

# Cabinet Agenda

**Monday, 7 September 2015 at 6.00 pm**

Town Hall, Queen's Square, Priory Meadow, Hastings TN34 1QR

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Present: Councillors Chowney (Chair), Forward, Cartwright, Hodges, Poole, Atkins, Cooke and Davies

### 1. MINUTES OF THE MEETING HELD ON 30 MARCH 2015

**RESOLVED** that the minutes of the meeting held on 30 March 2015 be approved and signed by the chair as a correct record

**RESOLVED** the chair called over the items on the agenda, under rule 13.3 the recommendations set out in minute numbers 3, 4, 8 and 9 were agreed without being called for discussion

### MATTERS FOR COUNCIL DECISION

### 2. BOUNDARY REVIEW COUNCIL SIZE

The Sustainability Policy Officer presented a report on the boundary review of council size. In March 2015, the Local Government Boundary Commission for England (LGBCE) had instigated an electoral review for East Sussex County Council and the boroughs and districts within the county.

The review of council size had considered key aspects of the role of elected members, including governance arrangements, scrutiny and community representation. All members had been invited to respond to a survey to give their views on council size, 70% of respondents believed that council size was about right at 32 members, 30% considered that there were too many members and one respondent stated that there were not enough members.

The findings of the all member survey, together with further background research, were considered by the Working Arrangements Group at its meeting on 17 June 2015. The group was asked to consider options to maintain, increase or reduce the council size in the future. The Sustainability Policy Officer advised Cabinet of a correction to the report; the Working Arrangements Group had recommended by four votes to one that the council maintain the existing number of members at 32 members, rather than unanimously as stated in the report.

The council was required to submit proposals to the LGBCE in respect of council size by 7 August 2015. The commission would then publish its decision on council size by 22 September 2015. Once the decision on council size had been published, the consultation on the second phase of the review, which considered ward numbers, boundaries and names, would begin.

Councillor Cartwright moved approval of the recommendations to the report, which was seconded by Councillor Davies.

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**RESOLVED (by 6 votes for, 2 against) that Cabinet recommend to Full Council to maintain the existing number of members at 32 members, across 16 wards in respect of the council size, and that that this recommendation is submitted to the LGBCE**

The reason for this decision was:

To enable Cabinet to make recommendations to Full Council on council size as part of the boundary review, taking account of the findings of an all member survey and the recommendations of WAG in relation to the review.

### **3. AMENDMENTS TO THE COUNCIL'S CONSTITUTION**

The Chief Legal Officer submitted a report on amendments to the council's constitution. The constitution formed the basis of the council's corporate governance. Following the recent senior-management restructure, it was necessary to re-draft parts 7 and 8 of the constitution, including the standing instructions to officers. Following a suggestion by the Leader of the Council, the rule on council motions had been reworded.

The proposed amendments to the constitution had been approved by the Working Arrangements Group at its meeting on 17 June 2015, subject to adding "and/or its residents" to the reworded motion.

**RESOLVED that Cabinet recommend to Council the approval of the changes to the council's constitution**

The reason for this decision was:

The council's constitution is the basis for the council's corporate governance. It is necessary to amend and improve the documents on an ongoing basis.

## MATTERS FOR CABINET DECISION

### **4. CABINET APPOINTMENTS TO COMMITTEES, WORKING GROUPS AND PARTNERSHIPS**

The Chief Legal Officer submitted a report to consider nominations received and to make appointments to committees, working groups and partnerships.

A copy of the schedule of Cabinet appointments had been circulated to the group leaders, and nominations had been sought to fill the places available. Cabinet committees were not required to be politically balanced, Members were appointed until the Borough elections in 2016. Prior to the start of the meeting, Councillor Beaver withdrew his nomination to sit on the Local Government Association Coastal Issues Group, Councillor Hodges was therefore appointed to the group.

The remaining nominations were agreed as detailed in Appendix A and B to the minutes.

**RESOLVED that:**

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- 1) **Members be appointed to committees, working groups, partnerships and representative bodies as set out in Appendix A and B, and;**
- 2) **Chairs and Vice Chairs of Museums Committee be appointed, as listed in Appendix A**

The reason for this decision was:

Members are required to serve on the committees, working groups, partnerships and representative bodies to which Cabinet appoints. Chairs and Vice Chairs are required for the committees that report to Cabinet.

### 5. **CORPORATE PLAN RETROSPECTIVE REPORT ON PERFORMANCE DURING 2014/15 AND PROPOSED PERFORMANCE INDICATOR TARGETS FOR 2015/16**

The Director of Corporate Services and Governance presented the corporate plan 2015/16 retrospective report back on performance in 2014/15. The report also set out proposed performance targets for 2015/16.

The Council had agreed its corporate plan for 2015/16 to 2017/18, which set out the authority's strategic direction and associated areas of work, at its meeting on 25 February 2015.

Both Overview and Scrutiny Committees had considered the year-end performance for 2014/15 and proposed performance indicator targets for 2015/16 at their quarter four meetings, and their comments had been included in the report. Cabinet had been given delegated authority by the Council to agree this information before it was published on the council's website.

The Director of Corporate Services and Governance highlighted that organisational transformation remained a key focus of the council's activities throughout 2015/16. As part of this process, there was an intention to review and test new ways of reporting performance information over the coming year.

Councillor Cooke proposed an amendment to the proposed performance indicator targets for 2015/16, seconded by Councillor Atkins, as follows:

- "1) Environment Services Directorate target 1.4, % of food establishments broadly complain with food hygiene law, change target from 92% to 93%  
2) Amenities, Resorts, Leisure and Tourism target 2.1, number of people attending White Rock Theatre performances, change target from 75,000 to 77,000"

The proposed amendments were lost by two votes for, to six against.

Members thanked staff for their efforts and achievements in 2014/15.

Councillor Forward moved approval of the recommendations to the report, seconded by Councillor Cartwright.

**RESOLVED (by 6 votes for, 2 against) that:**

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- 1) **The comments of the Overview and Scrutiny Committees be considered;**
- 2) **The year-end performance for 2014/15 and proposed performance indicator targets for 2015/16 be approved for publication (the 25 February 2015 Council delegated authority to the Cabinet to approve these), and;**
- 3) **Cabinet support intentions to review corporate performance and planning arrangements in line with the transformation programme approved by Council on 25 February 2015**

The reason for this decision was:

The council's corporate plan is one of the key documents by which the council is held to account for its performance, therefore honest and transparent reporting back of how well we performed against targets in the previous year is essential.

Local people and staff also need to be aware of the targets and standards we have for ourselves, and where any of these targets have changed from previous years we need to be clear about the reasons why.

### MATTERS FOR COUNCIL DECISION

#### **6. SEX ESTABLISHMENT POLICY - REVIEW OF NUMBERS AND DEVELOPMENT OF A POLICY**

The Assistant Director Environment and Place presented a report which proposed a council policy on licensed sex establishments.

Under schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982, the council was able to license sex establishments. When the 1982 Act was amended under section 27 of the Policing and Crime Act 2009, the council also became responsible for licensing sexual entertainment venues.

The purpose of the sex establishment policy was to make the application process for such establishments more transparent for applicants, objectors and members of the Environment and Safety Committee, who determine these applications on behalf of the council.

The draft policy was developed with reference to similar policies adopted by other licensing authorities, statutory guidance from the Home Office and advice from the council's Chief Legal Officer.

The draft policy had been subject to a full public consultation, which included all statutory consultees, and a range of community, faith and business groups. As a result of the consultation responses, revisions were made to the draft policy.

The proposed policy specified that a maximum of one sex shop and one sexual entertainment venue would be permitted, and no sex cinemas. The policy indicated that the most appropriate location for sex establishments was in places such as industrial estates, away from sensitive premises such as schools, places of worship

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etc. It also provided safeguards for the employees and customers of sex establishments.

Councillor Davies moved approval of the recommendations to the report, which was seconded by Councillor Hodges.

**RESOLVED (unanimously) that Cabinet endorse the draft policy attached to the report at appendix A, and recommend that it is adopted by Full Council**

The reason for this decision was:

To clarify the council's position on licensed sex establishments, and to provide clear guidance to anyone considering applying for such a licence, or wishing to comment on an application, and to members of the council's Environment and Safety Committee when determining such applications.

### MATTERS FOR CABINET DECISION

#### 7. **REDUCING HEALTH INEQUALITIES**

The Assistant Director of Housing and Built Environment presented a report on reducing health inequalities.

The Hastings and Rother Clinical Commissioning Group (CCG) had invested £5 million in a programme of work to improve access to healthcare and provide services and projects that support healthier living. As part of this programme, the CCG had provided funding of £620,000 to the council in the last financial year to address health inequalities, as part of their wider programme. The development of projects had involved input from a wide range of council services and partner organisations which reflected the importance of improving health outcomes in the future.

The CCG had identified significant causes of health inequality as; social, economic and environmental determinants including; housing, employment etc), lifestyle and behaviour and access to healthcare and other support services that benefit health. Workstreams were being developed around six thematic areas, which addressed the causes of health inequality and related to the CCG's strategic priorities. It was anticipated that the projects, once agreed, would be running by September 2015.

Councillor Forward moved approval of the recommendations to the report, which was seconded by Councillor Cartwright.

**RESOLVED (unanimously) that:**

- 1) **The opportunity for the council and CCG to work together to address health inequalities be welcomed;**
- 2) **The development and delivery of the projects described in the report be approved, within the financial resources available, and;**

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- 3) The Director of Operational Services be authorised to take the necessary steps to develop and deliver the projects in consultation with the Deputy Leader**

The reason for this decision was:

- 1) The council has long held the position that good health is a key factor in determining the quality of people's lives and that health inequality is a significant outcome and contributor to poverty.
- 2) If members approve the direction outlined in the report it is necessary to provide the authorisations to allow the development and delivery of funded projects.
- 3) As public sector budgets shrink it becomes ever more essential for public sector partners to co-operate in addressing issues of exclusion and inequality. This work may help lay the basis for more integrated work in the future.

### **8. FINAL ACCOUNTS 2014/15**

The Assistant Director Financial Services and Revenues submitted a report which set out the draft final accounts position for 2014/15. The final accounts were subject to an external audit.

The Accounts and Audit Regulations 2011, required the council's section 151 officer to certify the statement of accounts by 30 June each year and to publish them by 30 September.

The final accounts set out variances in the council's income and expenditure since the budget was set for 2014/15, the report included the outturn results for the general fund and capital programme for this period. The council continuously seeks to improve value for money and any over or underspends identified in the final accounts were being investigated to help inform the budget setting process for future years.

**RESOLVED that:**

- 1) Cabinet reviewed the outturn position on the general fund for 2014/15;**
- 2) Cabinet reviewed the capital outturn position for 2014/15 of £5.719m, and;**
- 3) The 2014/15 outturn position, along with the revised estimates for 2015/16 be taken into account when preparing the 2016/17 budget**

The reason for this decision was:

Compliance with statutory requirements and good practice. The council is accountable for the use of public money and continuously seeks to improve value for money.

The outturn position informs the budget setting process. Where there are under or overspends the reasons behind these are being investigated with a view to reallocating resources to meet priorities.



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### MATTERS FOR COUNCIL DECISION

#### 9. **ANNUAL TREASURY MANAGEMENT REPORT 2014/15**

The Assistant Director Financial Services and Revenues submitted a report on the treasury management activities and performance over the 2014-15 financial year.

Treasury management referred to the management of the authority's investments, cash flow, banking, money market and capital market transactions and the potential risks associated with these activities. The report also gave an overview of the wider economic context within which the council operated.

The council complied fully with the Chartered Institute of Public Finance and Accountancy (CIPFA) Code of Practice on Treasury Management 2009, by undertaking an annual review report of its treasury management activities. A similar report had been considered by the Audit Committee at its meeting in June.

#### **RESOLVED that the recommendations of the report are received**

The reason for this decision was:

To ensure that members are fully aware of the activities undertaken in the last financial year, the codes of practice have been complied with and that the council's strategy has been effective in 2014/15.

### MATTERS FOR CABINET DECISION

#### 10. **EU FUNDING PROJECT APPROVAL (SHINE)**

The Assistant Director Housing and Built Environment presented a report which sought delegated authority for the Director of Operational Services and the Deputy Leader of the Council and Housing, Communications and Equalities Portfolio Holder to sign a letter of support agreeing to enter into a partnership agreement to support the EU funded Sustainable Houses in Inclusive Neighbourhoods (SHINE) project.

Following a first stage application in May 2015, the council had been invited to submit a full application for SHINE funding by 13 July 2015. If approved, the project would run from January 2016 to December 2019, with the aim of improving the environmental sustainability of houses in Hastings. This included 15 completely refurbished homes in the coastal space area to the nearly zero emissions standard, plus a further 140 improved in energy efficient homes in St Leonards. The report noted that project would help to address issues around fuel poverty in these areas and was in keeping with council's broader aims to create a more sustainable, environmentally friendly, town.

The project would involve 13 partners across the UK, Belgium, Netherlands and France. The proposed UK partners included the council, AmicusHorizon, Energise Sussex Coast and Brighton and Hove City Council.

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Councillor Forward moved approval of the recommendations to the report, which was seconded by Councillor Cartwright.

**RESOLVED (unanimously) that delegated authority be given to the Director of Operational Services and the Deputy Leader of the Council and Housing, Communications and Equalities Portfolio Holder, to sign a letter of support agreeing to enter into a partnership agreement on the EU funded SHINE cooperation project and deliver the associated outcomes**

The reason for this decision was:

HBC's involvement in this project will see a total investment of £2.068m (Euro 2.87m) to the town. The funding will be used support various capital and revenue projects in St Leonards. It will help to reduce carbon emissions from properties and improve the housing conditions of residents living in some of the worst properties in the town. The initiative will also help alleviate fuel poverty.

The funding application is in partnership with Amicus Horizon and Energise Sussex Coast with HBC co-ordinating the partner activities in Hastings as well as the UK.

### 11. **MINUTES OF THE CHARITY COMMITTEE MEETING HELD ON 23 MARCH 2015**

The minutes of the Charity Committee meeting held on 23 March 2015 were submitted.

**RESOLVED that the minutes of the Charity Committee meeting held on 23 March 2015 be received**

(The Chair declared the meeting closed at. 7.10 pm)

**CABINET  
APPOINTMENTS TO COMMITTEES, WORKING GROUPS, PARTNERSHIPS ETC. JULY 2015**

**COMMITTEES, WORKING GROUP / PARTNERSHIPS**

COMMITTEES	SEATS TO BE FILLED	ALLOCATION TO POLITICAL GROUPS 2015/16		APPOINTMENTS for 2015/16		NOTES
		LAB	CON	LABOUR GROUP	CONSERVATIVE GROUP	
Museums Committee	Up to 10	6	2	Poole (Chair) Hodges (Vice Chair) Charman Howard Sinden Street	Charlesworth Edwards	A Chair and Vice Chair is required for this committee
Charity Committee	3	3		Hodges (Chair) Forward Cartwright		Chair to be non-portfolio holder member of Cabinet for the majority group
Discretionary Rate Relief Appeal Panel	Up to 7	5	2	Forward Cartwright Davies Hodges Poole	Atkins Cooke	All Members of Cabinet, excluding the Leader, to be appointed to the Panel.

