To reduce crime and disorder.

Departments to align inspection regimes so that all Responsible Authorities under the Crime & Disorder Act 1998 are the subject of joint inspection and joint criteria. To further align this and ensure that the LAA targets are part of the inspection process under section 17.

To ensure that all Responsible Authorities are accountable for activity to reduce crime and disorder.

3. Responsibilities

Central Government: Department of Health (Primary Care Trusts)
 ODPM (Fire Service)
 Home Office (NOMS)

4. Type of Freedom & Flexibilities

Change within Government Departments, could be included within inspection regimes.

Legislative change for responsible authority.

Legislative change regarding section 17 to be confirmed.

5. Timescale

Within the next 12 months

6. Impact

An acknowledgement of partnership accountability against local priorities, ie partnership targets, leading to a reduction in crime that could be recorded, subject to target setting and performance monitoring.

Inspection regime would ensure all partners subject to review of their partnership contributions and place C&D on the agenda for those agencies not currently monitored for their contributions.

7. Elements of change

Initial analysis to evidence new targets. Partnership agreement of priorities.

Use of Section 17 approach to integrate Crime & Disorder Activity within responsible authorities – proforma already established. Work with responsible authorities to be directed and supported by the Crime & Disorder Team.

Engagement of Government Office and Senior Officials to develop, review and evaluate the approach.

8. Supporting Evidence

Partnerships rely on the recognition by all involved agencies that there is a relevance and benefit to the work involved. Section 17 places upon authorities the requirement to consider crime and disorder issues in further detail and incorporating this into inspection regimes means organisations will be asked by their inspectorate what they have done to address this. Statistical performance management does not disaggregate organisational contribution, however further work on accountability and performance monitoring will be developed once this request has been agreed.

9. Costs & Summary

Costs should be negligible.

SSC03 – Establishment of shared targets

1. Heading

Establishment of shared targets

Home Office to agree consistency in the negotiation and development of partnership and police targets.

2. Outcome

To achieve a cohesive and consistent approach to local priorities, meaning that Force priorities do not override those which are agreed and evidenced locally.

3. Responsibilities

Central Government: Home Office/ Policing Standards Unit

4. Type of Freedom & Flexibilities

Change within Government Department, do not consider it to require legislative change.

5. Timescale

Ideally to be negotiated prior to the publication of the next Policing Plan (06-07).

6. Impact

This would pay dividends for communities and the partnership:

Community priorities could be addressed and seen to be dealt with – having an impact upon fear of crime, confidence in the criminal justice system and a longer term impact upon the reporting of crime. This would impact upon every resident and business. This would also impact upon our area focus, enabling local priorities to be addressed at a local level.

An acknowledgement of partnership achievement against local priorities that could be recorded, subject to target setting and performance monitoring.

Without this change the partnership will continue to struggle with balancing partnership and police priorities, at present at the expense of community priorities and the wider partnership targets. This has already had an effect on the cities' achievement during the period of the previous strategy (2002-05). During that period, the Street Crime initiative was introduced nationally. That resulted in a focus on robbery in particular, to the detriment of burglary which sustained an increase. The partnership worked hard to address this increase and for the period 2004-05 was able to reverse this trend.

A further current example is anti social behaviour, a significant issue for Manchester residents. This is not currently a priority (in terms of performance and targets) for GMP. Nor is this issue acknowledged by the Home Office in their measurement of CDRP performance.

We believe that were our targets to be aligned, with all partners prioritising not only those targets established by the Home Office, but also those locally determined on youth nuisance, anti social behaviour, substance (including alcohol) misuse, environmental crimes, domestic violence and racist incidents, we would achieve those targets without having to address increases arising as a result of over-focus.

7. Elements of change

Partnership agreement of priorities has already taken place.
Sub-regional agreement of CDRP targets.
Home Office/PSU directives on agreement of targets to CDRPs and Police forces.
Acknowledgement of this within performance measurement systems.

8. Supporting evidence

BCS Targets and partnership targets have been agreed for 2005-08. This process took place in early 2005 and partnerships were informed that a process of negotiation would take place with police forces to ensure that targets were aligned. This did not take place. In Manchester the partnership agreed targets for burglary and robbery. More stretching and annual targets were agreed within GMP:

Burglary: Partnership target: 23% reduction 2005-08 (2005-06 target of 8.34%)
GMP target 16.6% reduction 2005-06

Robbery: Partnership target: 20% reduction 2005-08 (2005-06 target of 7.17%)
GMP target: 10% reduction 2005-06

This means that whilst the partnership could be on target for burglary and robbery, the divisions might not be. Superficially this looks good for partnership targets. In reality it means that GMP resources will continue to be directed to ensuring their targets are met. This can be at the expense of other local priorities – meaning for example there will be a neighbourhood drive on robbery when residents might have concerns on, for example, vehicle crime, or youth nuisance. Divisional Commanders do their best to ensure a fair spread of resources locally, but they are still required to ensure Force targets are met.

9. Costs & Summary

Costs should be negligible. Benefits will be quantifiable and measured using existing partnership performance data (via iQuanta) and through the use of annual residents surveys.

SSC04a – Sure Start Capital Grant Carry-Forward

1. Heading

Sure Start Capital Grant (2005/2006) carry-forward.

2. Outcome

Freedom to carry forward the projected under spend (c. £9 million) from the current year will allow Manchester's Sure Start Programme to be delivered across the City, as planned, leading to overall improvements in children's Health, Safety, Achievement, Positive Contribution and will enable them and their parents to Achieve Economic Well-being. The consequence of losing the carry-forward will be a significant reduction in the final levels of Sure Start service available to parents/carers in Manchester which will further depress children's development and school performance.

3. Responsibilities

Manchester – Children & Young People's partnership
HM Government – DfES (Sure Start Unit).

4. Type of Freedoms and Flexibilities

Permission, from Government department, to carry forward unspent funding.

5. Timescale

Immediate. The grant concerned is paid in the financial year 2005/2006.

If the unspent Capital allocation cannot be carried forward beyond March 2006, eleven of the Phase 1 SSCCs will have to be aborted and 702 new childcare places will not be delivered. Each children's centre has a defined catchment area, of circa 800 - 1,000 children, therefore if eleven of the Phase 1 centres were not delivered, there will be over 10,000 children under five unable to access Sure Start services. This will also have serious consequences for the Phase 2 SSCC programme that is currently being developed, if Phase 2 Capital has to be used to deliver what we have scheduled in Phase 1.

6. Impact

Since April 2003 Manchester Local Authority has been working with key stakeholders across the city, including direct involvement with many children and parents, to develop an ambitious and much welcomed SSCC programme.

The Effective Provision of Pre-School Education (EPPE) Project: Final Report, A Longitudinal Study funded by DfES 1997-2004, tracking over 2,000 children, has shown that effectively integrated care, education, health and wider children and family services that reach out to families can make a real difference to the lives of our children. Delivery that is focussed on the outcomes for children, achieved through services that seamlessly provide for their needs, will create the best chances for all children.

