

# Public Document Pack



## Executive Board

Thursday, 31 March 2011 2.00 p.m.  
Marketing Suite, Municipal Building

A handwritten signature in black ink, appearing to read 'David W R'.

**Chief Executive**

### **ITEMS TO BE DEALT WITH IN THE PRESENCE OF THE PRESS AND PUBLIC**

#### **PART 1**

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<b>1. MINUTES</b>	
<b>2. DECLARATION OF INTEREST</b>	
Members are reminded of their responsibility to declare any personal or personal and prejudicial interest which they have in any item of business on the agenda no later than when that item is reached and, with personal and prejudicial interests (subject to certain exceptions in the Code of Conduct for Members), to leave the meeting prior to discussion and voting on the item.	
<b>3. LEADER'S PORTFOLIO</b>	
<b>(A) ADOPTION OF THE SUSTAINABLE COMMUNITY STRATEGY 2011-2026 KEY DECISION</b>	<b>1 - 47</b>

*Please contact Angela Scott on 0151 471 7529 or  
Angela.scott@halton.gov.uk for further information.  
The next meeting of the Committee is on Date Not Specified*

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**PART II**

**ITEMS CONTAINING “EXEMPT” INFORMATION  
FALLING WITHIN SCHEDULE 12A OF THE LOCAL  
GOVERNMENT ACT 1972 AND THE LOCAL  
GOVERNMENT (ACCESS TO INFORMATION) ACT  
1985**

In this case the Board has a discretion to exclude the press and public and, in view of the nature of the business to be transacted, it is RECOMMENDED that under Section 100A(4) of the Local Government Act 1972, having been satisfied that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information, the press and public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 3 of Part 1 of Schedule 12A to the Act.

**(C) CONTRACT ARRANGEMENTS FOR GREATER  
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**(D) ACADEMY UPDATE**

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***In accordance with the Health and Safety at Work Act the Council is required to notify those attending meetings of the fire evacuation procedures. A copy has previously been circulated to Members and instructions are located in all rooms within the Civic block.***

**REPORT TO:** Executive Board

**DATE:** 31<sup>st</sup> March 2011

**REPORTING OFFICER:** Strategic Director - Resources

**SUBJECT:** Adoption of the Sustainable Community Strategy 2011 – 2026

**WARDS:** All

## **1.0 PURPOSE OF THE REPORT**

1.1 A new Sustainable Community Strategy (SCS) that covers a 15 year period (2011-2026) has been produced (Appendix A). The SCS outlines what the Council and Halton Strategic Partnership will do to enhance the quality of life for local communities through enhanced economic, social and environmental activity across the Borough. This report seeks Executive Board approval to proceed to adoption of the SCS by Full Council.

**2.0 RECOMMENDATION: That Council be recommended to adopt the Sustainable Community Strategy 2011-2026.**

## **3.0 SUPPORTING INFORMATION**

3.1 Halton's existing SCS expires on 31 March 2011. There remains a duty to prepare an SCS (Section 4.1 of Local Government Act 2000) and a wider duty to co-operate, to be placed on councils and other local agencies, is due to be introduced via the Localism Bill.

3.2 The SCS is a long term plan that will guide the Council and Halton's Strategic Partnership over the next 15 years and it is important to remain aspirational in outlook. In the short term, the financial climate may constrain the ability to deliver change on the ground. This uncertainty will be dealt with via a separate 'living' SCS 5 year delivery plan that has been prepared, but needs to be given the opportunity to evolve as services transform (see section 3.5 below).

### **3.3 Consultation**

The new SCS has been produced through extensive research of baseline data, subsequent analysis, and then policy formulation. This process was followed by wide consultation with Elected Members and partners to identify key themes and related strategic objectives. This has included reporting on the detail of the emerging strategy to all Policy and Performance Boards during the September 2010 meeting cycle.

An extensive public consultation took place between 29 November – 24 January 2011, using a number of methods which ensured that the SCS

and other documents (Core Strategy and Local Transport Plan 3) reached as many interested parties as possible. For example, the consultation database, public exhibitions, online materials, information at libraries and HDLs, and the In Touch / Inside Halton Magazines were all utilised to get community engagement information out to localities.

- 3.4 A variety of consultation responses on the SCS were received from individuals and organisations and covered a full range of issues. For example: the priority themes and objectives chosen; problems, causes and issues to tackle in delivery; cross cutting challenges touching on a number of priority areas. A 'Results of Consultation' document has been prepared and each comment has had, as is appropriate, a response explaining any resultant change to the SCS together with an explanation of actions the Council is taking to deal with the issues raised.

### 3.5 SCS Delivery Plan

The SCS is accompanied by a separate 'living' five year delivery plan that sets out the policy responses the Partnership intends to implement to tackle the Borough's challenges. The delivery plan outlines what success would look like and steps that could be taken to ensure success. The five year delivery plan needs the flexibility to evolve as the services provided by the public sector transform. For this reason it is recommended the delivery plan remains as a working document to allow restructuring at the national, regional and city region levels to be taken into account (examples include the restructuring of the NHS and public health delivery, implementation of Local Economic Partnerships, implications of several parliamentary bills such as Localism and Policing and Social Responsibility Bills).

## 4.0 POLICY IMPLICATIONS

- 4.1 This new edition of the Sustainable Community Strategy (SCS) will look over a longer time period than the previous plan allowing strategic planning over 15 years to 2026. This will bring major plans into alignment, such as the Core Strategy and Local Transport Plan, allowing coordinated delivery.
- 4.2 The SCS will impact upon all policy areas and have wide ranging impacts on, but not exclusively, social inclusion, poverty, equality and diversity, physical development, environmental quality and health care.

## 5.0 OTHER IMPLICATIONS

- 5.1 The SCS takes into account Government guidance on the development of Sustainable Community Strategies and the duty to inform, consult and involve local people. It is imperative that partners continue to play an integral role in the delivery of the Strategy through the Halton Strategic Partnership structure.

## **6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

### **6.1 Children and Young People in Halton**

A significant component of the content of the SCS is aimed at raising aspirations of children and young people, assisting them to do well whatever their needs or wherever they live. Ensuring that they feel safe at school, home and in their community is a central objective. Health and well-being is a key policy driver for the SCS with a long term focus on ensuring children and young people are physically, emotionally and sexually healthy.

### **6.2 Employment, Learning and Skills in Halton**

One of the main thrusts of the SCS is the support, maintenance and enhancement of the Borough's economy including promoting economic growth and diversification. This includes the enhancement of local employment opportunities, as well as support for learning and skill development opportunities at the Borough's educational establishments and workplaces.

### **6.3 A Healthy Halton**

The SCS contains a wide variety of policy guidance focussed on addressing the Borough's health problems; hence the priority for a healthier Halton is strongly reflected across the document. Emphasis is placed on reducing the inequalities gap that forms when the health of the population as a whole improves, but the health of the least and less well off either improves more slowly than the rest of the population or in some cases gets worse in absolute terms. The SCS focuses on early intervention and prevention initiatives, particularly for obesity, alcohol and drug harm, mental health, cancer and circulatory disease.

### **6.4 A Safer Halton**

Making Halton safer is a key priority for the SCS, aiming to ensure that Halton's communities, businesses and visitors enjoy access to a safe environment with reduced fear of crime, increased community cohesion, and reducing reported crime and anti-social behaviour. Safeguarding vulnerable people from all forms of abuse is an essential strand of the SCS.

### **6.5 Halton's Urban Renewal**

This priority area becomes "Environment and Regeneration in Halton" to give the theme a wider focus covering issues beyond urban renewal such as environmental quality, climate change, and digital infrastructure and accessibility. Through the identification of key areas of change, those major development projects affecting the Borough over the SCS period, the SCS caters for the renewal and enhancement of the Borough's built and green environment, with a particular focus on housing areas, employment land and the Borough's centres.

## **7.0 RISK ANALYSIS**

7.1 It is vital that both the Council and Halton Strategic Partnership continue to be clear about priorities for service delivery and that this strategy receives ratification by Elected Members.

7.2 Absence of an SCS will:

- Reduce the ability to take account of the local community's aspirations, needs and priorities;
- Have serious implications for Partnership co-ordination between all the public, private, voluntary and community organisations that operate locally;
- Potentially reduce the effectiveness of the Partnership through fragmentation of strategies;
- Breach a statutory duty.

7.3 These risks can be mitigated by the adoption of the SCS and its implementation, monitoring and ultimate delivery.

## **8.0 EQUALITY AND DIVERSITY ISSUES**

Building stronger communities through community engagement must continue to be a key outcome for the strategy. The Halton Strategic Partnership is already committed to equality regardless of age, sex, caring responsibility, race, religion, marital status, maternity issues, gender reassignment, socio economic need, sexuality or disability. A Community Impact Review and Assessment (CIRA) has been undertaken on the document to ensure the strategy does not discriminate, promotes equality for all, and meets the duties under the Equality Act 2010.

## **9.0 REASON(S) FOR DECISION**

9.1 This decision is required to adhere with statute. Halton's existing SCS expires on 31 March 2011. There remains a duty to prepare an SCS (Section 4.1 of Local Government Act 2000) and a wider duty to co-operate, to be placed on councils and other local agencies, is due to be introduced via the Localism Bill.

## **10.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

10.1 A 'do nothing' approach has been considered and rejected due to non-conformity with statute. An overriding need exists for the different agencies and service providers operating in Halton to cooperate to deliver workable, long term answers to Halton's key challenges. The SCS provides the framework for this cooperation.

**11.0 IMPLEMENTATION DATE**

11.1 The Sustainable Community Strategy will be implemented from April 2011.

**12.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

<b>Document</b>	<b>Place of Inspection</b>	<b>Contact Officer</b>
A Community Strategy for a Sustainable Halton 2006-2011	Municipal Building, Widnes	Tim Gibbs
Refresh SCS 2006-2011 (published September 2009)	Municipal Building, Widnes	Tim Gibbs





# Halton's Sustainable Community Strategy 2011-2026 1 April 2011



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## Foreword

We all know that little can be achieved without different agencies and service providers putting their heads and talents together to come up with workable, long term answers to some of Halton's many challenges. We have made considerable progress since we produced our first Community Strategy in 2002. However, much remains to be done.

The environment around us is always changing, therefore we must adapt by constantly improving our services to meet our communities' needs and aspirations that are impacted on by these changes. We must also take time to prepare our local communities for the future by encouraging them to take a level of responsibility for their own growth and development, to be more resilient whilst at the same time building on and respecting our local environment and its heritage.

National, regional and local influences linked to the environment, economy and social change will increasingly demand a strategic approach across organisational and community boundaries plus flexibility to deal with these new challenges. The current financial climate and its wider impact makes forecasting the future very difficult. This means that it is even more important that we all look forward beyond these next few months and the uncertainty which they present, to plan the best ways to address concerns and aspirations and seize the opportunities offered in the medium and longer term.

Change requires a shared vision and agreement across local organisations and communities to take difficult decisions in order to create better lives and stronger communities across Halton. Our shared vision and how we will achieve it, is outlined in detail within this strategy.

Councillor Rob Polhill  
Chair, Halton Strategic Partnership  
Leader, Halton Borough Council  
March 2011

## What is a Sustainable Community Strategy?

A key role for local authorities and their partners is to produce a Sustainable Community Strategy (SCS) for their area (there remains a duty to prepare an SCS (Section 4.1 of Local Government Act 2000). This should aim to enhance the quality of life of local communities through actions to improve the economic, social and environmental well being of the area and its inhabitants. It must also:

- co-ordinate the actions of the council and of the public, private, voluntary and community organisations that operate locally;
- focus on and shape the existing and future activity of those organisations so that they effectively meet community needs;
- contribute to the achievement of sustainable development, locally and more widely; and
- allow local communities to express their aspirations, needs and priorities.