**APPENDIX A**

Licensing Committee (Scrap Metal Dealers)	Up to 7	5	2	Forward Cartwright Davies Hodges Poole	Atkins Cooke	All Members of Cabinet, excluding the Leader, to be appointed to the committee. Functions relating to the licensing of Scrap Metal Dealers as set out in the Scrap Metal Dealers Act 2013 or by virtue of any amending or consolidating legislation and any regulations made under the Act as such amending or consolidating legislation.
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**APPENDIX A**

WORKING GROUPS ETC	SEATS TO BE FILLED	ALLOCATION TO POLITICAL GROUPS 2015/16		APPOINTMENTS for 2015/16		NOTES
		LAB	CON	LABOUR GROUP	CONSERVATIVE GROUP	
Working Arrangements Group	7	5	2	Street (Chair) Cartwright Davies Rogers Scott	Charlesworth Lee (Vice-Chair)	
Member Training and Development Group	4	3	1	Cartwright (Chair) Rogers (Vice-Chair) Roberts	Cooke	
Hastings Country Park Management Forum	5	4	1	Hodges (Chair) Street Poole Davies	Beaver	
Order of 1066	4	3	1	Dowling Rogers Roberts	Charlesworth	To comprise Mayor, Deputy Mayor & 1 member from each Political Group
Joint Waste Committee	2	2		Chowney Davies		Leader of the Council and Lead Member for Env & Highways
Personnel Consultative Group	4	3	1	Forward Cartwright Sinden	Cooke	

**APPENDIX A**

PARTNERSHIPS	SEATS TO BE FILLED	ALLOCATION TO POLITICAL GROUPS 2015/16		APPOINTMENTS for 2015/16		NOTES
		LAB	CON	LABOUR GROUP	CONSERVATIVE GROUP	
Stade Partnership	2	2		Poole Hodges		
Hastings Overseas Student Advisory Council	3	2	1	Roberts Sinden	Charlesworth	Known as HOSAC
Hastings Local Strategic Partnership	2	1	1	Chowney	Atkins	
Safer Hastings Partnership	1	1		Davies		Relevant Lead Member
Jt. Advisory Cttee. the High Weald AONB	1	1		Street		
Combe Valley (formerly Pebsham) Countryside Park Management Forum	2	2		Davies Howard		Appropriate Lead Member, plus one further Councillor.
Hastings and Rother Task Force Steering Group	1	1		Chowney		Leader of the Council
Hastings Athletics Track Committee	2	1	1	Batsford	Atkins	

**APPENDIX A**

AmicusHorizon Hastings Area Panel	1	1		Forward		Relevant Lead Member
Joint Governing Body for the Hastings Academy and the St Leonards Academy	1	1		Forward		
Sussex Police & Crime Panel	1	1		Davies		
East Sussex Health Overview & Scrutiny Committee	1	1		Beaney		Needs to be a non-executive Member.
East Sussex Community Safety Partnership	1	1		Poole		Needs to be either the Chair of the Safer Hastings Partnership or a member of the Sussex Police and Crime Panel.
Big Local North East Hastings	1	1		Charman		

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**CABINET – JULY 2015****APPOINTMENT OF MEMBERS TO REPRESENTATIVE BODIES**

<b>ORGANISATION</b>	<b>SEATS TO BE FILLED</b>	<b>APPOINTMENTS FOR 2015/16</b>
Dungeness Site Stakeholder Group	1	
East Sussex Energy Infrastructure and Development Ltd (Sea Change) (This is a directorship)	1	Poole
Hastings & St Leonards Town Centre Management Group	1	Chowney
Hastings Health Improvement Network	1	Rogers
Health & Wellbeing Board	1 (not Health O & S Cttee member)	Turner
Local Gov. Assoc. – National Body	1	Chowney
Local Gov. Assoc. – Urban Commission	1	Poole
Local Gov. Assoc. – Coastal Issues Group	1	Hodges
South East England Councils	1 (The Leader of the Council)	Chowney

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# Agenda Item 5



**Report to:** Cabinet

**Date of Meeting:** 7 September 2015

**Report Title:** Hastings Development Management Plan (DMP) Inspector's report and timescale for adoption

**Report By:** Monica Adams-Acton  
Assistant Director for Regeneration and Culture

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## Purpose of Report

To advise upon the outcome of the examination in public of the DMP and the process and timescale for adoption of the Plan

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## Recommendation(s)

1. That Cabinet considers the Inspector's recommendations and proposed Main Modifications (MM's) to the Plan as attached at Appendix A.
2. That Cabinet recommends to Council the incorporation of the Inspector's 8 Main Modifications into the DMP.
3. That Cabinet considers the Main Modifications as incorporated in the DMP together with all minor modifications and the Policies Map attached as Appendices B & Ci&ii to this report and recommends that Council adopt the Hastings Development Management Plan.
4. That Cabinet expresses its appreciation to all of those staff responsible for the preparation of the Plan and in particular to officers from the Planning Policy team.

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## Reasons for Recommendations

In accordance with Section 23(c) of the Planning & Compulsory Purchase Act 2004 (as amended by Section 122 (3) of the Localism Act 2011) to enable the Council to adopt its next key Planning document (the Hastings Development Management Plan) as part of the Development Plan for the Borough, as encouraged to do so by Government to ensure that a statutory planning framework is put in place at the earliest opportunity to guide investment and growth within Hastings over the Plan period to 2028.

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## Introduction and background

1. Members will recall that the Hastings Planning Strategy provides the overall strategic framework for land use and development in the Borough up to 2028. It was submitted to the Secretary of State for Independent Examination in October 2012. The Strategy was ultimately found sound by the Inspector, subject to some modifications, and adopted by the Council in February 2014. As well as identifying key overarching objectives for the sustainable growth of Hastings, delivery of the Strategy will provide at least 3,400 homes and some 70,00sq metres of employment space within the Borough over the period to 2028.

2. The Hastings Development Management Plan (DMP), which is the subject of this report, is the second key Planning document for the Borough providing the greater level of detail necessary to enable development proposals and applications to be assessed and implemented. In particular, the DMP sets out a number of general policies on matters such as design, amenity, access, ground conditions, pollution and hazards, and the protection of the historic and natural environment which provide the basis for development management decisions.

3. Additionally, the DMP allocates specific sites for residential and employment uses together with more site specific policies to address the particular circumstances of each allocation and requirements for the development of these sites.

4. It is now proposed to formally adopt the DMP, incorporating each of the Inspector's recommendations or "Main Modifications" at Full Council on the 23<sup>rd</sup> September. These proposed modifications to the DMP are attached in full as Appendix A to this report. In essence, whilst these are recommendations from the Inspector to the Council, the Inspector's main modifications are required to be incorporated in order to make the Plan (the DMP) sound and enable it to proceed to adoption.

5. The Inspector's full report to the Council following examination of the DMP, which explains the reasoning for his recommendations, is available to view or to download from the Council's website at:

<http://www.hastings.gov.uk/dmplan-inspectorsfinalreport>

### **Background to submission of the DMP for public examination.**

6. There has been widespread and comprehensive consultation upon the Hastings Development Management Plan (DMP), building upon earlier exercises and findings beginning with the Council's "Big Map" exercise of 2010. This was then followed by public consultation in 2012 for a period of 12 weeks (February-April) on the consultation draft version of the DMP

7. A further focused consultation (July-August 2012) was undertaken and, following amendments to the emerging document to take on board comments received, a proposed Submission DMP was published for consultation for a 12 week period between January and April 2013. A total of 378 representations were received to this version of the DMP. Subsequently, and on the basis of advice received from the Planning Inspectorate a further round of consultation was undertaken for the revised Proposed DMP from March–April 2014 in order to ensure that the DMP could align with the objectives of the Council's Planning Strategy (and which still awaited the outcome

of its own examination in public). A total of some 3,887 representations were received on the revised proposed DMP from 1,255 respondents.

8. Once the Hastings Planning Strategy had successfully been through its examination and had been adopted by the Council (February 2014), the Hastings DMP was submitted to the Secretary of State for public examination in July 2014. This second key Plan for the Borough is the one which will deliver the detailed site allocations for housing and employment to meet the overall objectives of the Planning Strategy, together with both general and site specific policies for development control purposes.

9. The examination of the DMP took place during October – December 2014 through a number of formal Hearing sessions when all those who had made representations upon the Plan could appear before the independently appointed Inspector to give evidence. A further and final Hearing session was held on the 16<sup>th</sup> January after which the Inspector closed the examination to carry out and complete his site visits prior to drafting his final report.

10. Council officers from the Planning Policy team attended all Hearing sessions to give evidence in support of the Council's submitted DMP and to respond to questions from the Inspector and others attending the Hearing sessions. The Council was supported at these hearings by officers from other services of the Council on particular issues as appropriate, together with support from partner organisations such as Rother District Council, East Sussex County Council and Sea Change Sussex.

11. In February the Inspector published his Preliminary Findings upon the Plan (DMP) which were then required to be the subject of a further six weeks of consultation. The Inspector's preliminary findings were published on the Council's website and representations upon them were invited in order that these could all be forwarded to the Inspector for consideration prior to his issuing the final report. In total 1,529 representations were received from 755 respondents on the Inspector's preliminary findings.

### **The Inspector's Report**

12. The Inspector's final report was received by the Council on the 29<sup>th</sup> May 2015 and was posted on the Council's website on the 2nd June. In his role as examiner the independent Planning Inspector is required to conduct his assessment of the Development Management Plan in accordance with Section 20(5) of the Planning and Compulsory Purchase Act 2004 (as amended).

13. In essence the Inspector must examine whether:

- The Plan's preparation has complied with the Duty to Co-operate (recognising that there is not scope to remedy any failure in this regard).
- The Plan is sound - whether it is positively prepared, justified, effective and consistent with national policy.
- The Plan is compliant with legal requirements.

14. **Duty to Cooperate** – the Inspector's report confirms that the Council had more than adequately set out the result of effective cooperation between the Council and a

wide range of other bodies on the content of the submitted DMP. In particular he notes that the County Council confirmed that Hastings had worked constructively with it on infrastructure issues and transport matters and that Rother District Council confirmed engagement was on a constructive and ongoing basis. In conclusion he confirmed that the Council has met the Duty to Cooperate in accordance with the Localism Act 2011, Section 110, the Town and Country Planning ( Local Planning) (England) Regulations 2012 and with the National Planning Policy Framework(NPPF).

**15 Soundness** – on the matter of soundness the Inspector has noted that where there are urgent needs for both employment needs and housing within a Borough as rich as Hastings in terms of many valuable historic and natural assets, the achievement of an appropriate planning balance is challenging. His report concludes that the Council has generally done a good job in achieving a correct balance although in a few respects considers that too much emphasis has been placed on development and not enough on the protection of assets, especially natural ones. These matters are further explained in the section of the report on the Inspector’s Main Modifications (see paragraph 21 of this report).

**16. Assessment of legal compliance.** In his conclusions regarding the Plan’s legal and procedural compliance with the Regulations the Inspector has confirmed that the Council has abided by them all. His assessment of compliance is set down at paragraph 161 of his report and where he confirms that the DMP meets all of the necessary legal and procedural requirements. Of particular and encouraging note is his comment that

*“Indeed in some respects it (the Council) has gone well beyond them in its determination to involve people of the Borough in the plan making process”*

### **The Inspector’s Main Modifications**

17. At the commencement of the examination the Council requested that the Inspector make any recommendations as to main modifications which he considered were necessary in order for the Plan to be found sound. In this regard the Inspector found that, overall, the DMP as submitted to the Secretary of State came close to achieving the right balance between the often competing economic, social and environmental roles of planning to which the Framework (NPPF) refers.

18. He has accordingly recommended just eight “Main Modifications” to the Plan in order to make the Plan sound and/or legally compliant and thus capable of adoption by the Council. These eight Modifications are attached in full as Appendix A to this report.

19. It should be noted that to have received just eight recommendations for Main Modifications is in itself quite an achievement with many Local Plans being subject to a significantly greater number of recommendations following examination. It is also perhaps worth emphasising that a number of these proposed modifications were promoted by the Council at the examination itself following further testing of evidence and in response to representations received both before and during the Hearing sessions.

20. This latter comment refers for example to MM1- deletion of the proposed allocation for a wind farm on land south of Upper Wilting Farm, the strengthening of policy

wording regarding Policies HN6 and DM3 (MM2 and MM3) and the proposed modification at MM5 to incorporate additional land for development adjacent to Sandrock Park.

21. The Inspector's modifications MM4, MM7 and MM8 recommend deletion of residential allocations on land at Robsack A, Church Wood Drive, on land at Victoria Avenue and at the Rear of Old London Road. These allocations were carefully considered during the examination when the Inspector concluded that their environmental and community benefit outweighed the value of their being developed for housing purposes.

22. His final modification MM6 requires the incorporation of a children's play area within the proposed allocation for residential purposes of the existing Council-owned Cornwallis Street Car Park.

23. In addition to the Inspector's Main Modifications the Council is able to make minor or additional modifications to the Plan, essentially for the purposes of clarity, especially within the text of the DMP, for updating, and to correct factual or typographical errors.

24. A number of these minor modifications were discussed and agreed with the Inspector as being "minor" during the Hearing sessions, and others have been inserted for reasons of fact, to correct typographical errors, for updating or clarity. All modifications to the Plan as submitted, including each of the Inspector's eight Main Modifications, together with the minor modifications, are now shown as incorporated in Appendix B and which is the full Written Statement to the DMP that Council is recommended to adopt.

25. Whilst there is no legal requirement upon the Council to consult upon minor modifications they were all also published on the Council's website for a six week period alongside the preliminary findings of the Inspector.

26. During the often lengthy process of preparation of any Plan the Local Planning Authority is still obliged to deal expeditiously with any planning applications submitted to it for determination. As part of the examination Hearing sessions officers acknowledged that some of the allocated sites in the DMP had already received planning permission or were indeed already under construction. They confirmed however to the Inspector that these allocations and their respective Policies should remain in the DMP to cover any eventuality of developments stalling or in the event of revised proposals being submitted for consideration by the Council.

### **Adoption of the Development Management Plan**

27. As set out at paragraph 4 of this report the DMP can now only proceed to adoption by the Council with the incorporation of all eight of the Inspector's Main Modifications. These are considered by him as necessary to make the Plan sound and to set the appropriate balance between the often competing aims of any Plan in respect of economic, social and environmental factors.

28. The complete text of the DMP, incorporating all of the Inspector's eight modifications together with the minor/additional modifications referred to at paragraphs 23 and 24 are attached as Appendix B to this report. Once adopted this would become

the Written Statement of the Development Management Plan (DMP) together with the adopted Policies Map, attached as Appendix Ci and Cii. This Policies Map identifies the boundaries of each of the allocated sites and the various Policy designations that apply across the Borough.

29. It is proposed to take the submitted DMP, incorporating the eight main modifications as recommended by the Inspector, together with the minor modifications, to Council for adoption on the 23<sup>rd</sup> September (Appendices B & Ci&ii). This will include adoption of both the Written Statement and the Policies Map. There will be a 6 week period where any formal legal challenges to the Plan can be made.

30. Following adoption by Council, the Development Management Plan will supersede various policies in the Hastings Local Plan 2004 and this (DMP) together with the already adopted Planning Strategy will be given full weight in the determination of applications.