Extensive evidence has been assembled nationally which shows that integrated settings which fully combine education with care promote better intellectual, social and emotional development in young children.¹ This is particularly significant where home would not otherwise provide high levels of care and support for development. The Department for

¹ The Effective Provision of Pre-School Education (EPPE) Project: Final Report, A Longitudinal Study funded by DfES 1997-2004

Education and Skills (DfES) is planning to introduce a framework which will bring together 'Birth to Three Matters' and the 'Foundation Stage'. The working title for this framework is the Early Development and Learning Framework (EDLF). This will build on existing Sure Start Provision.

The research has shown that the chances of success in improving outcomes are enhanced where there is close working between local authorities and partners such as Primary Care Trusts providing local health care. The Department of Health welcomes the commitment to partnership working through the children's centres model, which provides good opportunities for health benefits and improvements in health outcomes. The three PCTs in Manchester and also Midwifery services are fully engaged with the SSCC programme planning and committed to bringing child and family health services into the new centres.

Integrated care and education on one site for 0-5 year olds delivers better outcomes, through:

- Consistency for young children.
- Supports effective transition to 'school life'.
- Forges improved relationships with parents/carers.
- Impacts on the quality of the provision particularly through the input of a Qualified Teacher.
- Early identification of children with additional needs.

If the City fails to deliver a significant number of centres, through an inability to secure the carry over request, the opportunity to improve the outcomes for young children that has been evidenced nationally through the Integrated Model will be diminished.

Capital Programme Process

There has been a wide range of consultation and publicity events throughout the planning process for all the proposed SSCC's. We have a detailed Capital Programme in place to deliver seventeen centres; with a further ten sites being investigated for phase 2.

No	Name of Site	On-site Start date	Completion date	Notes	Childcare Places planned **
1	Old Moat Children's Centre	10 Oct 05	22 Dec 05	In construction	0
2	Wilbraham Primary School	24 Oct 05	31 Mar 06	On-site	50
3	Woodhouse Park, Ringway Primary School	24 Oct 05	31 June 06	On-site	40
4	Baguley Hall Primary School	21 Nov 05	31 June 06	Setting up	80
5	Claremont Primary School	21 Nov 05	15 May 06	Setting up	54
6	Collyhurst Nursery School (Revenue only)	Nov 05	Dec 05	Decoration only	12
7	Wetherby St (St Clements School)	12 Dec 05	31 Mar 06		32
8	Pioneer St Children's Centre, Clayton	12 Dec 05	31 Mar 06		0
9	Newton Heath CC	19 Dec 05	30 Sep 06	Await Stage D approval	95
10	Blackley Children's Centre	31 Dec 05	30 Sep 06	Await Stage D approval	72
11	Mount Rd/ Gorton Children's Centre	Dec 05	April 06	Options Appraisal stage	51
12	St Mark's Primary School	Dec 05	Jun 06	Scheme design stage	24
13	Burnage Children's Centre	TBC	31 Mar 06	Scheme design stage	0
14	Cheetham Park Children's Centre	May 06	Dec 06	Stage D re-submitted	124
15	Crumpsall Children's Centre, St Anne's School	May 06	Dec 06	Options Appraisal stage	50
16	Brooklands, Sandiland's Primary School	Mar 06	Oct 06	Stage D approved. Await full Business case	56
17	Ardwick (Medlock Primary School, new build with SS)	June 06	Oct 07	Options Appraisal approved	56
	TOTAL				796

How the under spend developed with Actions taken

The following items have had a major impact on the Sure Start programme's timescale:

- DfES change in the Core Offer for SSCC, so Implementation plans were re-submitted in May 04 (the start of the 2 year programme was originally April 04)
- A lengthy time to receive Implementation Plan approvals from the Government, up to 7 months delay for some sites
- The Implementation approvals only actually agreed Revenue spending, not Capital. Therefore, the Programme Board agreed to work at risk on the Scheme Designs to avoid loss of any further time
- Delay in access to DfES Capital Claim website for all Design stage and funding approvals, 3 months. Also the SS Regional Unit were unable to use it for a further 3+ plus months, due to lack of training
- MCC had difficulty in meeting the £1350 per m2 criteria for new builds, set by the DfES. This has had a knock on effect to completing agreed cost plans, up to 3-4 months for some buildings
- Interdependencies on all other city programmes, such as, Regeneration, Education with BSF, Housing Market renewal, and NHS Lift
- Delays in achieving extra funding for Manchester's enhanced DDA standards, up to 3 months delay for some buildings

To assist with the above issues, the following actions have been taken:

- Continued all Phase 1 Capital work at risk until Stage D approvals were requested
- Some work completed in parallel, such as planning permissions without Stage D approvals
- Value management exercises to ensure the buildings meet the DfES cost criteria
- Regular updates to the SS regional unit
- Manchester has a construction partnership with 3 building contractors, which eliminates the tendering procedure
- Extra MCC DDA funding has been acquired for individual cases, e.g. where larger lifts have been required

There is a clear strategy in place for children's centre development that has been agreed across all partners. In Manchester Sure Start is an integral part of the overall vision for children's services and the Sure Start children's centres programme is acknowledged as an essential component in the progress towards Children's Trust arrangements and the wider change agenda. The impact of any of our proposed centres not going ahead will be significant not only within the local communities but also to the planned integration of Children's Services. Planning for Sure start Children's centres in Manchester has involved extensive engagement with local families and this is extremely difficult to achieve in areas of such high deprivation. Delays or failure to deliver parts of the programme is likely to cause loss of confidence of these local communities in Sure Start generally.

Manchester is a city of startling contrasts and significant challenges. Despite impressive economic success, many of the city's neighbourhoods fall within the worst 5% IMD. Improved childcare and family support services are acknowledged as an important strand in the city's strategy to increase 'social capital' among the residents, particularly in the most disadvantaged areas, by reducing barriers to employment and training, improving children's educational attainment leading to improved community cohesion.

7. Elements of Change

As a consequence of changes, mid-programme, required by DfES the current Sure Start capital Grant will not be spent fully in Manchester by 31/3/06. The DfES has been asked to confirm the carry-forward requested by Manchester to protect the programme in 2006/2007 and 2007/2008.

8. Supporting Evidence

Sure Start Regional Team on the 19th September 2005 requested a brief description for each of the individual Sure Start children's centre proposals of the impact if they were not able to go-ahead. This is presented below.

Newton Heath Sure Start Children's Centre

The delivery of the core offer is dependant on the building of this centre. There are no other venues in the area and all other options have been exhausted. The programme is currently spending money on renting space to deliver services that would be better co-ordinated from a Children's Centre. The children's centre will give the community a focal point and identity. Changes to plans for use of land in the ward due to regeneration and housing market renewal, have caused some delay in agreeing a site for the centre. The local programme has undertaken full consultation and would lose trust and confidence if the centre is not delivered.