It must have four key components:

- a long-term vision for the area focusing on the outcomes that are to be achieved;
- an action plan identifying shorter-term priorities and activities that will contribute to the achievement of long-term outcomes;
- a shared commitment to implementing the action plan, and proposals for doing so;
- arrangements for monitoring the implementation of the action plan, for periodically reviewing and reporting progress to local communities.

This is Halton's third Sustainable Community Strategy and while we can take pride in what has been achieved to date, there is still much more to do. This document sets out a vision of the Halton we would like to see emerge by 2026. It sets out the steps we need to take together to bring about real improvements that will change lives for the better. Those steps concentrate on the things that matter most to most people. The Strategy is about focusing on the issues that will make the biggest difference in the long-term.

Unless we work together and get smarter at how we use our resources, the improvements set out in this Strategy will not happen. A key purpose of this Strategy is to ensure that the resources available are targeted and used effectively to bring about improvements in the borough. This means:

- Being clear and agreeing what needs to be done.
- Working together with local communities to make a difference
- Listening and responding to what matters most to people locally and telling people what we are doing;
- Targeting activity to where we can make the most difference;
- Doing the kind of things that experience has shown will really work and be successful;
- Measuring progress, letting people know how we are doing, and adjusting where necessary to keep on track.

## How was this strategy developed?

This Strategy has been developed in consultation with local residents and partners within Halton Strategic Partnership, including the voluntary sector. It is supported by detailed statistics and information about the borough, and sets out our vision and priorities, focusing on major issues which, if addressed, would make a real difference by 2026.

Based on a significant body of research and consultation, it outlines some key goals and headline actions by which we will be judged. It aims to guide the development and implementation of more detailed plans and actions to be undertaken by partners including the Council, the Police, health professionals, Job Centre Plus and others. Everyone has a role to play in making it happen in Halton. Working together we can make a difference and build a better future for our Borough.

Some examples of the available **evidence that this Strategy takes into account include:**

- State of the Borough Report 2010.
- Joint Strategic Needs Assessment (JSNA) and health profile for Halton.
- Halton Community Safety Strategic Assessment.
- Single Economic Assessment 2009.
- Updated Borough Profile.
- Evidence prepared to support the Core Strategy and Local Development Framework.
- Public consultation gathered in the development of the Core Strategy, Local Transport Plan and Children & Young People's Plan.

We **listened and consulted** – we collated, reflected on and analysed responses to consultation exercises conducted with local people.

## The Partnership and its Priorities

The Halton Strategic Partnership Board (HSPB) works to ensure that actions delivered by a whole range of groups and organisations are properly 'joined up' and make a real difference to the lives of local people.

This Sustainable Community Strategy provides an overarching framework within which different partnerships, organisations and groups can co-operate together, commit to common goals and work towards improving life for people in the borough.

The following organisations and agencies are members of the Halton Strategic Partnership and have been involved in developing Halton's Sustainable Community Strategy:

NHS Halton & St Helens  
Halton Borough Council  
Cheshire Constabulary  
Cheshire Fire and Rescue Service  
Halton Housing Partnership  
Halton Sports Partnership  
Riverside College Halton  
Cheshire Police Authority  
Halton & St Helens Voluntary and Community Action  
Jobcentre Plus  
Faith Community  
Greater Merseyside Connexions Service  
Halton Association of Secondary Heads  
Halton Chamber of Commerce and Enterprise

### **The Specialist Strategic Partnerships (SSPs)**

There are five thematic Specialist Strategic Partnerships (SSPs) that sit underneath and report to the Halton Strategic Partnership Board. These are well-established, each leading on one of the five agreed key priority themes of the Halton Strategic Partnership. Each is a multi-agency partnership made up of representatives of agencies and services that have key roles in delivering the aims and objectives of the Specialist Strategic Partnership.

Their work is informed by key data and intelligence, consultation with the public and the expertise of partners. Each Specialist Strategic Partnership has developed a detailed delivery programme outlining the key work streams for their partnership.

These priority themes and their respective aims are as follows:

- **A Healthy Halton**

To create a healthier community and work to promote well being and a positive experience of life with good health, not simply an absence of disease, and offer opportunities for people to take responsibility for their health with the necessary support available.

- **Employment, Learning and Skills in Halton**

To create an economically prosperous borough that encourages investment, enterprise and business growth, and improves the opportunities for learning and development together with the skills and employment prospects of both residents and workforce so that they are able to feel included socially and financially.

- **A Safer Halton**

To ensure pleasant, safe and secure neighbourhood environments, with attractive, safe surroundings, good quality local amenities, and the ability of people to enjoy life where they live.

- **Children and Young People in Halton**

Halton's ambition is to build stronger, safer communities which are able to support the development and learning of children and young people so they grow up feeling safe, secure, happy and healthy, and are ready to be Halton's present and Halton's future.

- **Environment and Regeneration in Halton**

To transform the urban fabric and infrastructure, to develop exciting places and spaces and to create a vibrant and accessible borough that makes Halton a place where people are proud to live and see a promising future for themselves and their families.

This Sustainable Community Strategy looks at how each of the themes link together and impact on each other. It recognises the importance of a number of key cross-cutting themes that are common across all Partnership activity. Some of the partnership working activity taking place across the Halton Strategic Partnership includes:

- Providing for the ageing population.
- Transformation towards a low carbon economy.
- Acting on climate change through behaviour change; more energy efficient homes; products which consume less energy; more renewable energy and microgeneration; sustainable low carbon transport; more efficient use of water; and by producing less waste.
- Narrowing the gap between deprived and non-deprived areas within the borough addressing health and socio-economic inequality.
- Improving educational attainment and access to training opportunities for those living in deprived areas.
- Improving access to services such as social and leisure facilities, supermarkets, health services and transport.

- Understanding how knowledge and perceptions of health related issues can affect the local population.
- Reducing social isolation.
- Maximising community resources and facilitating effective community engagement and participation.
- Integrating delivery of services
- Increasing community satisfaction with Halton as a place to live.
- Increasing focus on community involvement in public sector activities in Halton.
- Running services effectively and efficiently to meet customer needs and increase public satisfaction with all public services in Halton.

Each Strategic Partnership has responsibility for all aspects of performance management within their theme and ensures proper oversight, scrutiny and accountability of all activities that take place under the auspices of the Partnership and this Sustainable Community Strategy.



## How will we make it happen in Halton?

The Halton Strategic Partnership Board is responsible for delivering this Sustainable Community Strategy and in doing so is committed to the following:

### Community Focus, Participation and Engagement

The Partnership works to improve the quality of life at community levels. It does this by working through the seven geographical Area Forums established by the Council and supported by the partners. Each Area Forum has its own budget to help deliver improvements in their local area and all projects are expected to support one or more of the five priorities for Halton outlined in this Strategy.

Halton already has many front line services organised on a community basis. Community Support Officers, policing, community development workers, housing management, street-scene teams and youth workers are organised on an area basis. Residents, businesses and visitors are our primary focus in improving the way we deliver our services. We are committed to putting our community first in what we do and how and when we do it and in providing value for money when delivering services.

Improvement in the quality of life enjoyed by local people can only come about if the community is involved in making it happen. Solutions to problems are often dependent on local knowledge. The experiences of local residents and service users can help inform future service development. We will continue to engage with local people and help them to get involved in decision-making. We will also keep our communities informed about what we are doing and will continue to develop new and innovative ways to be more accountable to communities through consultation and open and transparent decision-making processes.

The Partnership is committed to an inclusive approach to community engagement through its strategy and network arrangements. Full details are available on the Partnership website [www.haltonpartnership.net](http://www.haltonpartnership.net).

### Narrowing the Gap

Halton overall offers a high quality of life but, as in other similar boroughs, the quality of life varies across the area from one neighbourhood to the next. The more deprived areas of the borough often suffer from poorer health, higher unemployment and lower educational attainment. Our aim is to create successful neighbourhoods, where people are safe, have good housing, a good quality environment, with access to good schools, services and economic opportunities and have strong and healthy communities. We will work together to improve all neighbourhoods within Halton, but we will particularly target the most deprived areas, to reduce the gap in the quality of life, health, prosperity and wellbeing between those neighbourhoods and the rest of the borough.

### Regional Context

We recognise that Halton is neither insular nor isolated. Halton can only succeed as part of a thriving and successful Liverpool City Region and wider North West. This Sustainable Community Strategy builds upon the wider

strategic developments which are taking place in the North West. Partners from Halton play a key role in shaping sub-regional and national plans and arrangements. This connectivity – both strategically and operationally - is an important part of the Halton approach.

### Managing Risk

The partnership has adopted a Risk Management Strategy and has a Strategic Risk Register in place which sets out the risk management objectives and the role and responsibilities for risk management of the Board and individual Specialist Strategic Partnerships. The Partnership's risks can be broadly categorised as either "strategic" or "operational". Strategic risks cover those threats or opportunities which could impact upon the achievement of medium and long-term goals. For each identified risk, plans are in place to minimise the effects.

### Resources

All the objectives and targets outlined here are achievable. How well and how quickly this happens depends crucially on the availability of resources and how smartly they are used. That means money, people, physical resources, proper intelligence and information, allied with the strength of will to use them in the best way.

### Money

The organisations that make up the Partnership already spend hundreds of millions of pounds of public money each year in Halton. Much of this goes to maintain essential services like health care, policing, schools, transport and waste collection that we tend to take for granted. The way money is spent on these statutory services – 'mainstream budgets' – must continue to be focused on the achievement of the specific objectives and improvement targets within this Strategy. The Sustainable Community Strategy provides a tool to help partners focus their budgets.

The Strategy also provides a framework to help identify and secure additional funding for the borough from a variety of sources. It sets out shared policy objectives along with clear aims and targets across the five agreed key themes. This gives a framework in which partners can make budgetary decisions that reflect Halton's priorities.

### People & Assets

Allied to cash, the efforts, skills and determination of people living and working in the borough are crucial to success. This applies to individuals interested or already active in helping their local community as well as to those who work in public, voluntary and other organisations serving Halton. We need to boost skills and knowledge and stimulate confidence and motivation that will strengthen the borough's capacity to help itself. We must ensure that we are organised and co-operate in ways that are effective and deliver real benefits. We also need to provide better ways for people to work collaboratively and across organisational boundaries to increase their own job satisfaction and their impact on the challenges they deal with.

Most of the steps we need to take in moving Halton forward will involve some use of land, buildings, equipment and materials. Hundreds of millions of pounds are currently invested in publicly owned physical resources of various kinds within the borough. We need to make optimum use of these assets, cutting out any unnecessary duplication and ensuring they are well adapted to local requirements.

There is a strong commitment to tackling climate change and completing the evolution to a low carbon local economy. The Council is demonstrating leadership in the use and refurbishment of operational assets. Examples include installing voltage optimisers in buildings, a programme of lighting and boiler control improvements, installation of Multi Functional devices across the Council's buildings and the setting up of a Green Champion Network. Additionally, where refurbishment has been necessary, energy efficient measures have been installed. The improvements at Runcorn Town Hall have included an increase in insulation to the roof, double glazing and cladding, solar shading, photovoltaic tiles, sensory lighting, water saving WCs, water saving taps and heating control zoning.

In particular we have to respond to the desire of people to access a range of services through a single portal. The advent of Halton Direct Link, health care resource centres, extended schools and Children's Centres provide models of exemplary service delivery that are highly valued by local people. Increasingly, partners will need to look at much greater efforts towards co-location and joint use of facilities. Not only is this more cost efficient, but it gives partners a proper customer focus.

### Data and Intelligence

Without proper information, and making it easily accessible to people, we are working in the dark in trying to bring about improvement in Halton. This covers information about local needs and conditions, and what people think is most important for their communities. It is about the information we need to understand what is likely to work well in achieving our targets for Halton. It's about keeping people – local people and partner organisations – in the picture about the progress we are making together. The Partnership has made a big commitment to improving the way information is gathered, used and shared. Of particular note are:

A) A data 'Observatory' that holds key statistical information on all aspects of living conditions in Halton. The Observatory provides data at a variety of spatial levels – super output area, ward, neighbourhood and district level – and allow for comparison with our neighbours and regional and national averages. It will greatly help people to understand the geography and nature of disadvantage in Halton.