### Policy Implications

31. The wider policy implications in terms of, for example, equalities & community cohesiveness and environmental issues, have been examined as part of the development process of the DMP.

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### Wards Affected

All

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### Policy Implications

Please identify if this report contains any implications for the following:

Equalities and Community Cohesiveness	✓
Crime and Fear of Crime (Section 17)	
Risk Management	
Environmental Issues	✓
Economic/Financial Implications	✓
Human Rights Act	
Organisational Consequences	
Local People's Views	✓
Anti-Poverty	

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### Additional Information

Appendix A – Inspectors “Main Modifications” from his final report  
Appendix B – Development Management Plan (DMP) Written Statement incorporating Inspector’s eight main modifications in addition to all minor modifications.  
Appendix Ci – Development Management Plan (DMP) Policies Map – Main Map  
Appendix Cii – Development Management Plan (DMP) Policies Map – Inset Maps

Appendix B, Ci and Cii are available to view online at  
[http://www.hastings.gov.uk/decisions\\_democracy/devplan/](http://www.hastings.gov.uk/decisions_democracy/devplan/)



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# HASTINGS DEVELOPMENT MANAGEMENT PLAN

## APPENDIX 1

### MAIN MODIFICATIONS

#### **MM1 Deletion of Policy FB12 – Land south of Upper Wilting Farm for the development of wind turbines**

#### **MM2 Modification of Policy HN6 – Former Convent of Holy Child Jesus, Magdalen Road**

Planning permission will not be granted for development within the curtilage of the Former Convent of the Holy Child Jesus unless it is enabling development which would secure the long term suitable use and future of the existing Listed Buildings.

Planning permission for enabling development will not be granted unless such development would:

- a) Secure the management in perpetuity of the whole site as a single entity and as a place of special significance;
- b) Secure the ongoing management of the whole site, including the respectful protection and enhancement of the Nuns' Cemetery;
- c) Subject to any need to provide affordable housing, be the minimum amount of development required to secure the long term future of the existing buildings and the site as a whole;
- d) Follow genuine investigation of the potential for securing the long term future of the buildings without the need for enabling development and follow the exploration of unrestricted disposal of the site on the open market;
- e) Convincingly demonstrate that it would be the only realistic source of sufficient subsidy to secure the suitable long term future of the Listed Buildings;
- f) Minimise the harm to other public interests;
- g) Provide an appropriate amount of affordable housing (for which see Policy H3 of the Hastings Planning Strategy), even if this increased the overall number of units to be provided; and where
- h) The public benefit of securing the future of the heritage assets through enabling development decisively outweighed the harm or otherwise caused by the scheme.

The Local Planning Authority will liaise closely with Historic England on any scheme submitted including the sharing with them of any viability assessments or financial assessments submitted to support any development proposals.



In addition, planning permission will not be granted for enabling development unless:

- 1) The impact of the development is precisely defined at the outset, through the granting of full, rather than outline, planning permission;
- 2) The achievement of the heritage objective is secured through the use of a Section 106 agreement or by other enforceable means;
- 3) The heritage assets concerned are repaired to an agreed standard, or the funds to do so made available, as early as possible in the course of the enabling development, and in any event, before completion or occupation of any new build;

New supporting text paragraph after Policy HN6:

These Listed Buildings and their curtilage are a vitally important heritage asset in St Leonards and in the Borough as a whole. Their inclusion in a Conservation Area emphasises even more their historic and architectural importance. The Council is therefore keen to secure their suitable long term future which the provisions of the Policy are designed to achieve. Enabling development is, however, undertaken as an exception to the usual planning policies which apply and this justifies the rigour of the Policy. The Council will therefore work closely with the developer and monitor the implementation of an approved scheme, acting promptly if necessary to ensure that all conditions and obligations are met.

The Council is also mindful of the need to protect the setting of nearby Listed Buildings and of the Conservation Area as a whole when considering any new development proposals for the site.

The general principles set out above will, where appropriate, be applied in the case of any other proposals for enabling development elsewhere in the Borough.

The Council will also take into account Historic England's adopted and emerging guidance on heritage assets and in particular advice on development in relation to heritage assets, protecting views and settings. (insert weblink)

Through its pre-application service, the Council will provide informal guidance as to what constitutes enabling development in terms of the above Policy. Where development proposals are not considered to be enabling development after consultation with the Council, such proposals will be assessed against other relevant policies in the Plan.

### **MM3 New Policy concerning Design etc**

The number of dwellings set out in the Proposed Allocations Policies is purely indicative, showing what might be achieved on each site. Of principal and greater consequence for every scheme, however, will be matters which include design, height, mass, appearance of the proposed building(s), layout (including the provision of a safe and convenient access), trees, biodiversity, green infrastructure and relationship with the surroundings including nearby buildings and views of the Borough's natural and historic assets (including Hastings Castle). These considerations, rather than indicative numbers, will provide the guidelines to ensure a development worthy of the site and its surroundings. For development within Conservation Areas, the Council will insist on schemes of distinctive design, quality and character consistent with the statutory requirement to pay special attention to the desirability of preserving or enhancing the character or appearance of the Area. A similar approach will be taken with regard to any scheme which would affect the setting of a Conservation Area. The Council will advise and work with prospective developers from the inception of each scheme to ensure a development of distinction.



**MM4 Deletion of Policy GH1 – Allocation of Robsack A, Church Wood Drive, for residential development**

**MM5 Modification of Policy SH1 – Allocation of land adjacent to Sandrock Park, The Ridge for residential development, to include additional land to the south as shown on the plan accompanying the Statement of Common Ground (HBC/7) with any suitable amendment to its western boundary.**

Addition of 2 criteria to the Policy, as follows:

- a) Lodge Cottage shall be retained in any overall development proposal and restored and/or extended to provide for its viable future use; and
- b) Vehicular access to the enlarged site shall be agreed with the Highways Authority (East Sussex County Council); this may involve use of the principal access to the proposed allocation SH1 or by separate means; should no separate access to the enlarged site be practicable to the satisfaction of the Highways Authority, access through the main, larger part of the site would not be unreasonably withheld.

**MM6 Modification of Policy HTC2 Cornwallis Street Car Park**

Planning permission will be granted for residential development (possible net capacity of 10 dwellings) on the Cornwallis Street Car Park provided that the development includes:

- v) a children's play area, "pocket park" or similar open recreational space.

**MM7 Deletion of Policy CVO1 – Allocation of Land at Victoria Avenue for residential development.**

**MM8 Deletion of Policy CVO3 – Allocation of Land at the Rear of Old London Road for residential development**

# Agenda Item 6



**Report to:** Cabinet

**Date of Meeting:** 7 September 2015

**Report Title:** Devolution Prospectus for Three Counties South [3SC]

**Report By:** Simon Hubbard  
Director of Operational Services

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## **Purpose of Report**

1. To inform members of work led by East Sussex, West Sussex and Surrey County Councils to develop a proposal for a Combined Authority within the context of devolution in England.
2. To propose that the comments provided by the Leader of the Council to the initial consultation are considered and supported.

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## **Recommendation(s)**

- 1. That Cabinet confirm its support for the comments attached as an appendix to this report**
- 2. That the Council should work to try and ensure that issues of economic and social inclusion form a significant part in the offer finally made to Government around a future Combined Authority.**

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## **Reasons for Recommendations**

To establish a platform on which the Council's participation in the devolution agenda can be based

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## Background

1. Members will be aware that the sovereign debt crisis has resulted in the Government in the UK and other countries adopting a range of austerity measures.
2. In England the Government is committed to working with local areas to redesign public services, with the emphasis upon outcomes of co-operation rather than complex organisational redesign. Different arrangements apply in the development regions and the approach in Scotland should be briefly considered because of the significant difference of approach.
3. The focus in England is on local communities but very much on the basis of functional areas rather than traditional Local Authority, Health Authority or other institutional boundary.
4. The most well-known of these initiatives is in the Greater Manchester area where powers have been devolved to the Greater Manchester Combined Authority followed by devolution of NHS spending. The Queen's speech in 2015 included the Cities and Local Government Devolution Bill to enact and enable action in Manchester and elsewhere. There are now 5 such combined Authorities.
5. The Manchester proposal involves the election of a new Mayors post that is subject to the Scrutiny of the new Combined Authority. The Mayor will gain control over:-
  - a) A devolved and consolidated transport budget, perhaps followed by operational responsibility for transport in the region.
  - b) Powers over strategic planning, through the new spatial strategy will need the unanimous approval of the Mayor's Cabinet.
  - c) Control of a £300m housing investment fund.
  - d) The current role of the Police and Crime commissioner.
6. The new Combined Authority will get responsibility for business support, apprenticeships and joint commissioning of the work programme with the DWP.
7. A Health and Social Care Memorandum of Understanding proposes a new regional Health and Social Care Partnership Board. One Sub Group of this will be a Joint Commissioning Board through which strategic decisions on spending will be taken by NHS England, Clinical Commissioning Groups and Local Politicians. The budgets contained here are (according to CIPFA) the bulk of the £6bn devolved to Greater Manchester over 6 years.
8. Simple this model is not, and clearly the Combined Authority will have a major job of making these structures work.
9. The Local Government in Scotland Act gave a statutory basis to Scottish partnership working in 2003. There appear to be structures in all 32 Local Government areas and these appear to have a strong correlation with the concept of Local Strategic Partnerships in England. Partners are expected to commit to

"community planning" but there does not appear to be devolution of function from Scottish Government to Localities.

## Local Context

10. The Leaders of East Sussex, West Sussex and Surrey wrote to the Secretary of State for Communities and Local Government in early June to draw his attention to the devolution prospectus that has been developed. Their current proposal does not include Brighton and Hove.
11. The Leader of this Council was consulted by the Leader of East Sussex about Hastings Borough Council's willingness to participate in this process. The East Sussex Leader and Chief Executive Group nominated the Chief Executives of Eastbourne and Wealden to work with other officers across the proposed area.
12. A copy of the draft devolution prospectus is attached. This is the 3rd version of this in a short period and is presented differently and is more extensive than previous drafts. This has made it challenging to respond as comprehensively as I might have wished. Given the requirements to respond to this the Chief Executive of East Sussex asked for responses by 27 August to enable the submission of the prospectus by 4th September.
13. There are two complimentary work streams proposed:
  - i) Economic Growth and Enhanced Productivity
  - ii) Public Service Transformation

The dominant theme is enabling the South's economy to grow in the context of currently inadequate infrastructure and in particular the need for better transport, more housing and new employment. In general the issues are presented in the context of very low unemployment and severe challenges in accommodating population growth and an adaptable workforce. There is little in the document about areas like Hastings and other places (particularly on the coast) where the same conditions do not hold.

## Investment in Infrastructure Skills and Knowledge

14. It is proposed to set up a 3SC Infrastructure Strategy stretching to 2050 (linked with London's infrastructure plan) and the Combined Authority would direct policy in relation to population movement, housing needs, local road and rail, community infrastructure and public service requirements. This is envisaged as unlocking other forms of devolution and a potential investment agreement within these arrangements would be made to recycle the "growth divided" within the new Combined Authority area.
15. Specific propositions on Housing and Planning, Infrastructure delivery in conjunction with the national agencies and indicating the wish for
  - a) Improved retention of Business Rates
  - b) Retention of Business rate growth

c) Receipt of stamp duty received within the local area.

16. This would join streams of local funding to form the basis of a pool of funding to be used across the 3SC area.

17. The proposal outlines concerns about both road and rail investment and seeks a strategy for rail development, greater influence over franchise commissioning and an agreement with National Rail and DFT over the planning of investment. The major road transport projects are identified as:

M23/Brighton Main Line

SW Quadrant of the M25

The A27

A3/M3

The absence of the A21, road links to Hastings/Bexhill and the east of this county is mentioned in our response to the draft.

18. There are proposals for world class digital infrastructure including the roll out of superfast broadband and the establishment of "SMART places" with enhanced Wi-Fi connections and 5G technology. This is linked to public service transformation via digital access to services. Surrey University 5G innovation centre will lead a regional pioneering of new 5G technology.

19. There are a number of actions proposed to achieve and retain a highly skilled workforce in particular the devolution of responsibility to skills and training.

i) All skills and employment programmes for 14-25 year olds relating to the work programme

ii) Apprenticeships

iii) School curriculum development

iv) Working with schools on an enhanced information and guidance service

v) Skills and employment board involving the LEPs

iv) Adult Skills

It is impossible to assess at this stage how such a structure would impact on Hastings.

20. In terms of Housing it is acknowledged that the delivery of housing is significantly below planned targets and that the challenges in terms of green belt/environmental designation are substantial. The following principal actions are proposed:

i) Identification of land for starter/affordable homes with council releasing land in return for capital rents for registered providers

ii) More effective release of Government land



iv) Duty of co-operation agreement with the Homes and Communities Agency

iv) Flexibility regarding borrowing to finance housing developments

21. A number of "growth centres" have been identified but it is not clear where these will be.
22. Ports and Airports are identified for future development of employment space, but also as important for trade and tourism elsewhere in the region.

## Public Service Transformation

23. It is proposed that the functions of the Sussex and Surrey emergency services are paired up in a variety of ways including fast response and call handling. It is suggested firefighters could be enlisted to provide medical help. The proposal also includes prevention and community safety and it is not yet clear what this might involve.
24. The latest revision is less specific in its proposals regarding Health and Social Care and the issues of the aging population. The difficulties in recruiting and retaining quality staff is identified. However, the proposal for Government appears to be a transformation fund with an expectation that savings for Government and its agencies would be shared with 3SC members.

## Governance

25. The proposal seeks a wide ranging Transformation Deal delivered through a new structure.
26. This structure isn't clear and it is accepted that consultation with Councils, MPs, LEPs, clinical commissioning groups etc needs to take place. However, there is an initial approach to the principles of governance. One paragraph of this is of particular interest:

"Internal governance of the constituent authorities for functions outside the ambit of the devolution offer will continue, but there will be a commitment to effective alignment between these constitutional arrangements and those of 3SC"

It is unclear precisely how this might impact (say in terms of Planning, Housing or Community Safety) and if this would potentially change the role of the Council.

27. It is clearly important for Hastings not to be "left out" of the discussion about emerging devolution agenda. It is also crucial that more efficient models for the delivery of major services are commissioned to meet pressures of demography, increased expectations and budget reductions.
28. District Councils are small individual players in this exercise. In Staffordshire and Stoke on Trent partners undertook a study of the total expenditure within the public sector. This showed a total budget of £7.2 billion between the Councils, NHS, DWP and others. The 8 District Councils total between them was £0.46bn (the biggest was DWP pension and benefit spending followed by the NHS, then the upper tier Councils). It is important because of this to have some perspective of how the whole move towards devolution in 2 tier areas may move in the medium

term. It does not seem conceivable that devolution deals will not lead to questions of service reform and current trends seem to indicate devolution from England is accompanied by the establishment of regional rather than local approaches. As yet there does not appear to be a debate about the role of "place" which urban district councils in particular often represent. There is an largely unexplored case for devolving some County functions to District/Borough level while others are invested in a Combined Authority.