Indices of Multiple Deprivation: Top 10%

Ashbury Meadow School Sure Start Children's Centre

This primary school based Centre is at the heart of a major house-building programme linked to the regeneration of the area. The school will double in size over the next 2 to 3 years and additional day care will be required to support the extended school. An options appraisal recommended that day care provision is built in conjunction with the extension of the school. In order to give time for the population growth to develop. Ashbury Meadow will be considered in Phase 3 of the Sure Start children's centre development programme. The centre is already delivering the full core offer and is awaiting designation.

Indices of Multiple Deprivation: Top 1%

St Clements School Sure Start Children's Centre

Extensive consultation involving over 100 families highlighted the dearth of suitable venues in the area to deliver the core offer. Loss of this development would impact significantly both on service delivery and the trust and confidence of local families. There is full involvement of the school community including the governing body in planning the centre.

Indices of Multiple Deprivation: Top 5%

Clayton Sure Start Children's Centre

This building will complete the campus of Clayton Sure Start children's centre ensuring high quality provision to an area experiencing high levels of deprivation. An additional venue is required to deliver enhanced services for family support, playgroup and out of school services. This building will provide a base for the childminding network and offer additional space to fulfil the health elements of the core offer.

Indices of Multiple Deprivation: Top 5%

Blackley Sure Start Children's Centre

This is an area of high needs and few services. Little provision exists in this area which is in particular need of family support services. Unemployment and crime are key issues for

the area. There has been full stakeholder involvement in the option appraisal process for the proposed Blackley Sure Start children's centre.

Indices of Multiple Deprivation: Top 1%

Crumpsall Sure Start Children's Centre

There is some existing private childcare provision in the area but the rest of the core offer is not delivered in a co-ordinated way. There has been local consultation and residents' expectations have been raised. The impact of non-delivery would include disappointment and loss of trust

Indices of Multiple Deprivation: Top 5%

Cheetham Sure Start Children's Centre

This is an area of high need with a very dense population of children under five years from a wide range of minority ethnic backgrounds. The local programme has worked hard to develop services from a small family centre but services are limited due to the capacity of the building. The new building will enable wider delivery and enhanced services. Consultation has taken place with families about service delivery and new day care places. The need for this new build is clearly demonstrated in the disparity between the number of existing under 5's () and the existing childcare places (103)

Indices of Multiple Deprivation: Top 1%

Charlestown Sure Start Children's Centre

This is predominantly a council housing estate with an elderly population in decline. A housing development is attracting more families into the area and consequently the child population is rising. This is a very needy area with high levels of crime, unemployment and deprivation. The impact would be significant on families if this centre were not to proceed.

Indices of Multiple Deprivation: Top 5%

St Marks School Sure Start Children's Centre

Close to the city centre, the community of children and families living in the neighbourhood of St Mark's primary school are cut off from the closest existing centre by a main arterial route, which creates a physical barrier to families. Existing provision in the area is poor and run down. Consultation has raised expectation and aspirations in a very poor area. The birth rate in the area has risen from 102 on 2003 to 167 in 2004 creating further demands on services. The impact of this centre not proceeding would therefore be considerable. The school community are fully involved in the planning process.

Indices of Multiple Deprivation: Top 1%

Collyhurst Nursery School Sure Start Children's Centre

This centre is being developed around an existing nursery school. The building will facilitate co-location of teams along with providing additional day care. Delivery of the core offer is entirely dependant on this project.

Indices of Multiple Deprivation: Top 1%

Brooklands – Sandiland's School Sure Start Children's Centre

The delivery of the core offer is reliant on the building of this centre. This council housing estate is an area with very little local provision and poor public transport routes. The Sure Start children centre will deliver the full core offer to all families in Brooklands. Due to the proximity of more affluent communities this population has missed out on the development services for families and children in the past. Children who currently access the school are from surrounding wards that sit within the top 1%.

Consultation with children, parents, residents and school governors has shown full support for this centre.

Indices of Multiple Deprivation: Top 80%

Woodhouse Park Sure Start Children's Centre

There is very little provision in Woodhouse Park and public transport routes make it difficult to access. The delivery of the core offer is dependant on the building of this centre, which is ideally situated on a primary school site maximising accessibility. A significant number of local residents and children have been involved in a series of consultation events and all stakeholders are fully involved after months of detailed planning towards going on site during the October half term holiday this year.

Indices of Multiple Deprivation: Top 5%

Baguley Hall School Sure Start Children's Centre

Work on site is scheduled to begin this October half term. A significant number of local residents and children have been involved in a series of consultation events and all stakeholders have been fully involved after months of detailed planning. This centre will deliver a range of provision integrated with the school and sports facilities.

Indices of Multiple Deprivation: Top 20%

Claremont School Sure Start Children's Centre

This centre is being developed within the school setting integrated with the foundation stage unit. The high level of need in this area is naturally compounded by the numbers of parents and children where English is not a first language. Children's centre services will bring together whole communities and improve access generally. Voluntary sector organisations in the area have played a big part in the development and consultation process. The children's centre is expected to be completed by April 2006. Work is planned to begin before October 2005. The Claremont Sure Start children's centre will add great value to this area and new day care places will be registered at the earliest opportunity in April 2006.

Indices of Multiple Deprivation: Top 5%

Wilbraham School Sure Start Children's Centre

Plans for this Sure Start children's centre have been developed in full consultation with local parents, the school community, including the board of governors of the school and all key stakeholders. The local elected members were also involved in the consultation, which indicated a greater need for fulltime childcare opportunities. Families wanted information to be more accessible and services to be co-ordinated and joined up.

The centre will provide a bi-lingual access service and specialist support for families with children with special needs. The centre is planned to be completed by April 2006. Work is expected to start on site by end October 2005.

In addition this development will enhance existing provision by improving quality and accessibility.

Indices of Multiple Deprivation: Top 5%

Mount Road Sure Start Children's Centre

This centre will serve families living in the Gorton North area. Existing provision is sparse across a widespread population. Extensive consultation has taken place with local families and has considered Central PCT health needs assessment, local schools and ward plans.

Gaps identified include childcare for working and studying parents and provision for families with children who have special needs. These needs have been addressed within the children's centre plans and will remain unmet if plans do not go ahead.

Indices of Multiple Deprivation: Top 1%

Ardwick - Medlock School Sure Start Children's Centre

Levels of need in this densely populated area are extremely high. The children's centre proposal forms a critical part of the development of the new Medlock Primary school. Extensive consultation with all key stakeholders including the school governing body has acknowledged the benefits for local children in integrating services for 0-5's on the school site.