B) The Partnership has a database of consultation and community engagement in Halton. This will enable people to access a rich source of attitudinal data on a range of issues. It will also help people to plan and execute better community engagement in the borough.

C) The Partnership website provides an easy to access source of material on all aspects of the Halton Strategic Partnership's work throughout the borough. The site covers the full range of activities from events and award ceremonies to new policy changes. There are dedicated sections for each of the priority areas that outline the aims and objectives plus provide access for meeting minutes. There is also a newly added policy section, developed to keep partners up to date with any changes.

## What is Halton Like?

Halton is a largely urban area of 118,700 people (2009 population estimate). Its two biggest settlements are Widnes and Runcorn that face each other across the River Mersey, 10 miles upstream from Liverpool. The population of Halton was in decline for over a decade, but has recently started to increase. This in part is due to a concerted effort to build new houses, particularly larger executive homes in Sandymoor (SE Runcorn) and Upton Rocks (NE Widnes) to try to stem population decline, to provide a more balanced housing stock, and retain wealth in the community. It is also in part due to increased inward migration. The population is projected to grow to 122,900 in 2023.

The number of jobs in the borough is largely the same as it was 10 years ago but the proportion employed in manufacturing has fallen and the reliance on a small number of large employers is beginning to be reduced. The wealth of the borough has improved overall during the last 10 years as illustrated by rising numbers of detached houses, rising car ownership, increases in professional and managerial households in parts of the borough. There are currently approximately 52,000 employee jobs in Halton, of which 37,900 are full time.

Halton shares many of the social and economic problems more associated with its urban neighbours on Merseyside. The Index of Multiple Deprivation (IMD) for 2007 is one of the most comprehensive sources of deprivation indicators, as some 37 different indicators are used. It shows for example that overall, Halton is ranked 30th nationally (a ranking of 1 indicates that an area is the most deprived), which is third highest on Merseyside, behind Knowsley and Liverpool, and 10th highest in the North West, although this is an improvement on being fifth highest in 2004). Other authorities, St Helens (47th), Wirral (60th) and Sefton (83rd), are all less deprived compared to Halton.

This Index suggests that deprivation has improved in the borough, as Halton ranked 21<sup>st</sup> overall nationally in 2004. The proportion of Halton's population in the top category (i.e. the top 20% of super output areas) has also decreased from 50% in 2004 to 47% in 2007. Halton's concentration of deprivation has improved from 20th worst in England in 2004 to 27th in 2007. Concentration is a key way of identifying hot spots of deprivation within an area. Of England's 975 'Super Output Areas', which form the top three per cent most deprived areas within England, eight are situated in Halton. The most deprived neighbourhood in Halton is ranked 306th out of 32,482 and is situated in Runcorn. Much has been done but clearly there is still much to do.

Since 2000, a range of research has been carried out by partners, which has highlighted key challenges and opportunities facing Halton. This research tells us that Halton is:

- an area where over 70% of people are satisfied with their local area as a place to live.
- an area whose population is projected to grow by 4% (2008-2026), with a large increase in the older population.

- tackling deprivation, however it still remains one of the most deprived areas in the North West with unemployment rates higher than the North West and National rates.
- an area where health issues are still evident with life expectancy lower than the North West and England averages.
- an area with plenty of open space; 12 areas within Halton have been designated with Green Flag awards.
- improving it's GCSE results and reducing the number of 16 to 18 year olds not in education, employment or training (NEET).
- an area with a diverse and prospering economy, with increasing average incomes for residents, improvement in skills and with higher rates of employment in the manufacturing sector.
- an accessible and convenient place to live and work.
- an area which provides a functional base for the community.
- an area offering many innovation and development opportunities to improve quality of life.

More detailed information on these issues can be found in the [State of the Borough Report](#).

## What you told us

In 2006 and 2008 the Council commissioned a Place Survey to ask residents about the quality of life in the borough. Building on the 2008 Place Survey, the Halton Strategic Partnership Board commissioned a workshop to enhance the Partnership's understanding of the results of the Place Survey, using qualitative research to achieve a greater depth of understanding and provide an insight into what needs to change to improve Halton, the area. This work is underpinned by the continued Halton2000 (Halton's citizens panel) surveys and the extensive ongoing consultation and engagement activities across the borough. This has been taken into account when developing Halton's vision for our third Sustainable Community Strategy.


Respondents told us that generally the factors they felt to be most important in making their local area a good place to live are:

- low levels of crime
- clean streets
- health services

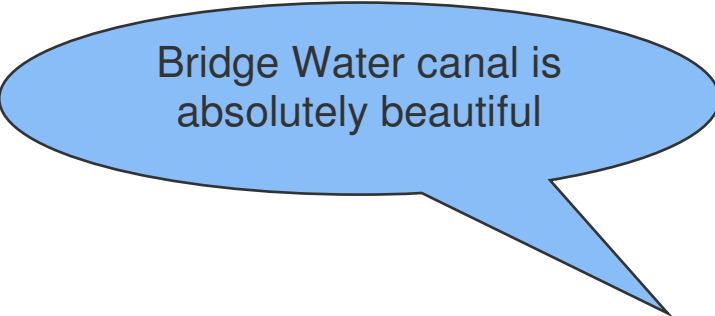
Research in 2009 showed that the following were the best things about living in Halton.

- The People – neighbours, family and friends
- Parks
- Green/leafy, well landscaped, quiet
- History
- Schools
- Shopping
- Children's Facilities
- Transport – local buses/links to other parts of country

(Source Ipsos Mori 2009)



Phoenix Park is  
absolutely fantastic

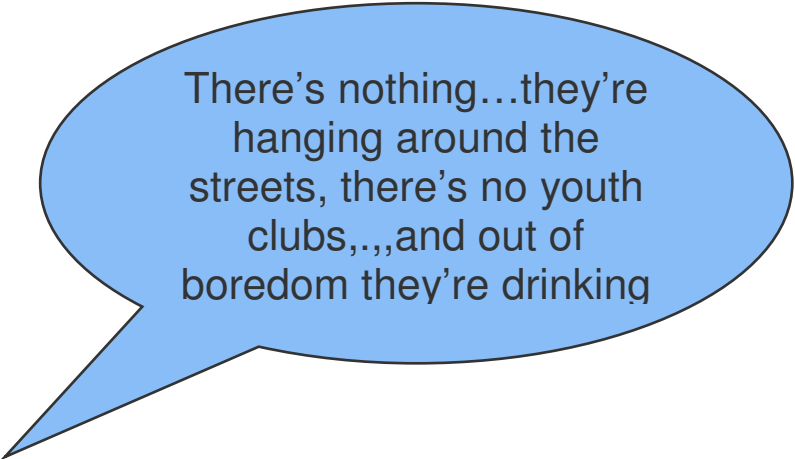


Bridge Water canal is  
absolutely beautiful


This research also showed that the bad things about living in Halton for our residents include:

- Lack of things for young people to do (mostly teenagers, but also children).
- Crime and anti-social behaviour - drugs, lack of respect, parenting skills, unruly youths, lack of policing.
- Job prospects.
- Environment (pollution, traffic, cleanliness, lighting).
- Community facilities in general – centres, shops.
- Lack of facilities including shops in Runcorn versus Widnes (investment focused in Widnes).
- Buses.
- Health services – no hospital, length of time for GP appointments, lack of dentists.
- Local schools.
- Lack of influence in local decision making.
- Lack of visible policing.
- Housing landlord issues.

(Source Ipsos Mori 2009)



There's nothing...they're hanging around the streets, there's no youth clubs,,,and out of boredom they're drinking



You can't get a doctor's appointment unless you're really dvina



## You Said, We Did

In response to the issues that have been raised in consultation with residents in Halton, we have worked in partnership to deliver improvements. Examples for each priority include:

### **A Healthy Halton**

**You said** – You can't get a doctors appointment and there are no hospital Accident & Emergency facilities.

**We did** – Developing Planned Health Services and Developing Urgent Care Services now form an integral part of the PCTs Commissioning Strategic Plan for Halton and St. Helens. The PCT and partners have held a number of community events to help them to understand the detail underpinning these issues.

### **Employment, Learning & Skills in Halton**

**You said** – We need more job prospects.

**We did** – The 3MG 528,000 sq ft chilled distribution facility is now fully operational - and is the centre piece of the 44 acre 3MG development. Of the 377 new jobs created at the new 3MG Tesco distribution centre in Widnes, 75 per cent went to Halton residents. Thirty eight percent of the new starters from the Halton area were previously unemployed and 111 of the new starters were Halton People into Jobs clients.

### **A Safer Halton**

**You said** – More needs to be done to tackle anti-social behaviour.

**We did - RESPECT weeks** – These campaigns aim to develop and build a stronger and more coordinated approach to tackling anti-social behaviour and associated environmental problems within communities where the perception of crime and ant-social behaviour is highest.

The programme brings together a wide variety of agencies and organisations who, with the help of local residents, tackled a host of crime and environmental issues. They also look at ways to bring the community closer together with sporting and healthier lifestyle activities for both young and older people alike.

The Respect programme has provided a focus for partners to tackle problems such as crime and anti-social behaviour, improving job training opportunities and reducing litter and fly tipping. The Respect weeks of action have pulled together activities linked to crime reduction and environmental improvements; activities for children and young people; opportunities for employment, education and training; and health and older people's projects.

Ultimately, Respect Weeks of Action engage local people with local partners and deliver real results on the ground to enable some of our most deprived communities to thrive.

### **Children & Young People in Halton**

**You said** – There is a lack of things for young people to do.

**We did** – £2.5 million secured from the Big Lottery Fund has helped to transform the former Kingsway Health Centre, a listed building, into a place where young people can have fun and chill out in a safe environment. The centre was designed and named by young people – it is known as CRMZ (Central RMZ) - involves a total investment of £3 million. The project has been developed by young people, Halton Borough Council, the Youth Service and Connexions, with partners including the Primary Care Trust and Halton Voluntary Action.

The features of CRMZ include internet facilities, space for advice and support on issues relevant to their needs, access to a gym, and gardens designed to link outer and inner areas. Services will be available on site which will promote volunteering, education, employment and training, and good teenage health.

### **Environment and Regeneration in Halton**

**You said** – There is a lack of facilities, including shops.

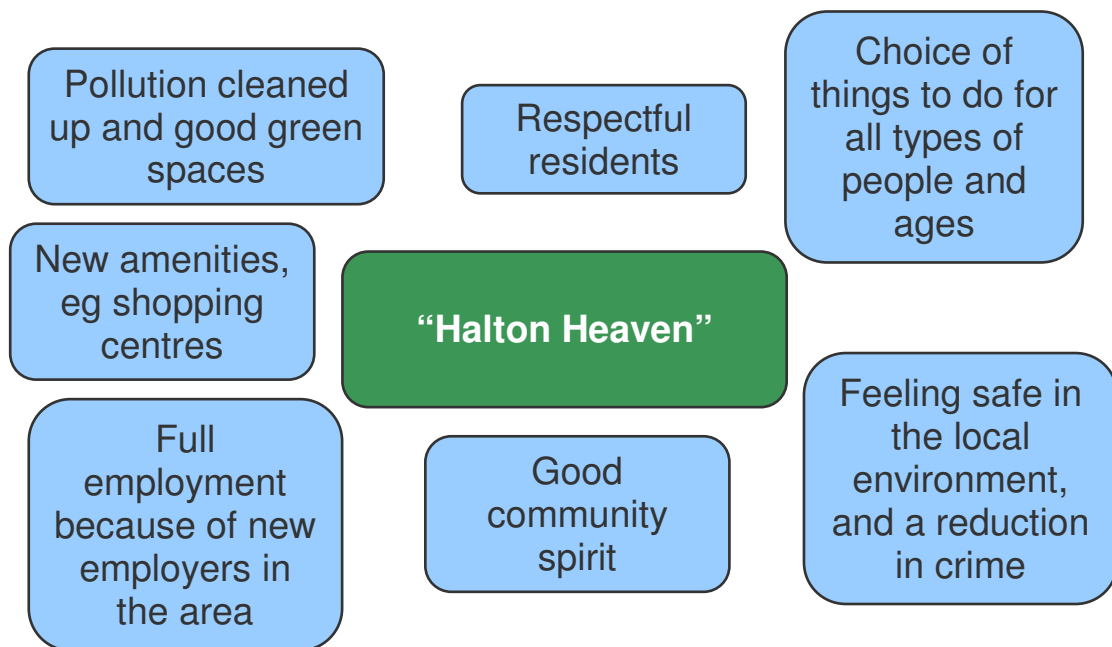
**We did** – The opening of Phase 1 of the Widnes Shopping Park now provides the diversity of shopping offer that residents in the borough have desired for a long time. The 250,000 ft<sup>2</sup> development opened at Easter 2010 and more development is yet to follow. Retailers have witnessed a significant growth in business, surpassing their original expectations.