29. The Government stresses the significance of the role Local Government can have in stimulating growth. In a very affluent proposed region there must be concern about the comparatively few areas where growth is difficult to stimulate within a broader picture of success. In this context it isn't clear how the 3SC structure would marry or not with existing LEP structures where East Sussex is partnered with Kent, Essex, Southend, Thurrock and Medway. The Hastings area has a great deal in common with similar communities on the Kent and Essex coast. It is not clear if this could be replaced by work with towns in West Sussex with which there is very little historical context (this would be even more true of Surrey).
30. Set against these questions is the clear need for some kind of sub regional structure to look at major transport issues, the care of the elderly and the provision of housing/infrastructure particularly in relation to the growth of London. Strategic planning of all kinds cannot be done at a parochial level and there is an undoubted need to look at the economies of scale that can come from better joint work. A response to some of the proposed areas for inclusion in the devolution proposal is included in the appendix to the report.
31. The New Local Government Network Chief Executive recently distributed a presentation which I believe reflects the depth of change needed in Councils to respond to the emerging devolution and financial structure. Places, collaboration, leadership as performance, growth and digital by design are identified as crucial. In participating in the debate over the shape of the proposed Combined Authority the Council may wish to make sure it focuses on these outcomes rather than just the detail of future structures. The focus should be how these structures would show practical benefits to residents in terms of better and/or cheaper services or in taking forward the renaissance of the Borough. It is not clear yet how the impact of the proposed Combined Authority will be felt by residents at a practical level.

## **The Way Forward**

32. There will be a requirement for all Local Authorities to take a view on this proposal if it is to be agreed. It is essential therefore that the Council plays as active a role as possible in order to ensure that the new structure and its programme pay attention to the particular conditions here and in other places currently outside the high wage/cost economy of most of the South East. The Governance issue is a key concern.
33. Additionally, Hastings Borough Council may wish to support the initial views of West Sussex District Councils that:
  - a) Boroughs/District Councils cannot be financially disadvantaged by proposals
  - b) Borough/District Councils must be seen as equal partners

c) There should be appropriate Borough/District representations inside Combined Authority structures and this should include their involvement in the negotiation of the devolution prospectus with Government

## Policy Implications

34. The implications both of expenditure reductions and a Combined Authority are likely to be very wide and will need to be explored as the shape of the actual proposals become clearer - they do not arise from this specific report with one exception.
35. Issues of poverty should not be lost and any future agreement should include action to address poverty as a key desired outcome. This touches upon economic growth, the provision of care services and the skills agenda in particular. This will be potentially challenging in a region where many of the issues are caused by the pressures of economic growth on infrastructure rather than the challenge of kick starting sustainable growth from a low base as is faced in Hastings.

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## Wards Affected

Ashdown, Baird, Braybrooke, Castle, Central St. Leonards, Conquest, Gensing, Hollington, Maze Hill, Old Hastings, Ore, Silverhill, St. Helens, Tressell, West St. Leonards, Wishing Tree

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## Policy Implications

Please identify if this report contains any implications for the following:

Equalities and Community Cohesiveness	No
Crime and Fear of Crime (Section 17)	No
Risk Management	No
Environmental Issues	No
Economic/Financial Implications	No
Human Rights Act	No
Organisational Consequences	No
Local People's Views	No
Anti-Poverty	Yes

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## Additional Information

Draft Devolution Proposal - Attached  
Hastings response for inclusion in the 3SC Devolution Proposal - Attached

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## Officer to Contact

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# **DRAFT**

## **Devolution Prospectus for the Three Southern Counties (The 3SC)**

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4. Public Service Transformation	page 20
5. Governance	page 29

## 1. EXECUTIVE SUMMARY

East and West Sussex and Surrey are known as the Three Southern Counties or the 3SC.

At the heart of our devolution offer is a commitment to work with Government to deliver strong and sustainable economic growth, enhance productivity, transform public services and build on our track record for fiscal efficiency.

We are seeking a deal in a two-tier area facing significant economic sustainability and demographic demand challenges. A deal that provides a leading edge template that others could adopt, re-imagining service delivery and embracing digital technology.

### **Delivered by strong local partnership**

We can deliver a deal that builds on existing positive partnership working across two-tier local government, with the Local Enterprise Partnerships (LEPs) and business and other parts of the wider public sector, including health and the police.

We will maximise opportunities to collaborate with other key stakeholders such as Highways England, Network Rail, Heathrow and Gatwick Airports, Universities and FE Colleges and the Homes and Communities Agency. This will create innovative partnership models that deliver robust solutions meeting the needs of 3SC residents and businesses.

We will also explore opportunities to engage residents and communities in the decisions that affect their daily lives, health and wellbeing.

### **Based on two complementary workstreams**

The two complementary workstreams in our Prospectus set out our ambitions to be negotiated with Government.

1. Economic growth and enhanced productivity
2. Public service transformation

Together they will allow the 3SC to realise its full potential:

- investing in a **long-term infrastructure strategy**, promoting sustainable economic growth and developing a modern transport system which will also benefit London and other surrounding areas;

- **increasing housing delivery and land supply**, specifically addressing the need for affordable and starter homes, and unlocking land for business start-ups to encourage employers and employees to stay or locate in the area;
- **increasing productivity** by addressing the skills and employment needs of the area, boosting digital connectivity for businesses in rural areas and capitalising on digital opportunities, such as 5G and dark fibre; and
- **re-imagining public service delivery** with innovative approaches to health and social care integration, blue light collaboration and other key challenges affecting the area.

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## 2. INTRODUCTION

### Background to the 3SC bid

Formed in 2010, the South East 7 (SE7) partnership was created to deliver fundamental reform to services while achieving savings for the seven Councils involved.<sup>1</sup> The aims of the partnership have been delivered through collaboration on shared priorities and by working with Government to deliver change.

SE7 operates as a “coalition of the willing” with each Council deciding the extent to which it engages with a particular activity, based on its own priorities. It has been and continues to be successful, delivering tangible benefits in a range of frontline services, including highways maintenance and construction, property asset management, special educational needs and disability, waste management plus information technology.

The 3SC has developed out of SE7, comprising three County Councils, 23 District and Borough Councils, three LEPs<sup>2</sup>, businesses, 12 CCGs, two Police Forces and other wider public sector partners. All committed to working together to pursue a devolution deal.

Other members of SE7 are pursuing aligned devolution proposals. We are working closely with Brighton & Hove City Council and Hampshire County Council in particular to ensure our offers complement each other.

### Rationale for the 3SC bid

There is a strong rationale for East and West Sussex and Surrey to come together in partnership with Government to deliver improved outcomes for residents and business.

### Scale

The combined GVA of Sussex and Surrey is £63.5 billion<sup>3</sup> which is bigger than both the whole of Wales (£52 billion)<sup>4</sup> and Greater Manchester Combined Authority (£56 billion)<sup>5</sup>. The population (2,507,900) is comparable to that of the Greater Manchester Combined Authority (2,714,900). The population is forecast to rise to almost three million by 2037.<sup>6</sup>

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<sup>1</sup> Brighton & Hove City Council, East Sussex County Council, Hampshire County Council, Kent County Council, Medway Council, Surrey County Council and West Sussex County Council.

<sup>2</sup> Coast to Capital, Enterprise M3 and South East.

<sup>3</sup> ONS Workplace based GVA1,2 NUTS3 by industry at current basis, prices, December 2014 release.

<sup>4</sup> As 3

<sup>5</sup> As 3

<sup>6</sup> ONS 2012-based sub-national Population Projections for Local Authorities in England 2003-13

## Powerhouse of the UK economy

The area is home to more than 121,500 businesses<sup>7</sup>, the majority of which are focused on services and manufacturing. A number of global businesses have headquarters or strategically important operations based in the area including Virgin, Sony, Samsung, Siemens, GSK, Rolls Royce and BP.

The area is important strategically to the UK economy as it forms the UK's gateway to the rest of the world. Heathrow and Gatwick are based in and around the 3SC area and the two airports are respectively the second and 12th busiest in the world.<sup>8</sup> Through them, UK passengers and businesses access more than 280 destinations across 113 countries.<sup>9</sup>

The area's economic strength is also reflected in an average employment rate that, at 76.4%<sup>10</sup>, is one of the highest in the country.

The combination of 3SC's thriving businesses, industrious working age population and physical links to other parts of the world has pushed economic growth well above the rest of the country.

## Relationship with London

The relationship between the 3SC area and London has become increasingly interlinked. As London's population and economy has grown, the spill-over effect into neighbouring counties like Surrey and Sussex has accelerated. London's spiralling housing costs and increased congestion has driven people into neighbouring counties in greater numbers. Businesses base themselves in London's periphery to access the city's assets without exposing themselves to the costs.

Between 2004 and 2013, almost 400,000 people<sup>11</sup> moved out of London and into the 3SC area. This drove an increase of 180,300<sup>12</sup> to the net additional population over the period, equal to a 7.9% increase in population. This is the equivalent to the population of York moving out of London, into the SC3 area.

## Shared demand challenges

The growing economy has brought significant demand challenges for the 3SC area. Over the last ten years an additional 168,000 people<sup>13</sup> started to commute between the 3SC area and London. The total number of annual rail journeys in and out of the 3SC area has now increased to 145.4 million<sup>14</sup>.

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<sup>7</sup> ONS 2013 Business Demography, Enterprises' Births, Deaths and Survivals

<sup>8</sup> Airport Council International Figures compiled for 2014. Data based on passenger volumes for the year.

<sup>9</sup> CAA 2014 International Air Pax Route Analysis.

<sup>10</sup> ONS Job Estimates, sourced from the Annual Population Survey, Job Centre Plus Administrative System and BRES.

<sup>11</sup> ONS 2012-based sub-national Population Projections for Local Authorities in England 2003 to 2013

<sup>12</sup> As 11

<sup>13</sup> Office for Rail Regulator (Steer Davies Gleave and DeltaRail) Regional Dataset, South East.

However, investment has not kept pace and transport infrastructure is creaking under the additional volume. Regular rail congestion and delays are costing London and the 3SC economy significantly, not helped by the fact that two of the areas three franchises are among the worst performing in the country.

The increase in population has in turn added pressure on public services. In particular, more schools, social services and affordable and starter housing are needed.

This is exacerbated by the 3SC area coping with an increasing population. Over the next ten years the population is forecast to increase by 206,000, with more than half (55.8%) over the age of 65<sup>15</sup>. Many will require local authority funded services taking the total projected 3SC spend on social care to £1 billion from more than £970 million now<sup>16</sup>.

Despite the increase in population, the labour market is very tight. Unemployment rates are very low; for example, the claimant count is just 0.6% in Mid Sussex and 0.7% in Waverley, well below the UK average of 2.5%<sup>17</sup>. However, businesses find it difficult to find and keep skilled labour. For instance, the growth of the nascent bioengineering cluster is being choked by the lack of available engineers and medical technicians. London's demand for skilled labour is having a significant impact, and the areas of acute deprivation along the south coast present further employment challenges.

#### A strong track record with established partnership working

Local authorities in Sussex and Surrey have proven themselves to be efficient, competent and open to service transformation.

Positive partnership working underpins everything and operates at many levels and on various county and cross-county geographies.

The three LEPs have provided helpful fora for bringing local authorities and wider public sector partners together with business, across a functional economic area, to develop Strategic Economic Plans and discuss a variety of local issues, including infrastructure, skills and housing.

Back office collaboration is well established, with Orbis, a shared services partnership between East Sussex and Surrey County Councils expected to deliver annual savings of £8 million annually within four years.

There are many examples of cross-partnership frontline service transformation too.

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<sup>14</sup> As 13

<sup>15</sup> ONS 2012-based sub-national Population Projections for Local Authorities in England.

<sup>16</sup> 3SC and GMCA authorities' 2013/14 Statement of Accounts

<sup>17</sup> ONS Job Estimates, sourced from the Annual Population Survey, Job Centre Plus Administrative System and BRES.

The County Councils and Clinical Commissioning Groups (CCGs) have worked intensively together to develop Better Care Plans and continue to develop ambitious projects to integrate health and social care.

County, District and Borough Councils have worked together with a range of local and central government partners to deliver the Troubled Families Programme, improving the lives of vulnerable people and those at risk.

East Sussex, West Sussex and Surrey Fire and Rescue Services, Sussex and Surrey Police and SECAMB are working together on blue light collaboration. The work has attracted interest in Whitehall and has been showcased by the Public Service Transformation Network, including at the Public Sector Show in June this year.

### **Working with Government**

Building on its strong track record of efficiency and service delivery together with positive partnership working, **our offer is for the 3SC to be a test-bed for how smart, sustainable, high-productivity growth can be secured with an even greater dividend for the Exchequer and the national economy.**

The remainder of this Prospectus sets out the specific rationale for devolution in two key areas: **economic growth and enhanced productivity** and **public service transformation**. A final section on **governance** sets out robust plans for accountability and transparency.

### **3. ECONOMIC GROWTH AND ENHANCED PRODUCTIVITY**

**Our aim is to increase productivity and the international competitiveness of the 3SC area and promote further smart and sustainable economic growth which makes an even greater contribution to national economic success.**

#### **Background**

In the 3SC, the combination of thriving businesses, an industrious working age population and strong connectivity has produced an economy now valued at over £65 billion per annum (far bigger than Greater Manchester), which is growing faster than the rest of the country outside London. The area is characterised by strong polycentric economic activity in small and medium sized settlements, reflecting specific sectoral strengths in the kind of smart, knowledge driven activity which is where future economic success lies.

Our proposals would strengthen this pattern of growth which works well with the diverse urban and rural characteristics of the area and the natural environment. Our natural capital is an essential part of our productive economy and we will continue to improve our environment as we grow.

Growth has been associated with high levels of employment across the 3SC (the average rate is 76% well above the national average), although some places still need more dedicated support to increase their economic contribution. The bigger issue for the area as a whole is that potential further growth has been constrained or stalled, particularly by inadequate infrastructure, and that this has also limited enhancements to productivity. The main constraints are the focus for our proposals. They are summarised below and set out in more detail in this section of the Prospectus.

The Government has identified the drivers of productivity as a dynamic, open, enterprising economy supported by long-term public and private investment in infrastructure, skills and science<sup>18</sup>. The 3SC as an area offers precisely those characteristics - but it could do more. The 3SC can be a test bed for how smart, sustainable, high productivity growth can be secured with an even greater dividend for the national economy. The economic dynamism which characterises many parts of the area means that it can respond quickly and effectively to a stimulus. But it also needs a long term framework to make good on many years of relative neglect.

The 3SC area also offers a test bed for how a dynamic, mutually beneficial inter-relationship with London and places such as Brighton can be developed. As London's population and economy has grown the South East economy has

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<sup>18</sup> Fixing the Foundations, July 2015

benefited, but the spill-over effect into neighbouring counties like those in the 3SC has also accelerated and has taken place alongside organic growth.

The UK needs both London and the South East more widely to be successful. For this to happen, the 3SC needs to be able to respond to the needs of its own economy and address increases in its own population; not just London's. London needs housing for a flexible workforce and transport routes that make it easy to access the city. The 3SC needs more housing too, including starter and affordable homes, but also sites for existing and new businesses to grow and develop so that people can both live and work in the area; lateral and orbital transport routes, and to keep more skilled workers within the area. This is crucial to ensuring that the economy of the 3SC remains strong in its own terms as well as making a contribution to meeting the needs of London and indeed the UK.

### **Proposals**

Our proposals for economic growth and enhanced productivity reflect the two main planks in the Government's own plans in 'Fixing the Foundations'.