This development is an integral part of the regeneration of this very deprived area and would impact on families, school and wider regeneration plans if it were not to go ahead.

Indices of Multiple Deprivation: Top 5%

9. Costs and Summary

There are no additional costs, over and above agreed grant funding, associated with this flexibility. Significant additional long-term costs will accrue if the Sure Star programme in Manchester is unable to be completed as planned.

Five constructions teams have now started on site, with a further five to follow by the end of December 2005. The remaining seven will commence from January till June 2006. The later site will be the integral Sure Start Children's Centre with a new Primary School.

The total budget now reaches £11.9m. This is made up of a £7.3m Sure Start Children's Centre grant; £4.3m of local Sure Start funding; plus DDA, AMP and Education grants of £234k.

By 31 March 2006 five buildings will be completed, with the remainder to be handed over by October 2006 (Oct 07 for the integral school site).

The Capital expenditure to date is limited due to the fact the majority Children's Centres are in various design phases, apart from the first five mentioned above.

However, by 31 March 2006 the programme is expected to reach a spend of £3.6m, followed by a further £3m+ by May/June 06 for completion costs. By Sep 06 a total spend of £10m should be reached. This, of course, will be dependent on all DfES approvals being met, plus all planning and building control approvals received.

SSC04b – Sure Start Capital Grant incorporating Sure Start programme to take into account sustainable design and construction measures and resulting revenue and social benefits when considering proposals for capital funding approval.

1. Heading

Sure Start programme to take into account, consistent with other Government departments sustainable design and construction measures and resulting revenue and social benefits when considering proposals for capital funding approval.

2. Outcome

Whole life cost of Sure Start programme reduced. Including positive revenue and social implications and reduced environmental impact and CO₂ emissions. The following table indicates the ongoing cost savings that could typically be made through incorporating sustainable design and construction methods.

Building Type	PFI Health Centre*		Naturally Ventilated Office*		Housing**
	Water saving	Energy saving	Water saving	Energy saving	
Measure					
Capital cost (% total build cost)	£33,171 (0.3%)	£29,484 (0.25%)	£8,307 (1.1%)	£12,947 (1.8%)	
% reduction in bills	10%	3%	71%	17%	50%

*Putting A Price on Sustainability, BRE Trust/ Cyril Sweett, 2005.

**From A to ZED: Realising Zero (fossil) Fuel Developments, Bill Dunster Architects/ ZED Factory, 2003.

3. Responsibilities

Manchester – Capital Projects

HM Government – Sure Start, Department for Education and Skills.

4. Type of Freedom & Flexibilities

This is a commitment from a Government Department.

5. Timescale

This should be able to be delivered within six months.

6. Impact

By March 2006, the UK's Children's Centre are expected to reach at least 650,000 preschool children in the 20% most disadvantaged wards. Manchester target is 1,090 new childcare places.

In Manchester, 18 centres are planned for phase 1, at a cost of £11m, and 10 centres planned for Phase 2, at a cost of £3.9m.

No sustainable design and construction criteria are specified for the Sure Start programme.

Sustainable design and construction is about designing buildings with less environmental impact through features such as natural ventilation, natural light, renewable energy generation, low water use and environmentally friendly materials.

Sustainable buildings also benefit from lower revenue costs so over the whole life of the building it costs less than a conventional building.

New buildings designed to incorporate sustainable features have the following benefits:

- Energy use and carbon dioxide emissions reduced by up to 75%. This would help Manchester to achieve carbon dioxide emission reductions required under the UK Government's commitment to the Kyoto Protocol.
- In schools pupil performance is 3-5% higher.
- Staff and pupil attendance in schools is improved.
- In NHS buildings natural light, good ventilation and access to green space leads to quicker patient recovery, less drugs required for treatment, higher staff retention rates and reduced recruitment costs.

The following studies have shown how sustainable buildings benefit their users:

1 Re-thinking Education, Re-thinking Space.

<http://www.re-thinkingspace.co.uk/>

- In schools pupil performance is 3-5% higher.
- Staff and pupil attendance in schools is improved.

2 Healthy Futures: Buildings and Sustainable Development, Sustainable Development Commission, May 2005.

www.sd-commission.org.uk/news/download_pdf.php?attach_id=5M6DKWY-V15C392-JR7XC7B-5ZS3GEN

- In NHS buildings natural light, good ventilation and access to green space leads to quicker patient recovery, less drugs required for treatment, higher staff retention rates and reduced recruitment costs.

3 PLADEW: A Tool for Teachers Awareness of School Building Sustainability the Case of Carmel School, Mathews, North Carolina, Ashraf Salama, GBER Vol. 5 No. 1 pp 45 – 56

<http://www.edgehill.ac.uk/Faculties/HMSAS/icdes/gber/pdf/vol5/issue1/Article2.pdf>

- Students with more daylighting progressed 20% faster on math tests and 26% on reading tests in one year.
- Those with the greater window area progressed 15% faster in math and 23% faster in reading than those with the least. Well designed skylights that diffuse light effectively were also related to more rapid progress on test scores.
- Students in classrooms in which the windows are operable also progressed more quickly than those with inoperable windows.
- Student behavior was the focus of a study that compared white walls and cool-white fluorescent lighting, common in school facilities, with blue walls and full-spectrum lighting (Grandgaard, 1995). Off-task behavior and mean blood pressure were measured for five 6-year old boys and six 6-year old girls in a public school during 3 phases of the study (before modification, during and after the classroom was returned to its original condition). A decrease of 22% in off-task behaviors was observed in the room with the blue walls and fullspectrum lighting and student mean blood pressure was 9% lower.

Sure Start centres designed with an integrated, good practice approach to sustainability could benefit from the above.

7. Elements of Change

The DfES have set a cost of £1,350 per m² threshold for new buildings, which does not take into account inclusion of sustainability features.

Financial flexibility, based on an updated cost database, to increase the threshold to £1,600 per m², to incorporate sustainability features into Sure Start centres. This would have ongoing revenue benefits that can far outweigh initial capital cost.

Sustainability criteria specified for Sure Start centres to allow benchmarking against other centres. For example, the Building Schools for the Future programme uses the BREEAM Schools assessment criteria.

8. Supporting Evidence

The situation at present

28 new or refurbished Sure Start centres are planned for Manchester, by 2010.

Manchester is committed to contributing towards the UK Government's aim to reduce CO₂ emissions by 20% by 2010, under the Kyoto Protocol.

The Building Schools for the Future (BSF) programme, which looks to rebuild or renew every secondary school in England over a 10-15 year period, led to the development of the BREEAM Schools environmental assessment method. BSF schools must be designed to achieve a "very good" rating.

The NHS has the NEAT (NHS Environmental Assessment Tool). As part of the Sustainable Construction Action Plan new NHS buildings must achieve an "excellent" rating and refurbishments must achieve "very good".