# What sort of place do we want Halton to be?

## Vision

Halton will be a thriving and vibrant borough where people can learn and develop their skills, enjoy a good quality life with good health; a high quality, modern urban environment; the opportunity for all to fulfil their potential; greater wealth and equality; sustained by a thriving business community; and within safer, stronger and more attractive neighbourhoods.

In 2009, you told us that you had the following aspirations for Halton:



(Source Ipsos Mori 2009)

# Priority Themes

## A Healthy Halton

### Aim

To create a healthier community and work together to promote well being and a positive experience of life with good health, not simply an absence of disease, and offer opportunities for people to take responsibility for their health with the necessary support available.

### Objectives

- To understand fully the causes of ill health in Halton and act together to improve the overall health and well-being of local people.
- To lay firm foundations for a healthy start in life and support those most in need in the community by increasing community engagement in health issues and promoting autonomy.
- To reduce the burden of disease and preventable causes of death in Halton by reducing smoking levels, alcohol consumption and by increasing physical activity, improving diet and the early detection and treatment of disease.
- To respond to the needs of an ageing population improving their quality of life and thus enabling them to lead longer, active and more fulfilled lives.
- To remove barriers that disable people and contribute to poor health by working across partnerships to address the wider determinants of health such as unemployment, education and skills, housing, crime and environment.
- To improve access to health services, including primary care.

### What will we do to achieve these objectives?

- Reduce health inequalities.
- Concentrate on the areas in Halton with the worst health outcomes, specifically reducing early deaths.
- Reduce harm caused by alcohol and tobacco.
- Halt the rising trend of obesity.
- Improve mental health.
- Promote independence of older people and vulnerable groups.
- Increase community engagement in health issues and promote autonomy.
- Increase physical activity, improve diet and early detection and treatment of disease.
- Address the wider determinants of health such as unemployment, education and skills, housing, crime and environment.
- Improve Safety, Equality and Efficiency: Planned and Urgent Care.
- Reduce death rates, focussing on premature deaths from cancer and circulatory disease.

### **Key Achievements**

- Health statistics for 2009 indicate that the health inequalities gap between Halton and the other part of the PCT footprint, St. Helens is closing. In 2006 the gap in female mortality between Halton and St. Helens was 19.9%, in 2009 it was 8.6%. In 2006 the gap for males was 7% and in 2009 it was 4.5%.
- Over the last ten years there has been a fall in death rates from all causes and in early deaths from cancer, heart disease and strokes.
- Halton has improved its smoking quit rate year on year for the past five years. Halton and St. Helens now has the fourth highest quit rate in the North West at 1104.74 per 100,000.

Two examples of the successes gained through working in partnership around the health priority are outlined below:

### **Health Checks Plus Programme**

On the 1<sup>st</sup> October 2009 the Health Checks Plus Scheme was launched. This is part of a five year delivery plan that will see the whole adult population of Halton and St. Helens PCT (approximately 223,000 people aged 20 years and over) having a Health Checks Plus assessment on a five yearly basis. This scheme complements the national offer of “Free NHS Health Checks” with the “plus” element including trigger questions related to the early detection of other major illnesses such as cancer and depression. The assessment also takes the opportunity to ask questions related to identifying any social/ housing or carers’ needs.

As many as 87% of GP practices have committed to delivering this scheme. Throughout 2010/11 we will commission additional capacity across a variety of community settings to ensure we are reaching and offering assessments to those whom would benefit the most. These locations could include:

- Community health service clinics;
- Pharmacies;
- Mobile units;
- Acute Trusts (under the Health Promoting Hospitals banner).

### **Smoking**

Smoking has a major impact on cancer, chronic obstructive pulmonary disease (bronchitis and emphysema) and cardiovascular disease.

Halton has improved its smoking quit rate year on year for the past five years. Halton and St Helens now has the fourth highest quit rate in the North West at 1104.74 per 100,000. Halton and St Helens has stretched their smoking target for next year and will have the second highest target in the North West.

- Stop smoking advisors now work in hospitals, pharmacies and 13 GP practices in Halton.
- Pharmacists are incentivised to deliver stop smoking advice and help quitters.

- The stop smoking rate for pregnant women has improved this year with 22.5% staying quit at time of delivery in the first two quarters of 2009/10 compared to 25.5% in 2008/9.
- Advice and support on smoke-free homes is given to pregnant women and significant others in the lives of pregnant smokers.
- Midwives have baby clear monitors and routinely test all babies in the womb for raised carbon monoxide levels due to a smoky atmosphere and then offer advice on smoke-free homes.
- There is a 100% compliance with smoke-free public places enforcement.
- The National Support Team for tobacco control in Halton and St Helens recognised robust partnership working around tobacco control.

## Employment, Learning and Skills in Halton

### **Aim:**

To create an economically prosperous borough that encourages investment, enterprise and business growth, and improves the opportunities for learning and development together with the skills and employment prospects of residents and the workforce so that they are able to feel included socially and financially.

### **Objectives**

- To develop a strong, diverse, competitive and sustainable local economy.
- To foster a culture of enterprise and entrepreneurship and make Halton an ideal place to start and grow a business.
- To develop a culture where learning is valued and skill levels throughout the adult population and across the local workforce can be raised.
- To promote and increase the employability of local people and remove barriers to employment to get more people into work.
- To maximise an individual's potential to increase and manage their income, including access to appropriate, supportive advice services.

### **What we will do to achieve these objectives?**

- Increase the number of local businesses, particularly in expanding knowledge-based sectors of the economy.
- Have higher levels of digital inclusion and access to superfast broadband internet.
- Good physical access to a university technical college campus.
- Increase the proportion of local workforce employed in growing sectors of the economy.
- Increase the rates of new business start-up and survival.
- Grow the proportion of the Halton economy provided by local SMEs.
- Encourage a culture of entrepreneurship amongst our young people.
- Make greater use of procurement and planning processes to support the delivery of targeted employment and training opportunities.
- Encourage employers in growing sectors of the economy to (re)locate in Halton.
- Reduce the number of residents without basic literacy and numeracy skills (Level 2).
- Increase skill levels throughout the local workforce to meet the needs of new and growing employment opportunities.
- Increase the use of vocational and managerial qualifications to improve our skills base.
- Increase the proportion of local residents and workforce in possession of high level (level 4) and digital skills.
- Reduce the number of residents in receipt of welfare benefits, especially in our most disadvantaged communities and neighbourhoods.
- Reduce the number of our young people that are Not in Education Employment, or Training ('NEET').
- Increase the number of apprenticeships offered by local employers.

- Greater levels of investment by local businesses in training their workforce in new skills.
- Expand the number of high-value jobs on offer in the local economy.
- Fewer families living in poverty.
- Fewer people experiencing financial exclusion.
- Fewer people claiming out of work benefits.
- Wider access to high quality information advice and guidance ('IAG') on personal finance and debt.

### **Key Achievements**

- Halton's unemployment rate fell at twice the rate as that for England and the North West between August 2009 and August 2010.
- The proportion of Halton's working age population qualified to at least Level 2 or higher increased from 60% to over 68% between 2007 and 2009, exceeding the target set.
- Halton's not in education, employment or training (NEET) figures have fallen from 13.2% in 2008 to 9.15% in 2010.

Examples of the successes gained through working in partnership around the Employment, Learning & Skills priority are outlined below:

### **Tesco 3MG Pre-employment skills and recruitment programme**

The 528,000 sq ft chilled distribution facility is now fully operational - and is the centre piece of the 44 acre 3MG development. Of the 377 new jobs created at the new 3MG Tesco distribution centre in Widnes, 75 per cent were taken by Halton residents. Thirty eight percent of the new starters from the Halton area were previously unemployed and 111 of the new starters were Halton People into Jobs clients.

Managers at Tesco praised the quality of candidates from Halton. More than 4,000 people applied for the jobs with almost 1,300 interviews offered. The recruitment process was supported by the Halton Employment Partnership who successfully worked with Tesco during the recruitment process to enable local people to get local jobs.

The Halton Employment Partnership is supported by Halton Strategic Partnership and partners include Halton Borough Council, Job Centre Plus, Riverside College, Sector Skills Councils and The Skills Funding Agency.

Halton Employment Partnership organised 31 pre-recruitment sessions during the project to support local people into work. The sessions included tips on making job applications and preparing for interviews. Tesco Human Resources staff set up a recruitment centre at the Stobart Stadium, Halton, with the help of Halton Borough Council and Halton Employment Partnership. Halton Employment Partnership staff then spent a number of weeks at the Stadium supporting the Tesco interview process while other staff organised the interview schedules.



Halton Employment Partnership also recently helped international firm Norbert Dentressangle, which recently set up a recycling centre on 3MG, to recruit 12 members of staff.

**Help for Halton's young people Not in Education, Employment, or Training (NEET).**

In 2008/09 the proportion of Halton's NEET young people stood at 13.2%. Since then, a concerted programme of innovative and focused work by a range of partners in Halton has seen the figure reduced to 10.3%. An example of the work done is that by Riverside College working with the Connexions Service to provide access to a range of vocational programmes for NEET young people in Halton. Examples of the wide range of vocational opportunities include business administration, health & social care, bricklaying, painting and decorating, hospitality and catering.

To encourage young people to engage and sustain their participation in the programme, coaching and mentoring services are offered alongside the vocational element of the programme delivered by the college.

**The Enterprising Halton Programme.**

Launched in April 2007, the Enterprising Halton Programme has provided bespoke advice, support and start-up grants for local residents setting up their new businesses in the borough. The programme has helped 379 new business start-ups in Halton, which in turn have created 111 new jobs in addition to the business owners. Since April 2009, just over 50% of new businesses set up have been in the most disadvantaged neighbourhoods of the borough. The programme is now recognised as best practice across the region and elements of it have been adopted elsewhere in several places.

## A Safer Halton

### Aim

To ensure pleasant, safe and secure neighbourhood environments, with attractive, safe surroundings, good quality local amenities, and the ability of people to enjoy life where they live.

### Objectives

- To investigate and tackle the underlying causes of crime and disorder and respond effectively to public concern by reducing crime levels, with a particular focus on reducing the levels of crime that disproportionately affect some of the more deprived areas.
- To tackle alcohol and drug/substance misuse problems, and the resulting harm that is caused to communities, families and individuals.
- To tackle the problem of domestic abuse in all its forms, supporting the victims and their families and taking enforcement action against perpetrators.
- To safeguard adults who are more vulnerable to physical, financial, sexual and emotional abuse and vulnerable children who are often part of families where there are drug and alcohol problems or where relationships are abusive or violent.
- To consult and engage with communities to identify problems and put in place effective measures to address them, with a particular focus on promoting community cohesion and adopting a zero tolerance to all forms of hate crime within Halton, so that no-one is unfairly victimised.
- We will work together to reduce fear of crime and increase public confidence in the police, council and other agencies to respond to reports of crime and anti social behaviour and tackle any potential tensions within communities, in particular those that may lead to extremist activity.