#### **First; long-term investment in economic capital, including infrastructure, skills and knowledge:**

- a 3SC Infrastructure Strategy to give a clear framework for future growth to 2050 which matches the plans for London;
- a modern transport system with a step change in road and rail connectivity and through our ports and associated improvements in the operation of transport services;
- world class digital infrastructure which will boost digital connectivity across the whole area, including rural areas where connectivity can be poor or non-existent; bolster a new generation of public services and promote SMART centres for businesses in some of our major growth locations;
- smart specialisation in pioneering sectors such as 5G where our universities are world leading and we have a strong ecosystem linking knowledge generators and commercial applications; and
- a highly skilled, adaptable and flexible workforce to meet business needs in our area.

**Secondly; a dynamic economy that allows resources to be applied as effectively as possible:**

- enhancing the supply and type of housing so that people can move into jobs that use their skills and can afford to live close to where they want to work;
- promoting growth in our priority locations to provide opportunities and support for productive firms to scale up; and
- enhancing trade and inward investment given the location and comparative advantages of the 3SC area, particularly the international connectivity through Gatwick and Heathrow and through our ports such as Newhaven.

**Investment in Infrastructure, Skills and Knowledge**

**1. A 3SC Infrastructure Strategy 2050**

The members of the 3SC are clear that there has been insufficient public and private infrastructure investment over many years to keep up with a growing population and a changing economy. This has to be addressed if future growth and productivity is to be secured. More local influence over what happens and when it happens is essential since infrastructure is the fulcrum for growth in the area. It is the only plausible way to address the problems that are seen on a daily basis in terms of congestion and to open up future development.

The 3SC will develop the Infrastructure Strategy building on the analysis that each of the three counties and the LEPs are already developing of future infrastructure needs. It will provide the framework to plan and implement infrastructure investment to attract and retain high quality businesses and benefit local communities.

If the ambition of developing a planned approach to the inter-dependence of the area with London is to be achieved, the Strategy needs to cover the same time period as London's infrastructure plan (to 2050) setting out population and people movement projections, which in turn will drive planning assumptions around urban density, new housing volumes, road and rail usage, community infrastructure, utilities including water, waste and power and public service requirements.

The Strategy would form the basis for unlocking other aspects of devolution which could take the form of an Investment Agreement combining:

- improvements to infrastructure investment planning and delivery so that all partners are clear about what is needed and when it is needed;
- identification of the benefits of investment in terms of opening up or supporting more homes, jobs or business spaces;

- the potential fiscal dividend from such development, a portion of which could be used to reinvest in 3SC; and
- arrangements to recycle that locally retained portion of the growth dividend to support the necessary investment in infrastructure, housing and public services to support growth alongside some locally pooled funds.

This approach is carried through in our specific propositions on:

- **Housing and Planning** (described in subsequent sections of this Prospectus in terms of specific actions that are needed) including use of public sector land to support or unlock development
- **Infrastructure delivery** by national agencies particularly in relation to transport (also described below) so that local action to secure planned growth is accompanied by more certainty and control over investment. We would want to extend this approach to agencies with responsibility in relation to housing and flood defence as well as developing approaches with the major utilities.
- **Fiscal devolution.** To provide additional resources to support our aims for economic growth and public service reform, our aim is to change the balance in the sources of income for the authorities within the 3SC towards income generated in the area, including increasing the retention of **business rate** income and future **business rate growth** which may eliminate the need for a complex arrangement for Government to distribute business rate top ups and tariffs. To accompany this we would seek greater autonomy to determine the discounts within the Council Tax system.
- Building on this headline proposal we would create a pool of funding across the 3SC from a number of existing local funding streams for matched investment alongside additional revenue sources which could support large scale investment. In particular we would seek to retain a proportion of **stamp duty** which can be used for investment, particularly in infrastructure. This would much more accurately reflect the proceeds of growth in population than has been the case recently and would be more commensurate with the need for wholesale macro level infrastructure investment across the 3SC area rather than the current New Homes Bonus which has far more localised impact.

## 2. A Modern Transport System

There has been insufficient investment in the transport infrastructure that is the lifeblood of business, particularly road and rail. Studies by the LEPs, South East England Councils (SEEC) and by the County Councils have identified very clearly what is needed in the area including a number of crucial transport corridors of which



the most significant are the M23 and Brighton Main Line; the SW Quadrant of the M25; the A27 and the A3 and M3:

- better road and rail access to nationally important airports and ports as well as to London;
- improved cross country routes (which would have benefits across the wider South East);
- reduction in congestion and removing bottlenecks; and
- improved journey times and reliability.

The growth in usage of the **rail connections** in the area has far outstripped investment by National Rail or the rail franchisees. This has become very problematic as the continual signal failures, delays and poor quality rolling stock is impacting economic performance and productivity across the area and within London.

The need for infrastructure improvements will be identified in the Infrastructure Strategy. However, action is needed to improve both the performance of the franchises and the planning of investment. The 3SC are aware of various approaches towards more devolution in respect of rail franchises and would be looking for the development with Government of a more collaborative mechanism which would promote:

- the development by local partners of a clearer strategy for rail services in the area for meeting future growth and the need for enhancements and capacity to mitigate overcrowding (building on work that has been undertaken by the County Councils and the LEPs);
- greater influence over franchise commissioning and operation so that the needs and interests of the area are properly reflected in the specification and then the management of franchises; and
- a co-operation agreement with Network Rail and the DfT on the planning of investment.

The 3SC would provide the formal structure needed to develop such arrangements.

**Roads** in the area are significantly over capacity. The need for additional transport links that would help the area to become more interconnected and open up employment space will be identified in the Infrastructure Strategy.

We will work with Government on the development of an investment fund reflecting the fiscal devolution proposals; existing funding sources; prudential borrowing and asset backed vehicles.

The 3SC would also be looking for an enhanced agreement with Highways England perhaps along the lines of the Partnership Agreements that have been made with some areas to agree shared priorities and a longer term vision for the strategic road network in the 3SC area, and prioritising planning investment and operational expenditure on repair and maintenance and some operational sharing of assets such as depots.

### **3. World-class digital infrastructure**

We want businesses and households across the 3SC to be able to play their full part in the digital economy and to take full advantage of the opportunities it offers to increase economic activity and to improve services to the public. Our ambition is for the 3SC area to:

- develop a digital infrastructure through investment in Superfast broadband coverage, the use of ultrafast dark fibre in our towns and the roll out of 5G that will be a catalyst for economic growth, supporting SMEs and large corporations by giving them the connectivity they need to thrive in our area and reducing unnecessary commuting; and
- use 5\* open data that is accessible, real time and in a machine readable format to support further growth by seeding development opportunities for tech start-ups as well as supporting our businesses and residents to make more informed decisions around commercial opportunities and local public service usage.

Our proposals address five main issues:

- completing **superfast roll out** with the intention to design and commission local solutions to “final mile and final third” challenges and tackle remaining ‘not spots’ (where there is no mobile connectivity at all). The 3SC intends to explore local commissioning of this activity through a new set of arrangements that go beyond what has been possible through the existing National Framework and which can utilise innovative solutions, potentially harnessing the specialist supply chain that exists in the area;
- establishing a number of **SMART Places** transforming them as places to do business using ultrafast broadband networks and 5G technology so that our firms have international class digital connections to partners and the world. Initially we would aim to develop proof of concept in two small “urban” areas such as the Chichester ultrafast broadband dark fibre programme as well as demonstrating rural models to support small high value added and sustainable

business;

- through our proposals for **smart specialisation** (set out below), developing the opportunity to test and trial further opportunities for innovation and new delivery models with university, research and business partners based in the 3SC;
- through our **public service transformation proposals** for which the new level of connectivity will support the wireless technologies that allow real time monitoring and analysis of the use of public services allowing us to make them more user focused, efficient and relevant and to enable more preventative action, initially with health, blue-light and community partners; and
- working with the private sector to put in place world-class **voice and data telephony** to meet the demands of today's businesses who need to be fast, agile and responsive.

These interventions would make a big contribution to addressing the particularly acute way in which connectivity problems are experienced in rural areas and to increasing and diversifying economic activity within them.

#### **4. World-leading universities supporting high-quality science and innovation**

We aim to give full effect to smart specialisation by actively linking our universities and research institutions to innovating firms and supply chains.

We will be **pioneers in the next generation of digital connections** working with the national 5G Innovation Centre at the University of Surrey so that the 3SC is a testing ground for 5G roll out and firms across the area and beyond have the ability to generate new products and applications using the 5G test-bed at Surrey and emulators across the area.

This is a unique business advantage which is of national significance, embedding the potential of the local economy in this area into wider flows of trade and investment and the rapid diffusion of ideas.

The 3SC will promote this approach further and **extend it to other specialist sectors** in which we already have high profile research. This could be undertaken in the context of the technical and scientific audits that Government will now be developing for different parts of the country. Our intention is to work with universities in and beyond our areas and with businesses in the 3SC area to develop the case for additional support for industries where we could be world leading. This practical development of smart specialisation could incorporate comprehensive support arrangements based in our universities and research institutions for promoting and developing local supply chains and attracting inward investment to the area.

The ability to develop **University Enterprise Zones** (UEZs) would strengthen the ability to take this forward by emphasising the role of our universities as strategic partners in local growth offering access to business support packages and their specialist facilities and expert knowledge. UEZs could help extend this to the development of incubator or 'grow-on' space for small businesses in appropriate locations.

## **5. Retaining and attracting a highly skilled workforce**

Our proposals address both the supply of skilled people and some of the major factors that affect the relative attractiveness of working in the 3SC area, particularly the housing offer.

In terms of **demand**, in aggregate employment levels are high. However, there is increasing unemployment and economic inactivity in some parts of the area at the same time as companies across the South East are reporting an inability to fill vacancies with the right people. If we can better meet the clear demand for skilled people we can have a positive impact on productivity.

Currently, many highly skilled people commute to London because the 3SC area does not offer the same opportunities. We aim to stimulate more of those opportunities through our proposals for:

- developing the supply chains, applying some of the leading edge research work being undertaken in the area;
- promoting further our main growth locations;
- developing smart places that will allow businesses to develop and grow; and by
- promoting further inward investment.

Housing remains the other critical factor: in particular, housing in places to suit the workforce including starter and affordable housing. Our proposals for enhancing housing supply set out below would help to address this.

On the **supply side**, long-term investment in skills is a crucial part of developing the economic capital of the 3SC area to increase growth and improve productivity.

Our proposals are for **more local influence in reshaping and commissioning employment and skills provision in the area to meet business needs:**

Our headline proposal is for devolution of **all skills and employment programmes for people aged 14-25 run by the Education Funding Agency, the Skills Funding Agency and DWP** (including the Work Programme or its successor) to

form an integrated programme of support for young people in the 3SC area which can be directed at local level. This would cover both revenue and capital budgets.

Responsibility and funding for apprenticeships and post-16 provision of training, work experience and education including the Apprenticeships Grant to Employers would also be devolved.

We would establish a **Skills and Employment Board** involving our LEPs and businesses to oversee skills and employment policy and direct the use of these funds

This investment would be grounded in strategic partnerships between employers and training providers to better match skills provision to local demand with a greater focus on promoting **professional and technical education** which would involve:

- developing and shaping the **curriculum offer** within schools and beyond to improve the quality of our workforce and support opportunities within identified growth sectors for employment;
- creating an **employability framework** that supports all young people to be work ready on leaving education or training including the transferable skills that employers demand;
- working with schools so that there is an enhanced and much more consistent and wide ranging offer on **Information, Advice and Guidance** that will equip young people in the area to make better informed choices about their future, including intelligence about priority sectors and employer engagement in the area. We would seek devolution of National Careers Service funding and powers as part of developing an effective package of measures;
- a **skills capital investment programme to develop more pathways into work** for young people in the area by supporting the development of new training and learning facilities with the further and higher education sector, new providers, Institutes of Technologies and University Technical Colleges; and
- improving **access to apprenticeships**, including through traineeships, and aligning demand and supply for apprenticeships. The 3SC would aim to have more influence over the form and nature of apprenticeships where there is the scope to improve take up, and also on the quality and quantity of the offer with a strong work ethic embedded alongside technical skills.

For **Adult Skills** we would seek:

- devolution of the Adult Skills Budget and other Skills Funding Agency funding streams focused on in work training and skills for the workforce so that these can

be focused on the sectors of particular importance in the 3SC area; and

- a vehicle for prioritising the activities of Job Centre Plus and associated programmes including the Flexible Support Fund so that these can be used across the area as a whole.

The 3SC would also wish to explore further opportunities to enhance the use of local labour in public sector contracts which could be operated at scale within the area.

### **Promoting a dynamic economy**

#### **6. Housing [We have had first go at drafting this section but recognise we need the expertise of District and Borough colleagues in particular. Your help is very welcome]**

Demand for housing is always likely to outstrip supply in an area such as the 3SC. The mismatch harms productivity and restricts labour market flexibility. It also puts increased pressure on transport infrastructure when people are required to travel considerable distances to their place of work.

There is also a critical need in the area for more starter and affordable housing particularly for those working in some of the sectors that will be increasingly required given the demographic changes in the area. This is particularly significant for attracting and retaining front line staff like teachers or social care staff - a critical component of our proposals for health and social care integration and transformation.

Planned housing increases are already a major challenge for the area. Historically, the record in the 3SC on housing delivery is significantly lower than the trajectory planned over the next 10 years. Indeed, for West Sussex planned numbers are over 50% more than has been achieved in the last 10 years. The constraints within which development can take place are severe with Green Belt and environmental designations covering large parts of the area.

Against that background, the greater certainty and control over appropriate infrastructure delivery which would flow from the Infrastructure Strategy would be critical in providing greater confidence in housing delivery allowing the 3SC to make further progress on delivering planned numbers across the three counties, accelerating delivery where possible and balancing delivery against affordability to meet the needs of businesses and public services.

There are major opportunities, already being developed in the 3SC, to be far more ambitious in how **public sector land and assets** are used to support both housing and commercial development, in particular to stimulate developers and the associated supply chains to engage in the development which is needed in the

area. The 3SC is well placed to add value to the land, particularly through securing consents and permissions, in some cases putting in infrastructure and in all cases being more creative in how land is made available to the market.

There is also significant scope for redevelopment of existing assets to meet the growing demand for integrated services and using income from sales to reinvest in more sustainable sites. In Surrey, to date £30 million of assets have been released providing for the development of 1,000 new homes.

More specifically the 3SC will explore:

- delivery of more starter and affordable housing. We will identify land across the 3SC area in the ownership local authorities [and the wider public sector] which can be promoted as sites for affordable housing. Councils will put in the land for free (or at reduced value) in return for which the sites would be affordable in perpetuity with rents capped by the developing registered providers with associated savings in housing benefit; and
- unblocking key sites across the 3SC through specific powers to take forward a number of larger schemes which have proved intractable within the current arrangements, for example, Shoreham Harbour, Littlehampton Hospital site and sites in Newhaven. The 3SC would undertake to deliver them and the additional housing and employment space they would bring which would increase delivery beyond the numbers envisaged in Local Plans.