English Partnerships specify an EcoHomes (residential version of BREEAM) rating of "excellent" for all Millennium Communities.

The Housing Corporation specify an EcoHomes rating of "very good" for all housing projects.

Baselines and targets

28 new and/or refurbished Sure Start centres planned for Manchester at a cost of £14.9m.

Expected results

Sustainability integrated into the design of all Manchester Sure Start centres to deliver social, environmental and economic benefits to all users.

9. Costs & Summary

Detailed costs would come from updating the cost database which sets a threshold for cost per square metre of building. The database needs to take into account sustainability features that can have additional capital costs but which are outweighed by the resulting social, economic and environmental benefits of sustainable buildings. Once this is in place the Sure Start programme should develop sustainability criteria that new centres can be built to.

SSC05 – Investment in school infrastructure to be aligned with those neighbourhoods where the population will increase significantly

1. Heading

Agreement of a bespoke methodology for securing DfES commitment to invest in new Manchester schools. The methodology will be based on projected rather than current population demand in order to reflect Manchester's population growth in areas of transformation.

2. Outcomes

Sustainable Neighbourhoods of choice leading to;

Population growth and balanced mix leading to;

Improved attendance and achievement at primary and secondary schools, sustainable mixed communities in the urban core, more effective public services, environmental sustainability, reduced pressure on Greenfield land.

3. Responsibilities

Manchester – Sustainable Neighbourhoods, Head of Regeneration / Corporate Services

HM Govt – DfES / ODPM

4. Type of Freedom & Flexibilities

The agreement of a methodology for securing approval to invest in key public service infrastructure, in particular schools, to be based on projected rather than existing demand. This will enable schools to be built alongside housing in those neighbourhoods where the population will increase significantly, and therefore attract a balanced and sustainable demographic and socio-economic mix to these neighbourhoods.

5. Timescale

This should be able to be delivered in six months.

6. Impact

Successful repopulation of the core of Greater Manchester is a prerequisite for the Manchester City Region to contribute to HM Govts PSA2 on regional competitiveness.

The long term repopulation of the core of the Greater Manchester Conurbation will rely heavily on the successful marriage of investment in housing and schools.

The creation of new schools underpins the establishment of new neighbourhoods and is a prerequisite to the development of Mixed Communities Initiative and the Housing Market Renewal Programme. By creating successful mixed communities in the conurbation core with appropriate education provision we will repopulate the inner urban areas and drive up the attainment and attendance figures for the city for existing and new families alike.

The guarantee of high quality education provision alongside new housing reduces risk for the Manchester Partnership and for housing developers in creating the complementary neighbourhood infrastructure, and will therefore encourage the development of appropriate mix of type and tenure of residential accommodation throughout the conurbation core. This will lay the foundations for successful mixed communities to realise the population growth potential which is generated by the economic growth of the City region.

7. Elements of Change

Generally government departments provide funding for capital resources such as schools based on projected need using population projections derived by the Office for National

Statistics. This method of projecting population does not directly take account of either the changing economic circumstances of an area, new housing developments or regeneration activity. New East Manchester Ltd (NEM), the Urban Regeneration Company responsible for leading and co-ordinating regeneration in East Manchester, have piloted local population projections based on known and anticipated new housing developments, to support the case for a new secondary school in the area using Building Schools for the Future funding. The methodology was agreed by Capita on behalf of the DFES. This pilot methodology was developed with input from the Cathy Marsh Centre for Population Studies at Manchester University, the only '5 star' population research institute in a British University.

Within the model, a number of factors have been considered in determining the projected figures:

- The number of new build properties over the next 15 years
- The balance between family and single person accommodating
- The number of demolitions
- The number of bed spaces as opposed to bedrooms
- The aging population and consequences of demographic change
- The childbirth trends
- The number of refurbished properties
- That will attract new tenants and owner occupation to an area which is undergoing significant revival
- Demand projections for existing stock in the social rented sector.

The following methodology was used:

- An analysis was made of current housing stock, void levels and demand across 15 neighbourhoods in east Manchester.
- The planned remodelling of each of these neighbourhoods was analysed over a 20 year time period with the focus on housing demolitions, expected new build and net gain. This enabled an overall projection of new stock to be developed
- An analysis has been made of when development of new housing stock void levels and demand in all 15 neighbourhoods.
- The anticipated density per housing site including the number of bed spaces and the need to balance between family and single person accommodation has been based on market knowledge.
- Demographic data from the 2001 census has been used as the basis for projecting the number of school age children residing in these new houses.

There are always risks inherent in relying on population projections based on regeneration - ie they might not come to fruition and might result in capital investment which proves ultimately unviable. To counter this the methodology used will be demonstrably robust, will be regularly updated and refined through ongoing intelligence (eg occupation trends of new housing) and will contain a thorough risk analysis with a risk management plan.

We are seeking agreement to taking forward and refining this methodology to implement it across the city to enable advance investment in facilities. This will ensure that appropriate resources will be in place at the right time to ensure that people will want to move into the new developments and will also reduce the risks to private sector developers in providing family type dwellings rather than flatted accommodation.

8. Supporting Evidence

Manchester is unusual amongst Core Cities in that the economic growth of the City region is reversing the historical trend of decentralisation of employment and population from the City itself, and our population is now growing. Manchester's areas of significant transformation in regeneration terms are those that have been heavily depopulated over the last 50 years. A factor in that depopulation was the cyclical effect of loss of public and retail services and community infrastructure. A key objective to regenerating Manchester is to repopulate those areas by creating 'neighbourhoods of choice' for current and future residents of these neighbourhoods. This objective forms one of the three spines around which The Manchester Partnership's vision for the Community Strategy is being built.

For Manchester to continue to grow as a City region, one major component of success will be a housing offer that can support the demands of a growing economy. The City Region Development Plan (CRDP) and Northern Way Growth Strategy indicate the need to concentrate development of sustainable urban communities in the 'Urban Heart' of the city region:

"The strategy will seek to reduce sub-regional disparities by ensuring that the market is not completely unconstrained, with some economic development guided towards the inner areas of Manchester and Salford and the northern parts of the city region. A high level of residential development will be encouraged in the inner areas to secure a significant increase in the population of these areas"

The City Region Development Plan

"For each city region... the regional spatial strategy should develop common principles...to: Make coordinated investment in housing, transport, regeneration and economic development to create stable sustainable urban communities, offering a wide range of homes for sale, in balanced, safe communities with good quality schools, well served by existing transport"

Northern Way Growth Strategy

This approach is reinforced in the **Sub-Regional Statement for Manchester City Region**, which sets out the critical elements of the spatial policy framework for the City Region. It identifies inner areas around the regional centre as: *"The first priority (in the city region) for residential development in order to secure a significant increase in the population of these areas, to support major regeneration activity, the improvement of community facilities and the creation of sustainable communities"*

The city's approach of providing a diverse housing market will contribute to the creation of more successful sustainable mixed communities, which will in turn have an impact on achievement of children in schools.