### What will we do to achieve these objectives?

- Tackle alcohol related crime and anti social behaviour through greater enforcement activity, focused on the night time economy and in other problem areas.
- Tackle drug abuse and drug related crime, through provision of effective treatment services and interventions for users and taking appropriate enforcement action. Collaborative working through Ashley House is central to success.
- Deliver a wider integrated offender management programme to repeat offenders. This will involve a partnership approach to offer support to perpetrators, such as access to drug and alcohol treatment services to help them to change their behaviour. Where this approach fails we will take appropriate enforcement action.
- Tackle serious acquisitive crime, including burglary, personal and business robbery and vehicle crime with a focus on bringing offenders to justice, targeting prolific offenders, providing accessible crime prevention advice, responding to victims, promoting 'Crimestoppers', disrupting the stolen goods market and delivering forensic property marking solutions within high-risk communities.

- Tackle public perceptions of drug dealing in the borough through undertaking a Mapping exercise to show where drug perceptions are out of line with actual drug-related activity and making the public aware of police activity to tackle drugs.
- Tackle domestic abuse within Halton, through support to the victims and their families and taking appropriate action to deal with offenders. In particular we need to identify interventions that work to address repeat offenders where current approaches are not working.
- Safeguard adults, identify abuse early and work together to put in place effective measures to address these issues.
- Safeguard vulnerable children, in particular those that come from families where there is a history of domestic abuse or drug and alcohol problems. Adopt a 'think family' approach, to ensure that we tackle the underlying causes and not just address the problem.
- Improve local conditions and encourage people to become involved in helping shape what happens in their local area via the continued provision of Locality Area Forums, Police Community Action Meetings (CAMs), Homewatch Schemes and 'Face the People' sessions.
- Support our diverse community where all residents are able to live without fear of abuse or hate crime.

### **Key Achievements**

In 2009-10, we saw the following reductions in crime compared to the same time period in 2008-09:

- Vehicle crime has reduced by 29% and criminal damage by 34%.
- Overall crime reduction of 16% in Halton, (1875 fewer victims of crime).
- Domestic burglary down 16%.
- Motor vehicle theft down 23%.
- 20% reduction in the number of criminal damage reported incidents.
- 27% reduction in the re-offending rate of our most prolific and priority offenders.
- 14% improvement in the perception of anti social behaviour from the Places Survey carried out in 2009 compared to the 2007 survey results.

Examples of the successes gained through working in partnership around the Safer Halton priority are outlined below:

### **Operation StaySafe**

This has been successfully delivered each month within Halton since January 2009. The project has focussed primarily on children and young people whose whereabouts and behaviour has placed them at risk of significant harm. Of particular interest are those consuming alcohol or involved in crime and anti-social behaviour.

Numerous young people have been taken to places of safety and referred on to partnership agencies such as alcohol and drug programmes to help parents and carers support young people more effectively. The project has recorded large reductions in police calls for service and has also reduced hospital admissions. In 2009/10, 58 young people were brought to a place of safety, 1662 young people were spoken to and 444 quantities of alcohol were seized.

### **Burglary Days of Action**

This started in a bid to help local residents in Halton protect their homes from burglary by providing advice on how to keep their homes safe and by handing out forensic property marking solution kits. The aim of the Burglary Days of Action is to engage directly with those communities that are most at risk of becoming victims of burglary, bringing the services of the Community Safety Team to those areas identified as being most in need of support.

We provide targeted crime reduction and fire safety advice and in doing so raise the profile of the Safer Halton Partnership providing reassurance to local communities and reduce the fear of becoming a victim of crime and or anti-social behaviour. The Community Safety Team provides an enhanced service to victims of burglary according to their needs. Burglary Days of Action is supported by targeted campaign material to raise community awareness of the issues associated with burglary, doorstep crime and fire safety identified hotspot locations.

### **Justice seen Justice Done**

This is a government programme which is about opening up the criminal justice service and making it more transparent to the public. There are a number of elements to this work including:-

- Sentencing Outcomes - Court results from the Simple Speedy Summary Courts are published on a monthly basis to ensure that the public are aware that offenders are punished for their behaviour. The results focus on the cases that have a high community impact, such as drink driving, drugs, criminal damage, shoplifting etc.
- Community Payback - Offenders now wear high visibility orange jackets and the community have the opportunity to have a say on the work that offenders do in their area.
- Community Cashback - the community was given the chance to have a say on how seized assets from criminals are spent in their community. Two projects in Halton have been funded via this scheme.
- Community Crime Fighters - Active community members have been trained and given information about the standards they should expect from the criminal justice service.

## Children & Young People in Halton

### **Aim:**

Halton's ambition is to build stronger, safer communities which are able to support the development and learning of children and young people so they grow up feeling safe, secure, happy and healthy, and are ready to be Halton's present and Halton's future

### **Objectives**

- Improve outcomes for children and young people through effective joint commissioning.
- Improve outcomes for our most vulnerable children and young people by targeting services effectively.
- Improve outcomes for children and young people through embedding integrated processes to deliver early intervention.

The safeguarding of our children and young people is a key priority across the Trust and runs through all work conducted through the Trust.

See the [Children's and Young Peoples Plan](#) for more detail.

### **What will we do to achieve these objectives?**

- Ensure that positive outcomes for children and young people are at the heart of the strategic planning and commissioning process.
- Increase the number of young people participating in volunteering and other positive activities.
- Increase the range of activities available for our children and young people.
- Embed Team Around the Family across Halton.
- Tackle domestic abuse within Halton, through support to the victims and their families.
- Safeguard vulnerable children, in particular those that come from families where there is a history of domestic abuse or drug and alcohol problems. Through 'Team around the Family', we will ensure that we tackle the underlying causes and not just address the problem.
- Increase the percentage of vulnerable groups in education, employment and training.
- Tackle the high rate of under 18 conceptions.
- Reduce infant mortality rates.
- Reduce the proportion of children in poverty.
- Improve the emotional health of our children and young people.
- Improve breastfeeding rates.
- Reduce the percentage of young people who consume alcohol.
- Tackle the rise in overweight and obese children and young people.
- Increase the stability of placements for children in care.
- Increase the number of parents with substance misuse issues receiving support.

- Reduce the percentage of young people charged or cautioned with offences.
- Increase the percentage of young people eligible for free school meals achieving Level 3 by age 19.

### **Key Achievements**

- The proportion of young people attaining 5 A\*-C GCSEs rose by 17 percentage points between 2006 and 2010.
- Halton's Not in Education, Employment or Training (NEET) figures have fallen from 13.2% in 2008 to 9.15% in 2010.
- Children and young people's satisfaction with local parks and play areas has risen from 42% in 2008 to 52% in 2010.
- Successful establishment of Team Around the Family Model of early help and prevention across Halton since April 2010.
- Narrowing of the gap in achievement of 5 A\*-C GCSEs between most affluent and deprived neighbourhoods of Halton between 2008 and 2010.
- Development of Central RMZ (CRMZ) youth hub facility.
- Establishment of Young People's Travel Forum that has resulted in local young people working directly with lead officers from local bus companies.

Examples of the successes gained through working in partnership around the children and young people priority are outlined below:

### **Partnership Working Between Job Centre Plus and Children's Centres in Halton.**

As a result of the rise in unemployment and estates issues, a service is now available offering access to lone parent advisors from Job Centre Plus at all Halton's Children's Centres. Each Centre has community development workers working alongside the Job Centre Plus advisers for at least half of each day. This has made a huge difference to advisers being able to offer a full package of support around the family. Some of the benefits arising from this partnership include:

- Improved joint working between organisations to the benefit of families as a whole.
- Parental engagement – Community Development Workers are informing and supporting Job Centre Plus advice sessions.
- Effective fast track referrals to Halton People Into Jobs, Citizen's Advice Bureau, Adult Learning and Job Centre Plus funded training.
- A whole support network 'on site' to work with families in a family friendly environment.

### **Prince's Trust in the local community:**

The Halton 43 Prince's Trust team worked in partnership with Halton Borough Council to renovate the Park Family Centre in Castlefields, Runcorn. They decided to take on this challenge to support their local community and develop new skills. The team of 10 young people aged between 16 and 25 raised money themselves and were supported through neighbourhood management.

The Park Family Centre was officially re-opened in February 2010 and was attended by members of the Fire Authority, local councillors', the staff from Halton Brook Children's Centre, Castlefields residents and friends and family of the team members. All team members gave a speech and were presented with a certificate in recognition of their achievements. The young people's hard work and dedication has now paid off because they have now been awarded an Outstanding Achievement Award for the best community project in Halton.

### **Child Safety Programme**

This Programme was developed as a result of the review of child deaths in Halton. These reviews identified a number of preventable factors that caused the deaths of babies and young children through injury, accidents or suffocation following sleeping with the baby. The programme consists of multi agency training for front line staff to highlight the potential hazards and explore how agencies could work more effectively together.

A Child Safety Directory has also been developed, along with a resource pack and pocket guide for front line workers from a range of agencies, informed by social marketing research. They have been well received and are being used to improve safety for young children.

## Environment and Regeneration in Halton

### **Aim:**

To transform the urban fabric and infrastructure, to develop exciting places and spaces and to create a vibrant and accessible borough that makes Halton a place where people are proud to live and see a promising future for themselves and their families.

### **Objectives:**

- Guide the development of a high quality and sustainable built environment to support Halton's new low carbon economy.
- Provide a well connected, sustainable and accessible borough, including the provision of the Mersey Gateway. Ensure a variety of safe efficient travel and infrastructure options for people, goods, communications and freight.
- Conserve, manage and enhance Halton's physical and natural assets in order to maximise community and other benefits by improving environmental quality.
- Achieve high standards of sustainability by tackling climate change. Minimise waste generation and maximising the reuse, recycling, composting and energy management and recovery from waste resources.
- Provide sustainable, good quality, affordable and adaptable residential accommodation to meet the needs of all sections of society.

### **What we will do to achieve these objectives:**

- Work with partners and the local community to support The Mersey Gateway scheme to fully realise its benefits.
- Improve the retail offer and the environment within town centres to attract inward investment and increase footfall.
- Upgrade and fully utilise the borough's rail, road, commercial waterways, power and digital infrastructure in order to maximise the potential for economic development.
- Adapt to climate change.
- Reduce municipal landfill to bring it in line with regional and national rates.
- Improve household recycling rates to bring it in line with regional and national rates.
- Improve public satisfaction with litter and refuse and doorstep recycling.
- Continue to reduce CO<sub>2</sub> emissions within the borough, including from industry and road transport.
- Develop more affordable and decent housing, with a special focus on the need for extra care housing.
- Improve public transport information and local bus services.
- Maintain a hierarchy of parks and open spaces and increase their use and function;
- Long-term priorities include the development or regeneration of:
  - Sandymoor
  - Daresbury



- Windmill Hill
- Castlefields
- Runcorn Old Town Centre
- Widnes Waterfront
- West Bank
- 3MG
- Runcorn Docks

### **Key Achievements**

- Halton has achieved 12 Green Flag awarded parks.
- Phase 1 of the 250,000 ft<sup>2</sup> Widnes Shopping Park development opened at Easter 2010. Retailers have witnessed a significant growth in business, surpassing their original expectations and residents now have greater diversity of shopping offer.

Examples of the successes gained through working in partnership around the Environment & Regeneration in Halton priority are outlined below:

### **Wild About Halton**

The 'Wild About Halton' project ran from 2002 – 2009, reconnecting people with nature. Working with schools and community groups through a variety of mediums including the internet, the project detailed the environmental role of local nature reserves in Halton. Emphasis was placed on developing an educational resource centred on the school curriculum. This allowed community involvement in the management of the reserves.