Other elements of the package to support these initiatives and housing delivery generally could include:

- increasing the value of disposals by strengthened arrangements for the effective release of **Government and public sector land**, building on the experience of Surrey in working with the Government Property Unit;
- a **duty of co-operation with the Homes and Communities Agency** which would form the basis for agreeing shared priorities, influencing the application of relevant funding streams; their own assets and their land assembly powers. [This might be structured through a Housing and Infrastructure Delivery Board];
- building on the headline fiscal devolution proposal for retention of NDR growth, powers to use some **locally raised funds, some prudential borrowing and some additional flexibilities** such as greater freedom over charging for certain services (land charges, building control and planning) to enable us to offer ways of supporting accelerated development, including forward funding; and
- permissive powers to develop **strategic planning functions** for the area allowing for development of strategic spatial frameworks by agreement;

improvements to arrangements for making local plans and incentives for rapid and effective plan making by linking plans much more directly to investment, particularly on infrastructure, to support housing delivery.

## 7. Growth Locations

We have identified specific places in the South East LEP, Coast to Capital and Enterprise M3 Strategic Economic Plans that offer growth potential. Our intention is that the proposals in this Prospectus will allow us to do more to accelerate and intensify the plans that are being developed, covering transport, business premises, infrastructure (including digital infrastructure), support for business and developing skills for the workforce.

An important example is the risk of flood damage at some locations within the 3SC. Some of these areas could be established as places for residential housing or employment sites and we would want a duty of co-operation with the Environment Agency to bring them into use more quickly.

The demand for housing also means that we are losing sites for commercial development and over time will lose employment if these sites are not identified and protected. We want to explore opportunities for providing more incentives for commercial development for example, through Enterprise Zones or similar designations (building on the work that has been undertaken through the LEPs) and asset backed vehicles of the kind described in the preceding section utilising public sector land and assets.

We will also promote further **business support arrangements** to develop the activity of the Growth Hubs in supporting simplification and in providing more intensive support to the high growth and innovation companies in the area.

## 8. Gateways: Ports and Airports

The SC3 is strategically important to the UK economy and forms a major part of the UK's gateway to the rest of the world. Heathrow and Gatwick are respectively the second and 12th busiest airports in the world. Through them, UK passengers and businesses access more than 280 destinations across 113 countries.

The two airport gateways at Gatwick and Heathrow offer major advantages to the area as a globally competitive location for inward investment, and the ports are significant both for the import and export of goods and for bringing visitors to the area.

We want to:

- promote the improvements in connectivity to and from the airports and ports that will make these gateways as attractive as possible both to investors and exporters and to promote freight movements. The infrastructure improvements

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that are needed will form part of the Infrastructure Strategy;

- promote international business and trade and tourism reflecting our sector specialisms and location advantages and the opportunity in particular for increasing export via the airports (highly relevant to high value, time critical products); and
- develop and build supply chains in the 3SC area which can take full advantage of these opportunities including making sure that commercial land is available for development in suitable locations around the ports and airports.

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## 4. PUBLIC SERVICE TRANSFORMATION

### Background

Public service transformation is core to the 3SC devolution proposals. We see public service transformation and economic growth as two sides of the same coin and mutually supportive. Public service transformation demonstrates the effective cross boundary and inter-agency working that already exists across the 3SC and which supports our broader devolution proposals.

The members of the 3SC are already working in many different ways to transform how services are delivered. We are working individually and jointly, including as part of wider groupings such as the South East 7 group of authorities (known as SE7). We are also working with our wider public sector partners, eg developing new approaches to deliver better outcomes through closer health and social care integration and closer inter-operability between our emergency services.

Surrey is one of only nine areas in the country selected to be part of the Government's Public Service Transformation Network, with the access to dedicated resources, expertise, support and learning that brings. Surrey has led on public service transformation within SE7, and the work quickly recognised the need to move beyond county boundaries to achieve lasting transformation. East and West Sussex are both key partners in the programme.

While public service transformation is not dependent upon devolution, devolution does provide opportunities for the 3SC to broaden and deepen transformation work, and the potential to extend work already underway. Health and social care integration and emergency services collaboration are two of the areas where we see potential to do more by working together across the 3SC area.

Public service transformation also supports the other proposals in this Prospectus. For example, our proposals for world class digital infrastructure will support and open up new opportunities to transform local services and how they are delivered. This will be important as we continuously adapt to how residents want to interact with services and find new ways to meet the demand pressures that services face.

Our devolution ambitions for public service transformation include:

- a **3SC Transformation Fund** – providing a single pot of transformation funding to support and extend further transformation across the 3SC;
- a **3SC Transformation Dividend** – so that local partners can share in the financial benefits that accrue to Government as a result of local partnership working; and

- a **3SC Transformation Deal** – a deal between Government and the 3SC setting out how Government will work with us to tackle blockers to further transformation.

These proposals will give us the confidence and certainty in which to accelerate public service transformation across the 3SC. By investing in and supporting public service transformation we can support sustainable economic growth and improved productivity across the 3SC. Examples include:

- services that support a workforce that better meets the skills need of the local economy;
- supporting individuals and families with complex needs with a pathway into work; and
- reducing crime and reoffending by helping offenders through different interventions and support into work.

#### A track record of doing things differently

Across 3SC there is a strong track record of partnership working and developing new approaches to delivering services: driving efficiencies, savings and greater value; and better services and outcomes for residents. Examples include:

- **Joint procurement** - working together as part of the SE7 to deliver highways efficiencies and a more competitive market for property asset management and investment; and joint procurement by East Sussex District Councils for a single waste collection contract, saving around £3 million per year.
- **Shared functions** - East Sussex and Surrey working together through a new partnership, Orbis, to deliver a range of shared functions, including finance, procurement, property, IT, HR, legal services, internal audit, payroll and pensions - expected to save residents £8 million annually within four years.
- **Shared services** - shared Youth Offending Teams covering East and West Sussex; a single Fire Control and Mobilising Centre for East and West Sussex; joint commissioning for domestic abuse and sexual violence services between East Sussex County Council and Brighton & Hove City Council.
- **New approaches** - adopting new ways of generating income and new models for delivering services including: Surrey Choices, established as a local authority trading company providing social care for people with disabilities; and integrating the East Sussex Adult Social Care Living at Home Service with the East Sussex

Healthcare Trust Community Rehabilitation and Domiciliary Teams to provide more-timely integrated rehabilitation and reablement services.

- **Sharing senior staff** - East Sussex District Councils sharing senior staff and posts; and Surrey County Council's Strategic Director for Customers and Communities taking on the role of Chief Executive of Mole Valley District Council, improving day-to-day working and saving more than £100,000.
- **Sharing assets** – West Sussex County Council shares accommodation with Horsham District Council, in addition to other public services, delivering significant savings for both and enhancing joint working opportunities.

### ***A track record of success – the Troubled Families Programme***

Across the 3SC area we have had considerable success in turning around the lives of people with complex needs as part of Government's Troubled Families Programme – **3,230 families successfully helped across the area so far**. This has been achieved through new partnership approaches involving County and District and Borough Councils, schools, health, police and the Voluntary Community and Faith Sector. This has improved outcomes for individuals and families and benefits the whole system – removing the need for a range of costly interventions from various public sector agencies. The members of the 3SC are part of the expanded second phase of the programme which will **help a further 11,230 families**.

- **East Sussex** achieved its target of turning around the lives of 1,015 families earlier than planned. A further 3,570 families will be helped over the next five years, and it is on target to support a further 757 in the first year of the extended programme. The Troubled Families model has successfully been integrated into East Sussex's Early Help services and is seen by DCLG as an example of transformation good practice.
- **West Sussex** with the seven Districts and Boroughs in an alliance with all of their public sector partners and the Voluntary, Community and Faith Sector achieved their target of turning around the lives of 1,165 families earlier than planned. It is the leading area in England for securing jobs for families, with 665 families with one or more adults now back in work and similar results for reducing anti-social behaviour and improving school attendance. As early starters for phase two, a further 4,060 families will be supported over the next five years. Investment in technology is giving all practitioners secure access to a case management and information system to support multi-agency working.
- **Surrey** has turned around the lives of 1,050 families, with a Team Around the Family approach – the first in the country to deliver in a two-tier area, with local coordination led by Surrey's 11 Districts and Boroughs supported by other agencies. A further 3,600 families will be supported over the next five years, including support for families with domestic abuse, pre-school children, low income, offenders, mental health, unemployment, adult social care needs, families who frequently visit accident and emergency, and families at risk of homelessness.

Working Together – Surrey's public service transformation programme

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As part of the Government's Public Service Transformation Network, Surrey public service partners are taking a collaborative, multi-agency approach to redesigning local services, removing duplication and integrating service delivery, with services focussed around the needs of residents to deliver better outcomes and greater value. This partnership extends across the Surrey public sector and beyond eg Sussex Police, West Sussex County Council, East Sussex Fire and Rescue Service and the South East Coast Ambulance Service all working on Emergency Services Collaboration.

Transformation projects include:

### ***Mental Health Crisis Care***

- This work is establishing safe places for people in mental health crisis, providing better support and avoiding pressures on NHS Accident and Emergency departments and detention in police custody. Surrey public services are responding to people in crisis as 'one team' with a defined care pathway, including a 24-hour telephone line manned by staff from all public services and a 'buddy' network to provide support in local communities. This has been supported by £1.5 million from the DCLG Transformation Challenge Award<sup>19</sup>.

### ***Transforming Justice***

- This work aims to improve the justice system and deliver better quality justice, with increased victim and witness satisfaction, reduced reoffending and reduced demand for criminal justice services. Surrey are developing a pilot for a whole system approach to women in the criminal justice system.<sup>20</sup>

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<sup>19</sup> The Mental Health Crisis Care partnership includes Surrey County Council, Surrey's District and Borough councils, Surrey's six Clinical Commissioning Groups, NHS Trusts, Surrey Police, South East Coast Ambulance and Voluntary, Community and Faith Sector.

<sup>20</sup> The Transforming Justice partnership includes Surrey County Council, Surrey Police, Surrey Police and Crime Commissioner, National Probation Service, HM Courts Service, HM Prison Service, Community Rehabilitation Company, Victim Support, Legal Aid Board and NHS England.

## ***Systems Leadership***

- Underpinning all the other transformation work is a programme to develop leadership capacity across Surrey public services and a wider organisational development multi-agency support network<sup>21</sup>.

## **Proposals**

We will:

- build on our shared track record of success in collaborating to deliver efficiencies and transform local services;
- share the lessons of what works and identify opportunities to broaden, deepen and extend public service transformation and support whole systems leadership across the 3SC; and
- use the strong ties underpinning the 3SC and across both tiers of local government across Sussex and Surrey to extend the benefits of transformation already in place.

## ***Emergency Services Collaboration***

We have been working across the 3SC area over the last two years to co-design how emergency services are delivered and to improve inter-force operability. Surrey Police, Sussex Police, Surrey Fire and Rescue Service, West Sussex County Council, East Sussex Fire and Rescue Service and the South East Coast Ambulance Service have led this work. Collectively these services cover an area of 2,140 square miles and serve 2.7 million residents.

Transformation provides the opportunity for the three emergency services to work closer together, improving service to the public, reducing costs, increasing resilience, reducing overlap and responding to the changing pattern of demand. The programme would build on initiatives underway, including:

- **Joint control and despatch across Sussex and Surrey emergency services** - there are currently 13 emergency control centres across the six organisations, each with separate technical systems and processes for managing 999 and non-emergency calls. By linking control centres we will be able to ensure the right information is transferred between services faster, allowing a more coordinated, quicker response. This work has been supported by £750,000 from the Home

<sup>21</sup> The Systems Leadership partnership includes Surrey County Council, Surrey's Districts and Boroughs, Surrey Police, Surrey and Borders Partnership NHS Trust, North East Hampshire and Farnham CCG, and Surrey Youth Focus.

Office Police Innovation Fund. West Sussex County Fire and Rescue Service and East Sussex Fire and Rescue Service already operate a combined control and mobilisation centre.

- **Joint operational response** – greater collaboration in how each Service responds to incidents, to provide a better more joined up response. By improving the skills and equipment for fire fighters they can provide immediate medical care where they are first on scene in emergencies.
- **Joint operational support** – there is an opportunity to explore coordination for the provision of support functions for the operational activity of the emergency services and other Council functions and support services. Work is looking at joint fuel and equipment procurement, a joint vehicle recovery contract, joint motor insurance cover and joint vehicle accident repair. The Integrated Transport Function work has been supported by £6.3 million from DCLG's Fire Transformation Fund. The Joint Fire Control Centre across Sussex is another example.
- **Joint prevention programme** – community safety activities and support functions are delivered independently. Collaboration will allow a reduction in duplication and cost. Frequent callers to the emergency services can tie up resources unnecessarily – one caller contacted emergency services over 2000 times in a six month period. By working together we can better identify frequent callers and address their needs, as well as improve the response to other emergency callers.

This work is leading the way nationally in how to improve the delivery of emergency services through greater collaboration. We believe it offers a template for other areas to follow. Our devolution ambitions will support and strengthen the collaboration already underway across the 3SC area and provide further opportunities to broaden and deepen this work.

## **Health and Social Care Integration**

### **Background**

The 3SC area is home to a large number of older residents, many of whom retire to the area from London and the Midlands. Over the next ten years the population is forecast to increase, with more than half (55.8%) over the age of 65. Many will require local authority funded services, projected to cost 3SC local authorities around £1 billion per year. This poses a significant challenge to both local government and the NHS as numbers grow and individuals' care needs become more complicated.

This growth in demand also challenges the labour market. There is an acute shortage of health and social care workers across the area as lower skilled workers are attracted by opportunities elsewhere, for example at Gatwick Airport and in town centres. Many care homes complain that they are unable to attract quality staff which in turn undermines the overall quality of the care sector across the 3SC area. The NHS faces similar issues, compounded by the lack of affordable housing and the increased use of agency staffing, particular for nursing roles.

## **Proposals**

We believe that the best way to tackle these issues is by continuing to work together across health and social care investigating the freedoms and flexibilities devolution may offer.

Building on existing examples of best practice we propose to accelerate progress by continuing collaborative conversations on the following:

- Joint financial planning and commissioning, building for example, on the Better Care Fund and Vanguard in North East Hampshire and Farnham.
- Helping people to remain healthy and well through work, for example, on public health and prevention, reducing the demand on statutory services and A & E and invest to save opportunities.
- Addressing workforce and skills issues.
- Opportunities around estates and infrastructure.
- Optimising the use of telecare and telehealth and other exciting advances in digital technology.
- Developing local outcomes based performance frameworks.

## ***3SC Transformation Fund***

Some of the transformation work across the 3SC has only been possible because of access to additional Government transformation funding, allowing us to 'invest to save'. This has, however, meant time consuming and costly bids to multiple, unaligned competitive funding schemes run by separate Government Departments (eg Transformation Challenge Award, Fire Transformation Fund, Police Innovation Fund, etc) some of which required significant work for little return (eg the DCLG Delivering Differently in Neighbourhoods Fund required a lengthy expression of interest as well as an interview process, with only £90,000 available to each



successful applicant). This process distracts from the transformation we are seeking to achieve. The independent Service Transformation Challenge Panel<sup>22</sup> also recommended rolling together Government transformation funding.

A **3SC Transformation Fund** would provide a single pot of up-front, unringfenced, transformation funding for the members of the 3SC to jointly allocate according to local determined 3SC area priorities. This would give us the certainty and ability to take the tough decisions and invest in redesigning integrated service provision that better meets the needs of our residents. For example:

- using the Emergency Services Collaboration work as a vanguard for inter-force operability;
- building on the excellent progress in Sussex and Surrey to support individuals and families with complex needs into work; and
- new approaches through digital technology, building services around the customer and seeking opportunities to trial new delivery models, including through the use of 5G (currently being piloted in Surrey).