There are currently approximately 190,000 households in Manchester. Research carried out for the Housing Market Renewal Programme tells us that the City is set to grow by between 46,000 (24%) and 74,000 (38%) households in the next 15 years. Analysis has demonstrated that a third to a half of these (23,660 dwellings) are currently within the construction and planning pipeline. The higher figure can only be achieved by reducing outmigration by 10%. If we can reduce outmigration further - to 50% of current levels - up to 189,000 additional households are possible. Even at conservative estimates, the demand for school places will increase rapidly over the next few years. Building new schools as part of redevelopment plans will support the reduction of outmigration, particularly of the more affluent and mobile families which the city currently has an underrepresentation of, thus helping to rebalance our communities.

The methodology used in East Manchester enabled the City to make a case for an investing in schools infrastructure which will help to secure an attractive 'neighbourhood offer' to otherwise heavily depopulated areas with inadequate or non existent provision.

9. Costs & Summary

The role of Local Authorities as described in the new Education White Paper is moving us and our partners towards an increasingly strategic role in planning education provision in terms of: *"how many schools their local area needs, where and how big they should be, what kinds of schools will serve their area best, who the schools should serve"*. We will be expected to draw up a strategic plan for the pattern of schools in the area as part of Children and Young People's plan. As described by the White Paper, Building Schools for the Future for primary and secondary schools over next 18 years is a 'once in a generation opportunity'. As the City will undergo rapid change and growth in population it is imperative that we are prepared with the infrastructure in place to maximise the benefits of that growth.

This freedom will allow changes in phasing of expenditure and will result in improved effectiveness. There are no additional cost implications.

SSC06a – Ability to use lottery funding for revenue support and capacity building within organisations

1. Heading

The ability to grant Third Sector Organisations (TSO) in receipt of lottery funds to carry our cultural projects the capacity to use those monies to cover core/revenue needs.

2. Outcome

Increased improvements in community cohesion, economic benefit, life opportunities and aspirations for Manchester's residents through the improvement of cultural service provision in the Third Sector.

This would be measured by the following means:

- An increase in numbers of people employed by TSOs.
- An increase in the number of community projects taking lottery funding for cultural projects to a successful conclusion in Manchester
- A reduction in the number of failed Third Sector Organisation (TSO) lottery funded cultural programmes within Manchester
- An increase in Manchester residents engaged in training and education programmes by TSOs in receipt of Lottery Funding for cultural projects.
- An increase in participation numbers across all projects/organisations covered (gross and against BME and age-based targets)

Baselines and targets to be set in months 3-12 of the LAA period.

3. Responsibilities

Manchester - Lead Officers of TSOs in receipt of Lottery funds and a Scrutiny Committee from across the Cultural Partnership.
HM Government (Treasury and DCMS).

4. Type of Freedom & Flexibilities

Commitment from a Govt Dept and the creation of a compact between lottery funding bodies (Awards for All, Do It 4 Real, Young People's Fund and the other Good Cause funders) and MCC.

5. Timescale

3-6 months in order to scope the key areas of financial concern for Manchester-based TSOs in receipt of Lottery Funding for Cultural projects and to trace those difficulties back to source in/with Treasury/DCMS.

3-12 months to calculate the baseline data of TSOs in receipt of lottery funds for cultural purposes and the associated success/failure rates in relation to financial difficulties.

6-12 months to construct business cases for the first wave of TSOs wishing to access capital funds for core needs.

12-36 months to assess the impact of our intervention against calculated baselines.

6. Impact

The freedom will allow MCC to work in the long term and in sustainable and planned ways with TSOs to deliver against the shared priorities of the local authority. We will be able to target funded organisations whose work is threatened by an inability to access lottery funds for core/revenue purposes while there is capital funding already available, stabilise those organisations and enable them to develop deepened partnerships with the LA.

This will ensure healthier organisations across the third sector, improve the capacity of organisations to deliver outcomes in a timely and efficient manner; reduce the need for organisations to waste time and resources fire fighting and juggling activity/invoicing periods to match inappropriate regulations.

The risk of non-delivery of projects would be reduced, as would the time spent by officers in dealing with late reporting, budget balancing, organisational crisis and management.

Finally, the increase in organisational capacity would lead to more lottery funds being accessed across the city, to the benefit of the wider Third Sector and Manchester residents.

Datasets for these impacts would be assembled within the first 12 months of the LAA period with the assistance of Lottery funding boards.

7. Elements of Change

Following the F&F being granted, MCC CST would set up an 'arms length' cross-partnership scrutiny committee to assess the validity of any claim from an organisation requesting permission to spread lottery funding into core funding areas. This structure would take responsibility for making any final decisions and would act as a support and advice network for the lead funding officers.

The committee would form a compact with the Lottery Funding programmes and Government to proceed in a specified and regulated way.

This committee would also require an impact and risk assessment framework from each organisation and would hold each organisation to regular reports against this framework as a condition of granting the F&F.

Over the course of the LAA we would monitor and keep track of the amount of funding being dispersed via the F&F and monitor the development of affected organisations across the three-year period.

An evaluation of the impacts of the F&F would be initiated and owned by the scrutiny committee and disseminated to the Cultural Partnership and Manchester Partnership at the end of the LAA.

8. Supporting Evidence

- The split between revenue and capital spending requirements has been under review for major projects within the recently published Big Lottery Foundation consultation and will be altered over the coming months. It is timely that this should also be the case for smaller grants as the impacts and outcomes accepted in the major grants consultation holds for smaller organisations and grants equally.

- The grounds for this change are also recognised in the recent Treasury Spending Review.
- In recent LAA recommendations for Culture published by DCMS, the relaxation of this or similar funding requirements was the most widely requested F&F across all English authorities.
- The Better Procurement Taskforce supports the notion of the relaxation of current spending barriers towards the delivery better and more sustainable third sector services and DCMS has just convened its own taskforce to look at the issue within the Cultural Sector.
- AMICUS, in September 2005, released a survey showing that the voluntary sector funding regime is failing, threatening jobs and jeopardising service provision for some of the most vulnerable people in our society.

The survey of voluntary and not-for-profit sector organisations revealed that the present funding regime is too complex and bureaucratic, causing job insecurity and stress and anxiety for staff, compromising services and affecting voluntary sectors ability to plan. The union also says that staff development opportunities in the sector are being reduced or not provided at all because of the lack of available funding.

9. Costs

We are not yet in a position to cash out the benefits of the outlined impacts and outcomes above.