The project has seen the development facilities to enable people to view highlights from the local nature reserves.

### **The Castlefields Programme**

In 2002, a Partnership was formed to address the many problems of the residential neighbourhood of Castlefields. A Masterplan for the area was approved which combined more than 50 individual projects. Over the last decade approximately 1000 unpopular deck access flats have been demolished, and these have been replaced with around 700 new homes, including the most energy efficient properties in the Borough. The tenure of the neighbourhood has also diversified to create a more mixed and sustainable community. Community facilities have been enhanced with the creation of the award-winning Phoenix Park offering youth activities and educational opportunities from its Pavilion. The new Village Square is due for completion in the summer of 2011 bringing much needed new local shops and a community centre. The addition of a new state-of-heart health centre in spring 2012 will complete the transformation of the old local centre, to put the heart back into the neighbourhood.

This regeneration programme has now become a beacon of achievement for its ability to transform what was once classed as an undesirable place to live into an environment where people are now proud and happy to live. Many of Castlefields' problems have now been addressed.

The regeneration programme continues to be driven by the strong commitment of the Partnership, with residents being consulted along the way to ensure their aspirations are met. The programme has attracted a number of national awards, including the RENEW Northwest Exemplar Learning Programme and Chartered Institute of Housing: Excellence in Delivering Regeneration Award. In 2009, The Castlefields Partnership was one of only four schemes shortlisted by the Homes & Communities Agency (HCA) for its Leadership in Regeneration Award.

### **Recycling**

In recent years changes in waste management practices have seen improvements in recycling services to local communities. Recycling and composting of household waste has now reached a total of 30% (in 2009/10) with the help of Halton residents. A three year Waste Action Plan was drafted which set out plans for Halton's waste collection infrastructure required to deliver the aims of Halton's Municipal Waste Management Strategy. This was based on an extension of kerbside collection services for garden waste and multi-materials recycling.

Following the approval of the Plan, a pilot scheme introduced the kerbside collection of plastics, cans, paper, card and glass to approximately 6,000 households in the borough. The results were to be used to inform future decisions on the extension of the service to other areas of the borough. Following the successful pilot, extensions to the kerbside multi-material recycling scheme took place in 2008/09 and 2009/10. The garden waste collection service has also been extended.

In 2009/10 the delivery of a pilot scheme to reward residents for recycling received approval. The scheme, administered by RecycleBank, commenced in October 2009 and was implemented to 10,000 properties. Halton Borough Council became the first authority to apply an incentive scheme to an existing collection service, and the second in the country to launch the scheme.

Following a successful pilot the 'rewards for recycling' scheme was rolled out to all areas of the borough from the summer of 2010. Figures have shown that in areas where the opt-in reward scheme has been introduced, recycling has increased.

Halton's two Household Waste Recycling Centres are now operated under a Merseyside and Halton partnership contract and further improvements in site facilities are planned. The sites are now Designated Collection Facilities for Waste Electrical and Electronic Equipment (WEEE).

## Cross Cutting Issues

This strategy tries to take a positive view of the future. It will be better to shift our focus to prevention measures, to promote positive lifestyles and the many excellent aspects of life in Halton. This includes more timely interventions to help people at the times when they most need support. A number of issues that cut across the key priority areas contained within this Strategy must be kept in mind as we meet the challenges faced within each priority area.

### Embracing Diversity

The Partnership is determined to deliver its vision of a better future for Halton's people. We are committed to equality for everyone regardless of age, sex, caring responsibilities, race, religion, sexuality, or disability. We are leaders of the community and will not tolerate discrimination, victimisation or harassment for any reason. There is a commitment to equity and social justice from all Partners.

The Partnership aims to create a culture where people of all backgrounds and experience feel appreciated and valued, and as a Partnership we are committed to a programme of action to make this policy fully effective.

In order to stress the importance of this area a Halton Equalities, Engagement and Cohesion Partnership has been created reporting directly to the Board. A key focus of its work is to ensure mainstream service delivery is adequately meeting the needs of the diverse communities of Halton. Equity and accessibility are the two key drivers of how we do things.

### Child and Family Poverty

Many local partnerships have had considerable success in tackling child and family poverty. But meeting the challenge of eradicating it requires additional effort from all partners to prioritise tackling child and family poverty and improve outcomes for disadvantaged children and their families.

Whilst poverty can be measured by income, it is a much broader issue. Therefore, the European Union's working definition of poverty has been adopted;

***“Persons, families and groups of persons, whose resources (material, cultural and social) are so limited as to exclude them from the minimum acceptable way of life in the Member State to which they belong.”***

This recognises that poverty is not just about income but about effective exclusion from ordinary living patterns, customs and activities, such as:

- Income poverty
- Service poverty (difficulty in accessing and benefiting from quality services e.g. housing, health, education and leisure)

- Participation poverty (affecting the ability to
  - participate in the community;
  - engage in social activities;
  - have a negative impact on experience of education and training; and
  - affect transition to independence).

In response to the Child Poverty Act 2010, Halton has worked alongside its partners in the Liverpool City Region to develop a Child and Family Poverty Needs Assessment and multi agency Child and Family Poverty Strategy for Halton.

### Social Exclusion

This is about what happens when people face a multitude of problems such as poor housing, high crime, poor health, worklessness, discrimination and poor relationships. These problems link and reinforce each other creating a vicious circle for people. Often they are clustered in specific neighbourhoods. Focused work based on the needs of each

Neighbourhood working will help us to close the gap between the most deprived parts of the Borough and the rest, with regards to health, education, employment and crime.

According to the latest Index of Multiple Deprivation in 2007 Halton has again improved its overall deprivation score but it remains amongst the 30 most deprived areas of England. Halton has become less deprived overall on a national scale but the gap between the most affluent and deprived areas of the borough is growing. Serious progress must be made to increase wealth and to narrow the gap for those who are most disadvantaged if residents are to enjoy the quality of life that many others take for granted.

Overall poverty, unemployment and material deprivation have diminished in crude terms. However, Halton continues to display high rates of benefit dependency, which may increase in the current economic climate.

At the same time many people are still not claiming their full entitlements which would allow them to enjoy a minimum standard of living. Therefore, information, advice, guidance and advocacy are crucial in allowing people to access the help they need to navigate an extraordinarily complicated benefits system. This is not only beneficial for the recipients themselves but also for the local economy as research shows that most transfer payments are spent locally.

Halton is also characterised by high levels of personal debt, with up to 10% of households struggling to support debt levels. This in turn impacts on people's health and well being and the positive contribution they can make to the local economy. Debt advice and innovative community finance initiatives are a continuing need within Halton.

### Digital Inclusion & Digital Infrastructure

New communications technologies not only help businesses trade and develop; they also create opportunities for businesses to develop new applications and

services. These new applications and services increase demand for faster and better communications facilities, which in turn leads to more innovation in applications and services in a development spiral. Connecting people to ICT skills can connect them to new or better jobs, to new forms of communication and social interaction, to community infrastructures and government services, to information to help with homework, to consumer power and convenience. It can save people time and money, open new doors and new worlds. Digital inequality matters because those without the right combination of access, skill, motivation or knowledge to make digital decisions are missing out in all areas of life. And that doesn't just impact on individual lives but on families, communities, on political processes, democracy, public services and the economic and social health of the nation as a whole.

### Economic Climate

The adverse economic climate now has major implications for us all. The Halton Strategic Partnership has a role to put in place measures to support residents and businesses and where possible provide intervention measures to try and prevent house repossessions, loss of jobs, etc. Where they do occur we need to ensure services are there to help pick up the pieces, whether this is access to training, benefits, debt advice, target hardening against burglary, alcohol abuse support or counselling.

### Climate Change

Halton is developing a Partnership Climate Change Strategy and has agreed to reduce per capita carbon emissions from business including the public sector transport and housing as a key part of this work. Partners and organisations are committed to work together to encourage and influence residents, businesses and other organisations to make CO2 reductions and also to put our own house in order.

There has already been much progress around tackling climate change, including work on housing and tackling fuel poverty, work with business on environmental management and work with schools on carbon management. Halton is committed to the Carbon Strategy and Reduction Plan and a target of reducing CO2 by 10% by 2015. As part of the strategy, we have invested in a number of areas to reduce energy costs and consequently CO2 emission reductions.

### Sustainability

The goal of sustainable development – integrating and improving environmental, economic and social outcomes both now and in the future – is at the heart of the strategy. This Strategy sets the overall strategic direction and long-term vision for the economic, social and environmental well-being of Halton through to 2026 that will contribute to the overall sustainable development across the UK.

Part of Halton's success has been its ability to change and evolve, and its resilience in the face of adversity. It has had to cope with the loss of much of the manufacturing industry it formerly depended on. The effect of this was dramatic,

leading to population loss and a legacy of deprivation across the communities of Halton.

However, the position has stabilised and welcome signs of an improvement can now be seen. This resilience is the key to the future. The Halton Strategic Partnership sees this as one of the strengths on which a sustainable future can be built.

The vision for the future is of a Halton that can sustain itself. This is a place where people want to live and work. It is somewhere that provides a high quality living environment, sensitive to a range of needs, and recognises the diversity of its residents.

This Strategy is all about giving people opportunities and choice. We want to build people's aspirations and abilities so they can exercise greater control and choice in their lives. Having done so we want to ensure we provide the quality of life and opportunities locally so that people choose to live and work here.

## Housing

Housing can make a significant contribution to many of the Sustainable Community Strategy's priorities, aims and objectives. For example, poorly insulated and heated homes can have a direct adverse impact on the health of the occupants and can lead to and exacerbate conditions such as asthma and other respiratory disease. Badly designed housing and poor neighbourhood layout can act as a magnet for criminals and create "no go" areas. Overcrowded homes can have an adverse impact on the educational attainment levels of young people.

A quarter of Halton's housing stock is owned by Registered Social Landlords (RSLs), with the majority of social housing located in the most deprived wards of the Borough. The stock has received major investment over the last few years to ensure that it meets the Decent Homes Standard. Levels of overcrowding and health problems are higher in the social rented than owner occupied housing. Halton Borough Council and RSLs have been working with partners in the Liverpool City Region to develop a sub regional Choice Based Lettings scheme and common allocations policy, which will give overcrowded households and those with health and social needs high priority for a move to more suitable accommodation.

Just over a quarter of private sector housing does not meet the Decent Homes Standard, with the most common reason being due to poor thermal comfort. While this figure is lower than national and regional averages, it is still a cause for concern, as is the fact that conditions in the private rented stock are significantly worse than other sectors.

The last Housing Needs Survey (conducted in 2006) revealed a housing affordability issue in Halton, caused by the relationship between house prices and local incomes. Consequently the demand for social rented housing has increased in recent years while the number of available social rented dwellings has declined. At the time of writing this Strategy, a Strategic Housing Market

Assessment is being conducted which will provide updated information on affordability and will be used to set targets for provision of affordable housing on new private housing developments.

In common with other areas Halton has an ageing population which will have an increasingly significant impact on demand for older persons housing and related care and support services. In particular there is a need for extra care housing in the Borough which combines independent accommodation with on site care and support, as well as a continuing high demand for adaptations to enable older people to remain in their homes.

Supply and demand analysis also reveals a need for a range of accommodation for people with mental health problems offering varying levels of support.

Although homelessness remains an issue in Halton, the number of households fitting the statutory definition of homeless and being placed in bed and breakfast accommodation has dropped considerably over the last few years. This is largely due to the introduction of a range of initiatives designed to prevent homelessness. These include a Rent Bond scheme to enable households to access private rented accommodation and the appointment of a dedicated officer to facilitate early intervention in potential repossession cases.

Provision for Gypsies and Travellers has been improved, with the development of a 14 pitch transit site. This is in addition to the Council owned Gypsy and Traveller site in Widnes which offers 23 permanent pitches.