### ***3SC Transformation Dividend***

Successful transformation requires confident partnerships that are willing to take tough investment decisions in the expectation of longer term shared benefits and financial returns. For example, a move to early intervention or prevention may require new ways of working or additional investment from one partner, but the benefits and any financial savings may accrue to another. This is particularly true where local transformation results in savings to Government Departments and Agencies (ie as a result of lower welfare costs through supporting people with complex needs into work and helping young people get the skills that local employers need; and finding alternative criminal justice interventions, reducing court, prison and offender management costs and reducing rates of reoffending).

A **3SC Transformation Dividend** - an agreement with Government that local transformation resulting in savings to Government Departments and Agencies will also be shared with the 3SC would give confidence and greater certainty for the 3SC to invest in transformation. The additional funding resulting from the 3SC Transformation Dividend would be available to the 3SC Transformation Fund to fund future transformation work.

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<sup>22</sup> Bolder, Braver and Better: why we need local deals to save public services, November 2014

### **3SC Transformation Deal**

A 3SC Transformation Fund would support identifying and exploring potential for further public service transformation work across the 3SC. Successful transformation will, however, require true collaboration between local and national partners. Just as local partners are committed to working as 'one team' to explore new approaches to delivering better resident outcomes and greater value, so too must Government Departments and Agencies. The cohesiveness and stronger governance that would underpin the 3SC would help achieve this too.

In developing our proposals for further 3SC public service transformation, we would like Government to commit to a **3SC Transformation Deal** – a cross Government agreement with the 3SC on how Departments and Agencies will work with us on removing specific barriers to transformation and opportunities to test new and innovative approaches for faster delivery of integrated services. This might include:

- co-location and closer integration of Government teams with local partners;
- decentralising central government decisions to local/regional government teams giving them greater flexibility to make decisions as part of local partnerships;
- better use of central government assets locally to support joint working, transformation or broader economic growth or regeneration plans;
- different approaches to commissioning nationally funded services, to better join up and support local transformation;
- more local flexibility around local structures and governance arrangements, rather than centrally prescribed arrangements that no longer reflect how local services are provided;
- more local flexibility around local budgets to support closer partnership working and shared local priorities, particularly in support of early help and preventative work;
- more local flexibility around public sector workforce policies and strategies to support integration of services;
- new approaches to regulatory and reporting requirements that recognise how local services are now provided through integration and partnership;
- identifying legislation or regulations that are blockers to transformation and developing solutions to overcome them, including information sharing;

- opportunities for digital technology to transform the services provided and how they are delivered and accessed; and
- planning future investment with Government and national agencies such as Highways England, Network Rail, the Homes and Communities Agency and the Environment Agency.

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## **5. GOVERNANCE**

The area of the 3SC comprises three County and 23 District and Borough Councils. There are 12 CCGs, three LEPs, two Police Forces and two PCCs. We understand that devolution proposals will emerge from our neighbours in Hampshire and from the City of Brighton & Hove.

### **Governance approach for the 3SC**

We are committed to a review of governance and the assessment of options to provide appropriate democratic accountability and assurance for the delivery of the additional functions and responsibilities that comprise the devolution proposal. The review will examine mechanisms based on the continuation of two tier local government. It will also cover the arrangements needed to facilitate working relations with the City Council of Brighton & Hove and a future revised Hampshire governance model. It will also cover the links with LEPs, CCGs, Police and PCCs, Employment and Skills Boards, partnerships with businesses and local neighbourhood committees.

### **Involvement in developing a new structure**

We propose to consult our elected Members, residents and stakeholders on an overarching framework for governance which focuses on the principles of accountability and effective decision making through a range of alternative approaches. The consultation will move to a constructive engagement with the key stakeholders - the LEPs, CCGs and neighbouring authorities.

Proposed arrangements will be set out through full constitutional modelling to adequately describe establishment and mandate, decision-making and accountability, overview and scrutiny, appointments, delegations and rules for managing business as well as the options for administrative support.

### **Initial approach to principles of governance**

The promoting authorities are aware of the complexities of connecting the governance of 26 authorities while retaining effective local accountability and scrutiny. The preference for as simple a model as can be achieved will need to be balanced against the requirement for systems of assurance and transparency.

Internal governance of the constituent authorities for functions outside the ambit of the devolution offer will continue, but there will be a commitment to effective alignment between those constitutional arrangements and those of the 3SC.

The established and sound relationships between the 3SC participants and their respective partners and stakeholders will be reviewed only so as to enhance the benefits of those relationships in light of the devolution proposition.

Executive responsibilities will be aligned to the key strands of the 3SC areas of joint responsibility and based on collective responsibility.

Overview and scrutiny arrangements will reflect both the need for simplicity and ease of governance while ensuring full accountability across the 26 authorities. Any impact upon County Council Health Overview and Scrutiny Committees will be considered and agreed with CCGs and Health Trusts to avoid confusion or duplication.

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Introduction

1. Hastings Council welcomes the opportunity to comment on the draft prospectus and supports the principle of seeking a place in the Devolution programme in England. There are however significant issues not yet addressed in the proposals that merit consideration if it is to represent the interests of the whole area.

General Comments

2. There are a number of broad points. The first is that this cannot be an offer based on a concept of place as are both Manchester and Cornwall in different ways. It is challenging to create a sense of drive and vision that might attract a wide ownership. This might be addressed through an additional strand looking at the delivery of services and activity on a more local basis, to complement the more strategic initiatives proposed.
3. The region is not uniformly wealthy, though you would look hard to learn this in the current draft. There is a lack of emphasis on the east of the proposed area as against the west and north of the area and this needs to be addressed, particularly in terms of transport and other infrastructure. There are particular challenges in Hastings and elsewhere that need including. The coastal areas are substantial and sometimes quite different from areas closer to London. We would seek the identification of these issues at a strategic level (not referenced to as “pockets” of deprivation) and an active commitment to stimulating growth there. Transforming communities is an ambitious and attractive agenda and could be made far more of in the prospectus. This sense of mission and vision cannot help but convince Government of a real sense of purpose behind the submission.
4. We are unclear on the relationship between the proposed new combined Authority structure and the current LEP arrangements. Hastings Council has been committed to SELEP and its Coastal Communities Group. The Combined Authority will clearly be intended to steer many of the infrastructure, skills and housing issues essential to economic growth and it seems challenging to have LEP structures that are unrelated to what is now proposed. We would like to see this explored and clarified. Hastings is committed to continuing our work with the coastal partners in Kent and Essex under any new arrangements.
5. We would like to see Brighton and Hove within any such structure given its importance as a significant area of coast and hinterland. Sussex with a gap where its most significant city is located cannot be desirable and Brighton’s urban experience will echo with many of the smaller towns along the coast.
6. In terms of the impact on District/Borough Councils we would support earlier observations made by colleagues in West Sussex.
  - a) Borough/District Councils cannot be financially disadvantaged by proposals
  - b) Borough/District Councils must be seen as equal partners

- c) There should be appropriate Borough/District representations inside Combined Authority structures and this should include their involvement in the negotiation of the devolution prospectus with Government.

### Governance

7. The initial approach to governance is unclear and an insufficient basis to give adequate comment.
  - a. It isn't clear which functions (in practical terms) will move from Councils to the new Combined Authority. It's difficult to see which District functions would be moved to a Combined Authority as most services are local, often regulatory and specific to a small area. Strategic County level functions transferring is more easily understood. Strategic Transport and Housing policy are functions which could be done at regional level as they were in the past.
  - b. It isn't clear what the phrase "effective alignment" means with regard to remaining functions.
  - c. It's not clear who will be exercising both executive responsibilities and collective responsibilities.

No Council should sign up to this process without a clear picture of what it will be asked (in general) to give up and the benefits that will accrue from this. It is appreciated this is difficult work but needs to be progressed further before the submission.

### A 3SC Infrastructure Strategy

8. It makes sense to have an infrastructure strategy if the Combined Authority is to add significant value to the work of existing LEPs and Local Authorities. However, we have significant questions:
  - a. It is unclear to us what the true value of the stamp duty and business rate income which is sought might be. Our estimate is that stamp duty alone is just under £700m. Together with business rates this is a considerable fund.
  - b. We are unclear how this income would be sourced and distributed. We are unclear which services/projects government would expect this to fund given the loss of income to the Exchequer.
  - c. Given the lack of reference to regeneration or the weaker economics of the coast we would be concerned how this resource could be used in economically less advantaged areas.

An initial view is that the weight of this funding is likely to come from sources close to London and the M25. Before supporting the principle of pooling this money with other local funding streams the Council would wish to understand the principles intended in its application.

### A Modern Transport System

9. There is no mention of transport infrastructure required to stimulate growth in less active local economies.
10. In particular the Council is concerned that the document identifies M25, M3/A3, A27 and other proposed projects without reference to the very clear need to address slow and inadequate road and rail transport serving the coast of East Sussex. This may be because these schemes also



impact Kent and are not in the “sights” of colleagues focused on the west of the area. In particular it is essential that reference is made to:-

- a. The need to bring HS1 rail services via Ashford to Hastings and Bexhill. A study commissioned by Mott MacDonald by Hastings, East Sussex and Rother Councils has illustrated the strong economic case for this and there is significant political and rail industry support. Currently journey times at peak hours to Charing Cross or Victoria can be between 1¾ and 2 hours.
- b. The need to dual the A21 from Tunbridge Wells into East Sussex. Although a limited missing section of dual carriageway at Pembury is currently being constructed Hastings and its surrounds are still served by single carriageway road for much of the way from the M25 and London.
- c. The need to improve the A259. It is vital that links along the coast are improved both for the sake of the local economy and to take the pressure off London bound roads and the M25 now often used.

#### Road and Rail Infrastructure

11. No one can help but sympathise with a wish to improve rail performance and investment in the area. These services are both shared with central and suburban London. Before Councils assume the risk of being held accountable for rail performance we need to assure ourselves we have the means to achieve improvement. We would like to understand how the relationship with both the rail industry but also the Mayor of London might operate in this context and how it is envisaged this is linked to regional or national decisions on rail investment.

#### Pool Transport Fund

12. This is dependent on the stamp duty issue above. At present LEPs also have an involvement in transport schemes. We believe this needs careful working up to assess if there will be real value gained.

#### Establish Priorities for Highways England

13. This must seem attractive, provided that these can be agreed over such a large area. In particular how will the governance structure work to ensure that “end of the road” locations on the coast share the benefit. Regeneration may be dependent on this but the “bangs for bucks” arrangements in terms of direct economic benefits may not support this as against schemes closer to London. Again we would like discussion about how such issues would be addressed.

#### Digital

14. The need to roll out superfast broadband is supported. We would urge that if pilots are to be developed that at least one should be within Hastings or a similar community to explore how faster services might encourage growth in areas currently economically underperforming.

#### Universities

15. Whilst welcoming the University of Surrey’s lead in development of advanced digital we were surprised that the Sussex HE Sector is not more prominent. Hastings would support the concept of a University Enterprise Zone approach and would hope that it could be extended beyond the main sites of the major institutes.

### Skilled Workforce

16. The question here is if an area as large as 3SC could in fact be more responsive to local conditions than the current arrangements. Local employment requirements and skills vary very widely and it is important there is sufficient devolution to respond to this. The bid would be strengthened by a proposal for a more localised delivery within the new structure.

### Housing

17. It is not clear which mechanisms will encourage the development of new large amounts of housing where residents (and councils) may not wish to see further development, often in the very places which are prospering and demand for labour is high.
- a. The prospectus appears silent on the return government might seek in terms of increased housing numbers and affordable homes. Will this need to be firmed up before submission?
  - b. Is there any indication where the free or cheap land for starter homes proposed is and that Councils will part with it? If so this would help the case. Is this sufficient to have a meaningful impact on issues of homelessness and labour mobility.
  - c. Is it realistic to expect capped rents over long periods of time. It doesn't seem clear how housing would be kept affordable in the longer term.
  - d. The Government is likely to want to know how many affordable homes might be created.
  - e. There is a need to address issues caused by part of the private rented sector. In Hastings and elsewhere this has developed a direct linkage to the benefit economy resulting in low investment, bad housing and communities that lack cohesion. Pilot projects in Hastings, Thanet and Tendring have developed models for intervention in the market and to develop the skills and potential of residents.

### Troubled Families

18. The success of the Troubled Families Scheme in East Sussex is obviously well known and warmly welcomed. The question about this proposal is how this would improve good performance. We know that locally the scheme faced challenges of very low job density, large numbers of small employers and significant numbers of people facing real challenges looking for work. We would welcome more involvement in these discussions and the opportunity to link this with the economic development work of the Council.

### Social Care

19. The Council welcomes initiatives to improve social care and the ideas in the initial documents for a social care academy and Kitemark seemed interesting. However, these would not be sufficient and in our view supplemented further.
- a. Poor care standards are not confined to areas where the labour market is tight. It's difficult to attract people partly because it's often demanding work in comparatively poor pay and conditions. The real benefits for employees need to be properly considered if standards are to improve.
  - b. In areas where there are also a shortage of potential staff is it envisaged encouraging any element of mobility. In which case this proposal might be strengthened by support in terms of accommodation and transport. The wage rates are such that current

mobility is limited by cost and additionally split shifts and high number of working days mitigate against this being easy.

### Conclusion

20. The Council is happy and willing to participate in these discussions and it would expect at the appropriate stage to be able to do so directly and not through others.
21. We are keen that issues in relation to economic and social inclusion are not lost and that there is a further debate about how “upwards” shift around strategic issues can be balanced with an approach that supports more localised delivery and decision making at the other.
22. The issues of governance are not clear and will need to be resolved. Full participation is essential and this must be tackled in terms of sector and geography.

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13 JULY 2015

Present: Councillors Poole (Chair), Howard (Vice-Chair), Charlesworth, Charman, Edwards, Hodges, Sinden, Street

Museum Association Representatives: Mrs Hawkins, Mrs Purdey, Mr Peak and Mr Palfrey-Martin

**1. APOLOGIES FOR ABSENCE**

Apologies for absence were received from George Adams, Nick Sangster and noted for Councillor Erica Barrett.

The Chair updated the committee on the status of the Old Town Hall Museum. Since the closure of the building she advised that various options were being considered including a possible proposal from the Old Hastings Preservation Society.

Furthermore, the Chair also advised that since the departure of Councillor Lock, there was a Conservative vacancy on the committee. Councillor Charlesworth said she would inform her group.

**2. MINUTES OF THE MEETING HELD 16 MARCH 2015**

**RESOLVED – that the minutes of the meeting held on 16 March 2015 be approved and signed by the Chair as a true record.**

**3. DECLARATIONS OF INTEREST**

Councillors made no declarations of interest at this meeting.

**4. NOTIFICATION OF ANY ADDITIONAL URGENT ITEMS**

None.

**5. CURATOR'S REPORT**

Cathy Walling, Museum Curator, presented a report to provide an update on issues arising from previous meetings and confirmation of Curator's actions.