Further work is needed to cost this F&F in depth, but the potential benefits in organisational capacity, efficiency and the ability to deliver against shared targets should result in cashable savings and efficiency gains for a range of organisations. There should also be a perceived improvement in cultural services by Manchester's residents which will be expressed both in satisfaction ratings with the wider cultural services and provisions, but also, due to the wider (and harder to gauge) impacts of participation in cultural activities, volunteering with cultural organisations and the activities of a strong third sector presence in vulnerable neighbourhoods, within the community cohesion framework adopted by culture in its LPSA2 target.

SSC07 – To amend who can apply for parenting contracts and orders and to make the orders/contracts more useful and relevant in supporting the work of the LA to tackle ASB

1. Heading

To amend who can apply for parenting contracts and orders and to make the orders/contracts more useful and relevant in supporting the work of the local authority to tackle anti social behaviour.

2. Outcome

To improve the skills of parents of anti social children/young people so that they can work positively and co-operatively with the agencies supporting them, and ultimately significantly reduce or stop the ASB of their child.

To reduce anti social behaviour within communities.

To reduce truancy and increase school attendance.

3. Responsibilities

Manchester - CYP partnership, Director of Children's Services

HM Government - Respect Unit, Home Office

4. Type of Freedoms and Flexibilities

This is a commitment from a Government Department (Respect Unit – Home Office).

5. Timescale

This could be implemented from June 2006 onwards.

6. Impact

This would help to tie in the use of Parenting Orders and Parenting Contracts far more closely with the process for obtaining Anti Social Behaviour Orders. It would ensure that Manchester could fully support the Government's twin track approach to tackling anti social behaviour. It would ensure earlier intervention with a whole family approach.

Strong evidence already exists from a variety of research studies that parenting interventions and a whole family approach are effective ways of challenging and reducing anti social behaviour.

7. Elements of Change

The powers relating to the local authorities abilities to enter into "Parenting Contracts" and to apply for "Parenting Orders" are currently limited to misbehaviour and absenteeism (Education) and anti social behaviour/criminal offence (YOT).

We want to have a new type of Parenting Order/Contract called a Community Parenting Contract or Order which relates to anti social behaviour in the wider community.

We want a Community Parenting Order to be available where a child has engaged in anti social behaviour (behaviour likely to cause alarm, harassment or distress etc) and for a Community Parenting Contract to be available when a child is likely to engage or has engaged in such behaviour. We want these to be stand alone orders and contracts.

- We want the local authority to be able to designate a wider range of local authority officers as the 'responsible' officer to apply for a Community Parenting Order or enter into a Community Parenting Contract and also for the local authority to be able to delegate this power to Registered Social Landlords but only in respect of their housing management functions.
- We want it to be explicit in the Freedoms and Flexibilities that Community Parenting Orders (as well as the Education and YOT POs/PCs) can be obtained against parents/carers of all children/young people and not just where their children are of compulsory school age.
- We want Community Parenting Orders and Community Parenting Contracts to be available for up to a 24 month period. We also want this longer period to be an option for all other Parenting Orders and Parenting Contracts.
- Currently breaches of Parenting Orders have to be investigated (by legislation) by a police officer who then forwards their evidence on to the CPS. We want the breach of all types of Parenting Orders to be able to also be investigated by a responsible officer, as designated by the local authority and for the option of the breach being prosecuted in court by the local authority (as well as the CPS).
- We want the provisions for the possible clauses in all types of Parenting Orders (and Contracts) to be widened. Provisions should include the option of a longer parenting course, attendance at drug, alcohol etc treatment, co-operation with responsible officer, requirement to ensure their child attends school and the ability to set out what the requirements for school attendance could be, requirement for the parent to carry out reparation, provision to force the absent parent to get involved in parenting.
- Community Parenting Orders and Individual Support Orders are automatically awarded unless the judge or magistrate decides not to approve when interim ASBO is awarded (so available with all ASBOs except ex-parte).

8. Supporting Evidence

Sheffield Hallam Research into Family Intervention Projects (for ODPM)

Manchester City Council Trailblazer Research

NCH – Tackling Anti Social Behaviour: Have we got it right?

9. Costs and Summary

Much of this work could be absorbed by mainstream services but additional costs would be needed to cover:

Training of new responsible officers:	£10,000
Parenting interventions (200 pa):	£100,000
Monitoring of orders (200 pa):	£300,000

SSC08 – Extension of powers to close a Crackhouse (Anti Social Behaviour Act 2003) to Manchester City Council

1. Heading

Extension of powers to close a Crackhouse (Anti Social Behaviour Act 2003) to Manchester City Council.

2. Outcome

The quicker closure of Crackhouses.

3. Responsibilities

Manchester - Deputy Chief Executive
Manchester City Council

HM Government - Home Office

4. Type of Freedoms and Flexibilities

This is a commitment from a Government Department.

5. Timescale

This could be implemented from June 2006.

6. Impact

To reduce the time taken from identification of a crackhouse to closure by 30%.

7. Elements of Change

We would like the local authority (in addition to the police/CPS) to have the powers to carry out crackhouse closures. The police would have the powers to carry out the initial raids and gather evidence in relation to the possession/use/supply of drugs and pursue any criminal proceedings but the local authority could take the decision to authorise and issue the closure notice and apply to the court for the closure notice. The police would remain responsible for the enforcement of the closure notice.

8. Supporting Evidence

The crackhouse closure process is more in line with the ASBO application process and housing possession process.

Manchester City Council already has extensive successful experience of applying for these types of orders as well as carrying out consultation with local residents.

The closure of crackhouses sits more easily alongside the work of the Neighbour Nuisance work of the local authority. We would be able to quickly and effectively close identified crackhouses.

9. Costs and Summary

£1,500 per crackhouse.

On average around £15,000 (max) per annum.

SSC10 To decriminalise certain Fixed Penalty Notices particularly those for littering and dog fouling

1. To decriminalise Fixed Penalty Notices particularly for littering, duty of care and dog fouling

2. Outcome

- To achieve the Local PSA for the local environment.
- BVPI 199 The Proportion of relevant land and highways assessed as having significant or heavy deposits of litter and/ or detritus

3. Responsibilities

Manchester City Council, DEFRA, the Home Office

4. Type of F/F

This would require a primary legislative change, possibly in the form of a Fixed Penalty Notices Act.

5. Timescale

It is possible to deliver this within 18 months, dependant on the legislative process. Within this timeframe Manchester is also looking forward to contributing towards the forthcoming review of the FPN and PND regime, and anticipates that this review will produce further evidence and arguments support our case.

6. Impact

Despite the fact that Manchester has one of the highest rates of enforcement for littering in the country, and the public's confidence in Environmental Services has increased significantly over time, our residents still think littering is a problem. Our enforcement approach has made a noticeable difference to commercial littering but littering from residents is still unacceptably high. The level of payment of FPNs is low at 33% and therefore the efforts of our enforcement are failing to make the significant impact the deter littering. We recognise that there are service improvements we can undertake to increase the level of payment however the single most significant improvement would be clear legislation that is shown to work, the change we are looking for to increase the speed and therefore the impact of payments is a system of decriminalisation for environmental FPNs.