Partnership working will be key to addressing the issues highlighted above and we will endeavour to work with partners within Halton and across local authority boundaries to seek joint solutions to common issues.

### Transport

A good quality transport system is critical in continuing to build a strong and vibrant Halton. Transport plays a vital role in connecting our everyday activities together, from cycling to school, catching the bus to work or using the train to visit friends and family in neighbouring towns and cities. Transport is a vital part of this Strategy and the latest Local Transport Plan (LTP3) has been developed alongside this and other partnership documents to ensure that transport planning and policy is closely linked to the developments under each of the priority areas.

LTP3 also needs to connect Halton into the wider Liverpool City Region (LCR) and the Northwest to enable the people of Halton to access a wide range of employment, leisure and education opportunities.

Halton has a substantial transport network that is constantly undergoing improvement. Significant public investment matched by the train and bus companies over the past 10 years has provided a modern and extensive public transport network. Examples include a modernised railway station at Runcorn and a newer accessible bus fleet. During this period we have also implemented

quality transport corridors where provision for bus, walking and cycling has been greatly enhanced.

There are improved rail links to other parts of the country, a road network where safety and maintenance are improving along with improvements for freight distribution. A comprehensive 'greenways' network is being delivered that provides for generally car free routes for walking, cycling and sometimes horse riding. Also many streets have had enhanced pedestrian provision.

We have seen the development of the Mersey Gateway Project. This will provide a new road crossing of the River Mersey and free the existing congested Silver Jubilee Bridge for use by local traffic, public transport, walking and cycling.

A strong transport network can attract investment, new businesses and jobs to Halton, and can contribute to a stronger and healthier borough, by providing transport links not only to the residents of Halton but the increasing number of visitors to the area.

Transport is a key element to emerging commercial sites such as the 3MG site in Widnes, where new road access has been provided along with proposed new rail sidings. Road improvements have also been implemented for Widnes Waterfront and Daresbury Science and Innovation Campus. These sites are bringing significant new employment opportunities to Halton.

In preparation for the LTP3 Halton has continued to take account of not only regional and national policies, but also European initiatives, all of which ultimately determine what happens in Halton. This includes a whole range of areas such as education, social services, the economy and environment, regeneration, health, planning, safety and leisure.



## Five Year Delivery Plan

The issues that this Sustainable Community Strategy intends to tackle are long term, difficult issues. It can take many years for the work undertaken today to make a difference. Early intervention and prevention in health is a prime example. It can take several years of hard work before we will see a decrease in patients attending GP Surgeries and hospitals with established illnesses and a reduction in those smoking and drinking to excessive levels.

With such a long-term strategy, the way we deliver needs to be flexible, to cater for the unforeseen and allow partners to adapt to constantly evolving legislative and financial structures.

The five year term delivery plan sets out our starting point and targets for improvement over five years to help us to deliver on our priorities. It is intended that the 5 year Delivery Programme is updated every five years up to 2026 to keep pace with changes in local needs, priorities and available resources.

The Halton Sustainable Community Strategy has been prepared in the context of other key local plans and strategies. It does not stand alone in isolation; it is an overarching high level strategy that is supported by a multitude of detailed strategies that deal with specific topics and coordinate the delivery of services and projects. In this respect this SCS has been prepared to dovetail with other key Partnership plans and strategies. Figure 1 shows this relationship, the SCS forms a central core surrounded by the specific plans that allow the Halton Strategic Partnership to deliver improvements that make a real difference to the people of Halton.

The Five Year Delivery Plan is published as a separate supporting document and is designed to be a 'living' document that evolves as services transform and delivery becomes more sophisticated.

**Figure 1: Integration of the Sustainable Community Strategy with key plans and strategies**



The Halton Sustainable Community Strategy has been prepared in the context of other key local plans and strategies. It does not stand alone in isolation; it is an overarching high level strategy that is supported by a multitude of detailed strategies that deal with specific topics and coordinate the delivery of services and projects

**REPORT TO:** Executive Board

**DATE:** 31 March 2011

**REPORTING OFFICER:** Strategic Director Environment & Economy

**SUBJECT:** Applications for Twinning Grant

**WARDS:** Murdishaw, Grange, Brookvale and Hale

**1.0 PURPOSE OF THE REPORT**

1.1 The purpose of this report is to give details of an application being made to the Town Twinning Grant Fund.

**2.0 RECOMMENDATION: That a grant of £1500 be awarded to Halton & District Junior Football League to visit Berlin Football Club in Marzahn-Hellersdorf, Germany.**

**3.0 SUPPORTING INFORMATION**

3.1 In April 1996, Halton Borough Council set up a Grant Fund to assist in enabling all members of the community to access and gain benefit from the Council's International Links.

3.2 Since 1996, a number of groups have accessed the fund to undertake exchange visits to Marzahn-Hellersdorf in Germany; Leiria in Portugal; Usti-nad-Labem in the Czech Republic; and Tongling City in China, including the Halton Swimming Team; Halton Youth Service; Halton & District Junior Football League; PHAB; St. Chad's School, and Fairfield High School who have previously hosted teachers and pupils from Tongling. These links have resulted in a number of reciprocal visits from each town.

3.3 Participants in previous exchanges have found that the benefits of learning about another culture and language are immense. A wide range of activity in the Borough has been facilitated by the provision of grant aid and has given an opportunity to those who would not otherwise be able to participate.

3.4 The application received from Halton & District Junior Football League is requesting funding to visit Berlin Football Club in Marzahn-Hellersdorf, Germany.

The group consists of fourteen players from the under thirteen's junior football team who will be accompanied on the trip by four supervising adults.

The group has been invited back to Germany in June 2011 to take part in the annual football tournament representing not only Halton but the

United Kingdom as they are the only British team taking part in the event.

Our records show that Halton & District Junior Football League have previously been granted money from the Town Twinning budget, the last time being in May 2007 when they were granted £3,000 to host visitors from Marzahn who were taking part in the tournament.

- 3.5 The visit will provide an opportunity to continue the educational and sporting activities that have been established over the past five years. During this time Halton & District Junior Football Club have both attended and hosted the tournament.

By encountering a new country, experiencing a different language and seeing historic sites, participants in the event get positive encouragement to aim higher in their achievements.

Attendance at the event also allows the participants to see and understand how different cultures understand sports requirements, environmental issues and their history etc which are then discussed, used and implemented when they return to school.

- 3.6 The applicant has identified a total cost of **£7,590**, this is broken down into:
- Travel costs of £2019.94 which includes flights, baggage check-in and booking fees for 18 people
  - Accommodation costs of £2,923.07 for 5 nights accommodation for 18 people
  - Meals for 18 people (lunch and dinner) as these are not provided by the hosts or the hotel; which totals £1,810
  - Insurance costs of £196.75 which includes cover for the participants for the period whilst away, along with 'player cover' for the matches
  - Entrance fees to local attractions of £195.92. One of the excursions planned is to take the team to visit the Olympic Stadium.
  - Other costs of £444.32 for payment of taxi transfer to and from the airport along with 18 travel passes to enable to the participants to get to and from the events during the week
- 3.7 The club will also be using their own funds which totals **£5,600**; which is broken down as follows:
- Club funds of £2,000
  - Sponsorship contributions of £1,000
  - At least £100 contributions from each participant which totals £1,800
  - So far, at least £800 from fundraising activities

Fundraising activities are still taking place with a view to raising an additional £2,000 to cover the current shortfall. Should this not be reached the team will apply for funds from the league or ask participants to increase their level of contribution to cover the deficit.

When notifying the club of their success the offer letter will stipulate that the club must provide proof that the additional funds have been secured and that failure to do this will result in them having to repay the Town Twinning Grant back to Halton Borough Council.

#### **4.0 POLICY IMPLICATIONS**

- 4.1 The application is in line with the Borough's European Strategy, in particular the promotion of international links, which seeks to offer the opportunity to participate to the whole population of Halton.
- 4.2 The application will also make a major contribution to Halton's Strategic Priorities of:
- Supporting Children and Young People in Halton
  - Healthy Halton

#### **5.0 OTHER IMPLICATIONS**

- 5.1 In reaching a decision concerning the level of grant to be awarded, Members are requested to note that the twinning grant budget for 2010/11 has been undersubscribed, with a balance of £9,890 remaining.
- 5.2 After the reduction in European funding in 2006 the Council is placing emphasis on developing economic (transnational), as well as cultural and social twinning links, and as a result, there will be added pressure on the budget in the next financial year.

#### **6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

##### **6.1 Children and Young People in Halton**

Participants who have taken part in previous town twinning exchanges have found that the benefit of learning about another culture and language are immense and encourages them to have a higher level of aspiration.

##### **6.2 Healthy Halton**

Participants who have taken part in previous town twinning exchanges have found that the benefits of taking part in physical activity has helped in the promotion of well being and created a basis for the development of a lifestyle with good health.

#### **7.0 RISK ANALYSIS**

- 7.1 Measures are in place to minimise risks to the delivery of the project. For example, as part of the terms and conditions of grant, applicants are required to complete a risk assessment proforma

#### **8.0 EQUALITY AND DIVERSITY ISSUES**

8.1 The project focuses on promoting the Council's priorities in Children & Young People in Halton.

**9.0 IMPLEMENTATION DATE**

9.1 The trip will take place between 9<sup>th</sup> and 14<sup>th</sup> June 2011.

**10.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

None under the meaning of the Act.

**REPORT TO:** Executive Board

**DATE:** 31<sup>st</sup> March 2011

**REPORTING OFFICER:** Strategic Director, Adults and Community

**SUBJECT:** Affordable Warmth Strategy 2011-16

**WARD(S)** Borough-wide

## **1.0 PURPOSE OF THE REPORT**

**1.1** This report introduces the recently developed Affordable Warmth Strategy (Appendix 1). The strategy describes the causes and consequences of and solutions to fuel poverty and relates these specifically to the impact on people in Halton.

**2.0 RECOMMENDATION: That Executive Board approve the draft Affordable Warmth Strategy attached as Appendix 1.**

## **3.0 SUPPORTING INFORMATION**

**3.1** This is Halton's first Affordable Warmth Strategy. It's principal aim is to alleviate fuel poverty (where a household must spend more than 10% of its income to maintain a satisfactory heating regime). Fuel poverty is a problem that affects approximately 600,000 households in the North West and 4,900 (12.2%) of households in Halton. Although this figure is lower than the national average of 13.2 per cent it still represents a substantial number of households. Fuel poverty is a problem that has become worse in recent years due to the rise in fuel prices and given the current financial climate it is likely to become an even greater issue for a wider number of households.

**3.2** Households in fuel poverty, many of which include vulnerable people, are unable to heat their homes adequately in order to maintain comfort and health. Living in cold homes can lead to an increase in cold related illnesses, affecting quality of life, increasing the risk of hospitalisation and/or dependence on informal carers or care services.

**3.3** Since 2000 Halton has directed significant resources towards improving the energy efficiency of private sector housing through the Energy Zone Scheme which provides cavity wall and loft insulation to homeowners at significantly reduced costs. Additionally, in recognition of the health inequalities prevalent in the borough the HEARTH programme was launched in 2005 to install adequate heating in the homes of people with heart and respiratory conditions. Complementing the HEARTH programme, npower Health through Warmth (HtW) operates in Halton as part of the Merseyside HtW programme.

**3.4** In addition many eligible residents of Halton have accessed the government Warm Front Scheme which also provides more efficient heating systems and insulation measures. This has been the Government's flag ship scheme for tackling fuel poverty for a number of years but is likely to come to an end in the next 2 years and be replaced by a new Green Deal which is designed to off set the upfront cost of installing energy efficiency measures through households paying back as they make energy savings on their utility bills. The utility companies have also been tasked in recent years with providing funding to make dwellings more energy efficient and demonstrating the carbon savings they have made to the government through the Carbon Emissions Reduction Target (CERT). Through this CERT funding the utilities have either contributed to Local Authority schemes or developed their own initiatives, such as Health through Warmth, for providing insulation and heating measures. In 2012 CERT will be replaced by the Energy Company Obligation (ECO) which will focus on the poorest and most vulnerable people and improving hard to treat homes.