1. Most of the content of the main store has been moved to the temporary exhibition galleries to enable cleaning and repairs to take place. The conservation cleaning of objects by staff, volunteers, students and work experience continues. All archives and works on paper have been removed to the Keep for storage and cleaning. All items taken to the Keep are catalogued. A meeting is due to take place with the Councils Building Surveyors and (DCB contractors) to discuss issues concerning the ceiling tiles with a view to replacing or covering the ceiling with plaster board. Due to the temporary halt to the exhibition programme, staff have arranged a number of small displays and gallery updates.

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Councillor Hodges asked the Curator what action was being taken to ensure items returned from the Keep were kept clean. The Curator said the building was being cleaned and environmental controls upgraded which will enable the conditions to be better monitored. When the work is complete in June 2016, the temporary exhibition gallery will reopen.

Councillor Hodges asked if there was any form of digitisation to further protect documents when public look at them. The Curator advised the Keep were also taking copies of the documents.

2. Interviews for the consultants to work with the Museum on the ACE Resilience project took place on 9<sup>th</sup> July. A project meeting will be set up with stake holders to consider what type of museum want to be moving forward.

3. The Curator gave a verbal update regarding the preliminary discussions concerning HLF funding for exhibiting the local history material. She advised that they decided not to pursue the funding this year because of other priorities and because many of the items were in storage. She said they will consider submitting an application next year and feed it into Hastings and Heritage events by providing material. Mrs Purdey asked for assurance that the store environment will be monitored. The Curator advised that she would be happy to supply the readings.

The Curator informed the committee that Susan Ward, Exhibitions Officer, would be leaving to take up a new post. Consideration is being given to a temporary post to deal with collections management issues prior to re-advertising her post. Marion Purdey said she would not wish to see the post lost.

Councillor Charlesworth asked if the Elizabethan Charter could be displayed as part of the exhibition next year. The Curator said the Museum has a copy and they are looking to provide possible screen access to this as the original is too fragile. Early discussions had taken place for next year's exhibition on the story of Hastings since 1066; she said the Museum hoped to get the public involved by voting via social media etc for their favourite objects or stories.

4. The project based on the role of women during WWI continues with a display on 19<sup>th</sup> September. Facebook and twitter are regularly updated with events of 100 years ago. The Young Creators Group have started work on the topic of women's' roles. The Museum is also working with Hastings Women's Voice on a creative writing exhibition to be held on 19<sup>th</sup> September.

5. Permission has been given for two image reproduction requests:  
a) Images of Bathing Pool for Café information boards  
b) Images of White Rock Baths for Saville Jones Architects report.

The Curator said the BBC had recently filmed an episode of the Celebrity Antiques Road trip with Gok Wan, which includes a feature on the Brassey Collection.

The Curator advised the data collected for the 'Visitor Finder' was available and enable participants to compare website statistics. The Sussex Cluster participants include Jerwood Gallery, Bexhill Museum, Horsham Museum and The Novium. The

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preliminary findings were based on 38 questionnaires, the results are as follows:- Hastings has younger visitors than other museums; more first timers, and better gender split. The main reason given for visiting was to learn something; visitors were mainly accompanied by friends and family, and the visitors liked the atmosphere. The Curator confirmed she would provide quarterly updates.

Councillor Poole expressed her thanks to staff during an ambitious year.

**RESOLVED – that the Committee accepts the report and are satisfied with the comments in the report.**

### 6. MUSEUM ATTENDANCE FIGURES

Cathy Walling, Museum Curator, presented a report to inform members of figures for attendances, educational activities and use of the Museum's website for the fourth quarter of 2014-15. Figures for January to March 2014 were submitted for comparison.

It was noted that the attendance figures for Hastings Museum and Art Gallery had increased by 518 when compared with the previous year. However, numbers of pupils in organised groups had dropped by 1,138, due to a whole school visit by St. Paul's in early 2014. The total number of visits combined for Quarter 4 had increased by 4504.

Attendances to the Old Town Hall Museum had increased by 220 due to a flurry of visitors in the final month. The total number of visits combined for Quarter 4 had decreased by 4,580 when compared to the previous year.

The number of website visits had increased significantly by 8,910. At the time of the meeting, the number of followers on Facebook had increased to 615 and Twitter to 657, as well as regular Facebook visits of 5356 people in the UK, 186 in USA, 129 in Greece, 103 in Australia and 86 in Pakistan according to Facebook statistics.

Councillor Street mentioned that some businesses sell followers from twitter and facebook to increase figures. The Curator confirmed that some twitter followers did not have any connection with the museum.

The number of weddings and civil ceremonies had decreased by 6 compared to quarter 4 last year. 3 cancellations had been received. At the time of the meeting, a total of 15 ceremonies had been made for 2015-16.

The next Wedding Fair will take place on 13 September 2015.

Mrs Purdey mentioned that someone had looked at the Durbar Hall for a wedding, but declined because of painted floors. The Curator said the floor will be painted by Tod Hanson, artist, as part of the Coastal Currents Festival in September 2015. He will be making a false floor and will be there for two months. The exhibition dates have been moved so two of the booked weddings will not be affected. The costs of the third wedding will be covered by Coastal Currents. The art commission will be publicised as part of the Festival.

A new statistic is to be provided for the South East Museum Development for the number of activities/outreach events on and off-site, with non-education providers eg Scouts, local Arts Groups, Community Groups, Book Bugs, In2Play etc. This includes workshops, seminars, talks as well as family activity days. The number of participants

## MUSEUMS COMMITTEE

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in sessions for quarter 4 is 1535. The Curator added that this figure may be added to the agenda for information as their education figures tend to be more informal than formal.

**RESOLVED** - that the Committee accepts the report and are satisfied with the comments in the report.

### 7. **MUSEUM EVENTS AND ACTIVITIES**

Cathy Walling, Museum Curator, presented a report to inform Members of forthcoming events and educational activities at the Hastings Museum and Art Gallery and the Old Town Hall Museum during July to September 2015, for Quarter 2, 2015-16. These included:-

#### **Exhibitions**

10 January 2015 to 3 January 2016: 'All at Sea'. Maritime paintings from the Museum collection, including Turner watercolour until 30 August.

1 June to 30 August: Waterloo 200, small display of related objects and pictures.

27 June to 6 September: Textiles by award-winning textile designer and weaver Caroline Richards.

18 July onwards: Refurbished Brassey Gallery opens.

8 September to 4 October: Floor installation in Durbar Hall by Tod Hanson, for Coastal Currents Festival.

19 September to January 2016: Women and the First World War.

#### **Events**

7, 14, 21 July: Out of the Doll's House. Workshop taster sessions with Hastings Women's Voice to explore what women were doing during WWI.

11 July: Young Curators Summer Project Workshop.

18 July to 30 August: Family activities in Brassey Gallery in association with Hastings-based artist Lucy Brennan.

23 July to 30 August: Family Holiday activities.

9 August: Piano Recital by Howard Southern for OHPS.

8 September: Private View for Coastal Currents installation.

11, 18, 25 September: Local History talks by Edward Preston.



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13 September: Wedding Fair.

The Curator confirmed there had been a slight delay with the events leaflet however, the leaflet had been signed off and would be with members the following week.

**RESOLVED - that the Committee accepts the report and are satisfied with the comments in the report.**

### 8. MUSEUM ACQUISITIONS

Cathy Walling, Museum Curator, presented a report informing members of eighteen items acquired by the Museum in the last quarter and the names of donors. The items included: -

1. 50 photographs and postcards from the 1920s and 1930s. Donor: Mrs J Middleditch;
2. Board commemorating opening of the Grove School, 1956. Donor: Mr M Baker;
3. Poster of Hastings by Walter Spradberry. Donor: Miss E Spradberry;
4. Photograph of Boer War soldiers. Donor: Mr J Dearnley;
5. Photographs, news cuttings, WWII documents etc belonging to Bernard & Kitty Card. Donor: Mrs J Soan;
6. 7 photographs of Breeds and Sinden families. Donor: Mrs C Poulton;
7. Programmes and posters for White Rock Baths and Hastings Pier. Donor: Mr M Glynn;
8. Postcard of Carlisle Parade. Donor: Estate of Mrs A Georgiou;
9. 14 photographs, mainly steam engines. Donor: Anon;
10. Hastings Observer 7/4/1927 (Visit of Prince of Wales). Daily Mirror 7/4/1927. Donor: Mr A Pepper;
11. Documents re introduction of electrification to Tonbridge- Hastings line, 1987. Donor: Mr A Palfrey-Martin;
12. O/S One-inch map of Hastings. Donor: Mr A Gunn;
13. 15 photographs of WWII bomb damage, photographed 1948. Transfer from Legal Services;
14. County Borough of Hastings fuel measures, 1960s. Donor: East Sussex County Council per Roger Cohen.

**MUSEUMS COMMITTEE**

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**RESOLVED** - that the Committee accepts the report and is satisfied with the report.

**9. ADDITIONAL URGENT ITEMS (IF ANY)**

(The Chair declared the meeting closed at. 3.20 pm)

27 JULY 2015

Present: Councillors Hodges (Chair), Cartwright and Davies. Also in attendance Mr Chris May, The Protector.

Apologies for absence were noted for Councillor Forward

1. **MINUTES OF THE MEETING HELD 23 MARCH 2015**

**RESOLVED** – that the minutes of the meeting held on 23 March 2015 be approved and signed by the Chair as a correct record

2. **WHITE ROCK AREA PROMENADE IMPROVEMENTS**

The Assistant Director Regeneration and Culture presented a report which provided background information to a proposed scheme of promenade improvements at the White Rock.

The report noted that a number of significant developments were already underway in this area, including the restoration of Hastings Pier and the redevelopment of the White Rock Baths. The new attractions would result in an increase in footfall in the White Rock area, and it was therefore essential to explore opportunities to improve the area visually and provide for greater community use which would support the economic regeneration of the seafront.

Following a successful bid for Coastal Communities Funding by Hastings Borough Council, a package of improvements for the area had been developed; this included public realm repairs, a new set of access steps to the beach and the creation of decked areas with provision for pop up trading stalls. The promenade would also become a shared use area for cyclists and pedestrians. The area will also be aesthetically improved by the redecoration of the White Rock Baths and additional planting. Further proposals for a new water feature and kiosk may be undertaken separately, if they are affordable to the Foreshore Trust. The funding for the project included contributions from the Foreshore Trust, Hastings Borough Council and the Coastal Communities Fund. The report requested additional funding, above the allocation set out in the business plan, of £18,000 from the Foreshore Trust to cover the cost of surfacing.

The proposals had been well received at a public consultation and were supported by the Coastal Users Group. It was anticipated that a planning application for the works would be submitted in early July 2015, which if approved, would enable works to begin on site in early November 2015.

Councillor Cartwright proposed an amendment to recommendation 5 of the report, seconded by Councillor Davies, as follows “delegated authority be given to the Assistant Director of Financial Services and Revenues, in consultation with the Chair to proceed, or otherwise, with recommendations 3 and 4 once the financial position is confirmed”. The proposed amendment was agreed by the committee.

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Councillor Cartwright proposed approval of the recommendations, as set out in the resolution below, seconded by Councillor Davies.

**RESOLVED (unanimously) that:**

- 1) Support be given to proposed improvements subject to planning consent;**
- 2) An additional £18k is approved to supplement the existing business plan allocation towards the scheme for surfacing costs;**
- 3) An option to improve the White Rock water feature is considered after the tendered prices are received and there is more certainty over the Trust's financial position;**
- 4) An option for invest to save funding for a kiosk is considered after an independent commercial appraisal and marketing exercise, and;**
- 5) Delegated authority is given to the Assistant Director of Financial Services and Revenues, in consultation with the Chair, to proceed or otherwise with recommendations 3 and 4 once the financial position is confirmed**

The reason for this decision was:

Hastings Borough Council successfully bid for Coastal Communities Fund grant funding for a range of initiatives to promote a cultural trail and support economic growth along the seafront.

The bid included a proposed scheme to make improvements to the public realm on the promenade area of White Rock to support the ongoing investment in the White Rock Baths and Hastings Pier.

Support is required from the Foreshore Trust for the proposal and to provide match funding for parts of the scheme.

### **3. FINANCE REPORT**

The Assistant Director of Financial Services and Revenues presented the finance report to the committee. The report included the draft financial position of the Trust in 2014/15 as well as the current year's financial position. The committee was also required to review the Trust's business plan, risk register and reserves policy.

The committee was advised that the draft accounts for 2014/15 indicated that the Trust had exceeded its operating surplus by £25,000, the final accounts were due to be reported to Charity Committee at its September meeting. The Trust's income and expenditure for 2015/16 remained in line with the budget projections, although it was necessary to update the business plan for 2015/16 to reflect the additional funding from the Trust to the White Rock area promenade improvements project.

Discussion took place regarding the risk register, which the Trust maintained to help inform its reserves policy. The committee agreed that the risk associated with item 10 on the register, loss of key staff, should be the same as the council's corporate risk register. It was agreed to amend the impact of item 12 on the risk register, budget settings, from medium to high. The likelihood of item 16 on the risk register, White

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Rock Baths, was increased from medium to high, to reflect the complexity of the project. The report recommended continuing to maintain the level of reserves at £690,000.

Councillor Cartwright proposed approval of the recommendations to the report, seconded by Councillor Davies.

**RESOLVED (unanimously) that:**

- 1) The current financial position for 2015/16 be agreed;**
- 2) The risk register be agreed (appendix 4 to the report)**
- 3) The reserves policy be agreed (appendix 5 to the report)**

The reason for this decision was:

The council has the responsibility for the proper management of the financial affairs of the Trust. In doing so it complies with the Accounting Codes of Practice and the high standards required for the accounting of public money.

The reserves policy is reviewed on an annual basis and is undertaken against the uncertainties that are identified within the risk register and the general economic environment.

#### **4. ADVENTURE GOLF AND MARINE PARADE PROMENADE IMPROVEMENTS**

The Assistant Director of Financial Services and Revenues presented a report which sought approval for improvement works to be undertaken by the tenant of the Adventure Golf site, and to grant authority for the necessary agreements to enable the works to happen.

The Trust had been approached by Arnold Palmer Putting Courses Ltd (APPC), the tenants of the Adventure Golf site, with proposals for improvements within the area of lease and adjoining land owned by the Trust. The improvements included resurfacing the promenade area and adding planters and public seating, whilst still maintaining access to the existing cycle route. The existing café would also be extended. The Coastal Users Group had been supportive of the proposals when they considered the matter at their meeting in June 2015.

Councillor Davies proposed approval of the recommendations to the report, seconded by Councillor Cartwright.

**RESOLVED (unanimously) that:**

- 1) Charity Committee agrees to grant consent to the works on the leased area, and;**
- 2) Charity Committee delegates to the Estates Manager the authority to agree terms of a licence to carry out works on Trust land and a maintenance agreement**

The reason for this decision was:

The proposals will improve the area for the benefit of the public at no current or future cost to the Trust.

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5. **MINUTES OF THE MEETING OF THE COASTAL USERS GROUP HELD ON 9 JUNE 2015**

The extract of Foreshore Trust items from the minutes of the Coastal Users Group meeting held on 9 June 2015 were submitted. Councillor Cartwright proposed that the minutes be received and noted, which was seconded by Councillor Davies.

**RESOLVED (unanimously) that the minutes of the meeting of the Coastal Users Group held on 9 June 2015 be received and noted**

(The Chair declared the meeting closed at. 6.52 pm)