The decriminalisation of parking fines through the Road Traffic Act 1991 can be taken as a guide for the effect of this change. Prior to the Road Traffic Act 1991, when unpaid parking fines were collected through the Magistrate's court, anecdotal evidence in Manchester suggests that recovery rates for parking fines were at approximately 20-30%. Following the decriminalisation of the offence and Manchester's adoption of the powers in 1998, the recovery rate rose to (and remains at) around 70%. If a similar pattern could be expected with the proposed decriminalisation of fixed penalty notices, then the deterrent effect could be doubled, and the efficiency of the Fixed Penalty system improved.

Another impact of decriminalising certain Fixed Penalty Notice offences would be in magistrate's time. Each case can take 1-2 hours to hear at court, and of the 1200 or so

cases that reach Manchester Magistrates court per year, this would mean a saving in court time of up to 2400 hours in Manchester Court time alone.

This flexibility would also bring much greater efficiencies in delivering the true deterrent of the fixed penalty notice, by allowing the full recovery process to be carried out by the local authority, and the use of bailiffs as a last resort. Currently, the recovery process for fixed penalty notices through the Magistrates court can take upwards of 12 months, however if decriminalised, the process (assuming non payment) could be complete within 3 months, therefore increasing efficiency.

Meeting the PSA and BVPI199 targets would affect the majority of Manchester's half a million residents. These measures aim to reduce flytipping and littering on the streets by 40% before 2008. This would also have an effect on the 4000 or people per year who are issued with Fixed Penalty Notices (this figure would increase following the introduction of the new Fixed Penalty Notices under the Cleaner Neighbourhoods and Environment Act).

7. Elements of Change

Fixed Penalty Notices would become a civil offence rather than a criminal one. This would mean that the administrative processes could be dealt with in the same way as parking tickets with clear, consistent guidance on issuing and appeal process nationally. Dealing with FPNs in this way would remove the need for Magistrates courts to be used, saving significant amounts of court time.

Local Authorities would be able to issue bailiff proceedings following a set number of demands for payment, and would include freedom to set local fine levels for Fixed Penalty Notices within specified bands. The ability to set local fine levels is contained within the Cleaner Neighbourhoods Act, however without the decriminalisation of the offence, difficulty of recovery would remain and the impact of FPNs would be low.

8. Supporting Evidence

The Problem

Littering is still prevalent on the streets of Manchester and maintaining street scene quality continues to be a priority. Public perception surveys in Manchester supports this. Data from the Audit Commission's performance profile for Manchester show that in 2003/4, 56% of residents thought that rubbish and litter lying around was a big or fairly big problem and this increased to 61% of people in 2004/5. Following the Challenge Manchester Campaign 2005, 44% of people believed that littering and rubbish on the streets was still a problem; 30% believed that flytipping was still an issue, 93% of people believe that dog fouling is a problem in the city.

The areas of greatest success in enforcement have been in commercial areas, but the same impact has not been so apparent when considering refuse and litter emanating from domestic properties, where there has been less success in achieving the full deterrent. Whilst there have been a number of prosecutions for littering and dog fouling, there is little real deterrent in facing court action, when it can take 6-12 months for a case to be heard. Offenders regularly walk away with fines of £30-£100 in Manchester, however if the process would be decriminalised, the deterrent for non-payment would be bailiff action, and this ultimate sanction could be enacted within half the time of a court summons.

Coupled with this, allowing fine levels to be set by local authorities will allow them to wield that greater deterrent factor to those who do not respect the environment.

Whilst income from court fine is currently retained by the courts, if the process were to be decriminalised, then the revenue generate could be directed through to local communities to undertake environmental improvements.

Targets

- Proportion of relevant land and highways assessed as having significant or heavy deposits of litter and/ or detritus under BVPI 199 – 8%
- The number of reported fly tips according to the definition for inclusion on the fly capture database - 40% reduction comp with 04/05

Evidence

There is evidence that using the deterrent of increased enforcement is working in the public mind, and that the proposed measures would be effective. The Challenge Manchester campaigns have been run in 2004 and 2005, have focussed on cleaning up the city through targeted, sustained and increased enforcement activity that was highly publicised. Exit surveys undertaken following the 2004 campaign demonstrates that 60% of respondents felt that litter and rubbish was being dealt with and this had increased to 66% following the 2005 campaign. However despite the extensive efforts of the Council in environmental enforcement, campaigns and improvement to services 34% of people still think that sufficient progress is not being made. In a recent survey of residents the majority of residents feel that litter on the street is the fault of the other people not of the Council. We need to take effective enforcement along with educational campaigns to achieve behaviour change.

9. Costs

While we recognise that there would be significant cost associated with a legislative change, we also realise that it is not within Manchester City Council's remit to prescribe these costs.

Approximately £36,000 has been awarded in court fines in Manchester over the past 18 months. This income would be diverted away from central government.

This could be offset by the significant cost saving nationally in court time.

SSC12 Extension of Current Ability to declare Controlled Parking Zones to include areas subject to high levels of vehicle crime

1. Title

Extension of Current Ability to declare Controlled Parking Zones to include areas subject to high levels of vehicle crime

Controlled Parking Zones (CPZ) enable a local authority to outline parking bays and charge fixed rates for the use of those bays. Under decriminalised powers (as used in Manchester) parking attendants patrol areas to ensure payments are made by vehicle owners for on street parking where a CPZ has been declared. At present, CPZs may only be declared if there is a valid traffic need, e.g., reduction of congestion. However, the patrolling by parking attendants can act as a powerful deterrent to vehicle crime and thereby creating a safer on street environment for motorists. For vehicle crime hotspots declaration of a CPZ could allow for parking attendant patrols. Guidelines on establishing CPZs clearly state that these should only be declared where there is a valid traffic need. Whilst it is legally possible to declare one without meeting this criterion, there exists the risk of successful appeal if this guidance is not followed, resulting in expenditure of resources to no benefit. Hence it is proposed that the declaration of a CPZ can be made on the basis of high levels of vehicle crime.

2. Outcome

Reduction in vehicle crime

3. Responsibilities

Manchester – CDRP

Department of Transport

4. Type of F/F

Change in legislation

5. Timescale

Subject to negotiation.

6. Impact

10% reduction in vehicle crime in hot spots

7. Elements of Change

Areas just outside of the city centre face high levels of vehicle crime and are not subject to parking attendants' patrols. If this freedom was allowed areas of high vehicle crime could be targeted by parking attendants.

8. Supporting Evidence

Areas with warden schemes have seen a 27.6% drop in crime compared with a 4.7% increase in similar areas. While wardens cannot be directly linked to the decrease in crime they do seem to be strongly linked to vehicle crime.

9. Costs and Summary

Self financing