**3.5** Although these various initiatives have assisted a number of households to improve the energy efficiency of their homes the benefits of a more coordinated approach to tackling fuel poverty has been recognised. In June 2009 Halton successfully bid for support from National Energy Action (NEA) to develop a comprehensive Affordable Warmth Strategy. The NEA consultant together with Energy Projects Plus and local partners, including the voluntary sector, some Registered Social Landlords and the PCT, have been involved in the preparation of the strategy. Two stakeholder events were held and a steering group established.

**3.6** The key aims of the Affordable Warmth Strategy are to:

- Raise awareness and understanding of fuel poverty;
- Establish effective referral systems amongst agencies;
- Improve the housing stock so it is affordably warm;
- Maximise incomes and improve access to affordable fuel; and
- Ensure coordination and monitoring of the strategy.

Each aim has a corresponding list of associated actions contained in the Action Plan.

**3.7** The Strategy was presented to the Health PPB on 8 March 2011 and it was well received and supported.

## **4.0 POLICY IMPLICATIONS**

**4.1** A co-ordinated approach to tackling fuel poverty will have positive impacts on a number of Strategic Partnership and Council strategies and policies, including Halton's Sustainable Community Strategy, Child and Family Poverty Strategy and Halton's Housing Strategy.



## **5.0 OTHER IMPLICATIONS**

**5.1** In previous years, the Council has directed resources to the initiatives described in 3.4 above through a contribution from Halton's annual allocation from the Regional Housing Pot. However this funding source has come to an end for 2011 onwards. There is a possibility of continuation funding in the sum of £6,000 for the Health through Warmth programme but funding for physical measures through Energy Zone and HEARTH will not continue into 2011/12.

**5.2** Training activities described in the action plan will be funded from a residual £10,000 from Local Public Service Agreement funding, other elements of the Strategy will be delivered within existing resources.

## **6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

### **6.1 Children & Young People in Halton**

The provision of affordable warmth will make a dual contribution to the well being of children in Halton through reducing the number of children living in poverty and helping to improve their physical and emotional health.

### **6.2 Employment, Learning & Skills in Halton**

Increasing household income and promoting the availability of support are key elements to improving affordable warmth and will contribute to the SCS objective to maximise an individual's potential to increase and manage their income, including access to appropriate, supportive advice services.

### **6.3 A Healthy Halton**

Provision of affordable warmth will help to reduce health inequalities and promote the independence of older people and vulnerable groups. In doing so it will help meet the SCS objective to remove barriers that contribute to poor health.

### **6.4 A Safer Halton**

The provision of upgraded heating systems through Warm Front grants or as part of programmed improvements will help to reduce the number of preventable fires in the Borough.

### **6.5 Halton's Urban Renewal**

The provision of affordable warmth will have a significant contribution to Halton's environment through reduction of CO2 emissions, thereby helping to tackle climate change and will improve the provision of good quality residential accommodation.

## **7.0 RISK ANALYSIS**

**7.1** The lack of available funding outlined in 5.1 above could adversely impact upon delivery of the Strategy and action plan. The risk is not so significant as to warrant a full risk assessment.

**8.0 EQUALITY AND DIVERSITY ISSUES**

**8.1** Implementation of the affordable warmth strategy will help to improve the disposable income of less affluent and vulnerable households.

**9.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

None under the meaning of the Act.



**Adults & Community  
Directorate**

***Draft***

***Affordable Warmth Strategy  
2011 to 2015***

***April 2011***

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**Appendices**

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1. List of delegates to the workshops

## Foreword

I am pleased to introduce Halton's Affordable Warmth Strategy 2011 – 2013. The Strategy sets out how the Council and its partners aim to increase affordable warmth and reduce the incidence of fuel poverty in the Borough.

Fuel poverty has become an increasing concern in recent years not just for some of the residents of Halton but also for many thousands of other people across the United Kingdom. With the dramatic rise in fuel costs over the last few years energy bills have increased significantly and so it is not just people on income benefits that are likely to have experienced fuel poverty. Every year in winter in the UK many people die as a result of the effects of excess cold. These statistics are affected by the weather and with the much colder and prolonged weather we have experienced for the last two winters it is highly likely that the mortality statistics for seasonal excess death will reflect this.

Halton Borough Council already undertakes a number of activities designed to reduce fuel poverty. For example, since 1999/2000 it has worked in partnership with Energy Projects Plus and the Energy Saving Trust Advice Centre to offer home insulation measures and heating improvements funded under various sources e.g. direct Council funding, Government Warm Front scheme and funding from Utilities Companies to help make homes more affordably warm. Other partners also have a role to play in raising awareness of fuel poverty, promoting energy efficiency and maximising household income. Further details of the work being undertaken is provided in section 5 of this Strategy.

The Affordable Warmth Strategy aims to pull together all that is currently being done by all sections of the Council and other agencies to ensure a consistent and coordinated approach and maximise the impact for households in fuel poverty. The Strategy will also help provide a strategic focus on the issue and identify opportunities for further joint working.

I would like to take this opportunity to thank all those who participated in the development of the Strategy, which I now commend to you.

Councillor Ann Gerard  
Portfolio Holder, Health and Adults

## 1. INTRODUCTION

Fuel poverty is a problem which affects almost 600,000 households in the North West, and the problem has become worse in recent years as domestic fuel prices have risen. Households in fuel poverty, many of which are vulnerable, are unable to heat their homes in order to maintain comfort and health. Living in cold homes means an increased risk of cold related illnesses.

Vulnerable households may be eligible for grant aid for heating and insulation, and they may also need advice on benefits and energy efficiency. Halton Borough Council has, since 2000, directed significant grant funding toward improving the energy efficiency of private sector housing. In addition, in 2005, taking account of the health inequalities prevalent in the borough, run a health focused programme HEARTH, which installs adequate heating in homes occupied by people with heart and respiratory problems. Complementing the HEARTH programme, npower Health Through Warmth (HtW) operates in the borough as part of the Merseyside HtW programme.

Tackling fuel poverty and promoting energy efficiency is best achieved by the co-operation of a range of local partners. Halton Borough Council has good links with the support agencies that operate in the borough, and the NHS. Therefore, together with these local agencies and support from NEA and Energy Projects Plus have developed this Affordable Warmth Strategy along with multi agency consultation.

The development of this strategy is seen as an important part of developing a strong lead on reducing fuel poverty and related health issues by developing a framework for action and a network of organisations committed to tackling the issues.

## 2. AFFORDABLE WARMTH AND FUEL POVERTY – CAUSES, CONSEQUENCES AND SOLUTIONS

A household is said to be in fuel poverty if it would be required to spend more than 10% of its income on all domestic fuel use in order to maintain a satisfactory heating regime<sup>1</sup>. The number of households in fuel poverty has increased since 2008 largely due to increases in domestic fuel prices. Some homes will be hard to treat, in that they may not be suitable for traditional and cost effective insulation techniques. Households may not have access to the cheapest fuels. The most vulnerable households are often the most difficult to reach, so the challenge is to put into place mechanisms to access the fuel poor, and provide the most appropriate service which will make their homes affordable to heat. The provision of affordable warmth means that households will not be living in fuel poverty.

### 2.1 FUEL POVERTY STATISTICS

#### Numbers in Fuel Poverty

In the North West **594,000** households were living in fuel poverty in 2009, this figure represents around 22% of households and has risen over three fold since 2003<sup>2</sup>.

Fuel Poverty	No. of fuel poor h/holds in NW 2003	% of fuel poor h/holds in NW 2003	No. of fuel poor h/holds in NW 2009	% of fuel poor h/holds in NW 2009
	178,000	6.3%	594,000	21.9%

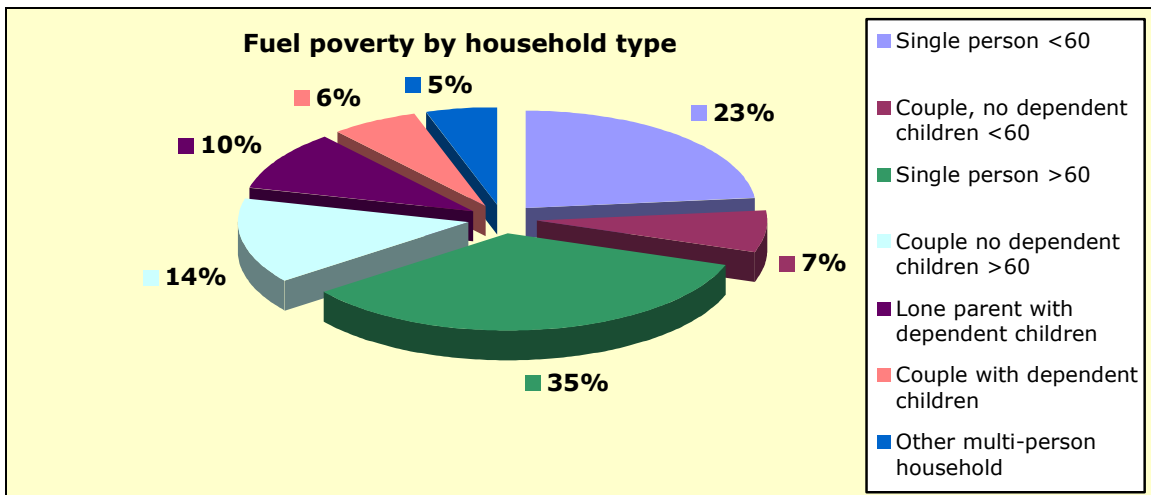
#### Fuel Poverty by Household Type

The greater proportion of fuel poor vulnerable households in England are over 60 years of age. In addition single people under 60 yrs and households with children are also disproportionately represented in the figures<sup>3</sup>

<sup>1</sup> UK Fuel Poverty Strategy (2001) – For target setting the Government includes Housing Benefit and Income Support for Mortgage Interest.

<sup>2</sup> NEA 2010

<sup>3</sup> NEA 2008



### Fuel Poverty in Halton

There are an estimated 4,900<sup>4</sup> (12.2%) households in fuel poverty in Halton compared to approximately 13.2% based on the findings of the EHCS 2007, as reported in the Annual Report on Fuel Poverty Statistics 2009, published by the Department of Energy & Climate Change (DECC). A lower proportion than the national average, the 4,900 dwellings still represent a substantial number of households that are in fuel poverty and will present issues in terms of both energy efficiency and occupier health. The highest rate of fuel poverty is found in the privately rented sector where 26.0% are in fuel poverty, compared with 10.0% in the owner occupied sector.

By the very nature of fuel poverty, it is almost always associated with those residents on the lowest incomes. 4,200 households (86.0% of the households in fuel poverty) were households with incomes below £10,000 per annum, with the remaining 700 (14.0%) having incomes above £10,000 per annum. This means that the rate of fuel poverty in households with income below £10,000 is 53.0%. Fuel poverty is likely to be associated with dwellings where one or more residents are in receipt of a means tested benefit as such benefits are indicative of low income. Of the 4,900 households in fuel poverty in Halton, 2,800 households (57.0% of households in fuel poverty) receive a benefit, compared with 2,100 (43%) where occupiers do not receive benefit. The 2,800 fuel poor households in receipt of a benefit therefore represent 18.0% of the overall 15,300 benefit recipients.

### 2.2 CAUSES OF FUEL POVERTY

Fuel poverty is caused by the combined effects of

- energy inefficient housing,
- low incomes

<sup>4</sup> Halton Borough Council. Private Sector House Condition Survey 2009



- high costs for domestic fuel
- under occupancy of homes

Recent increases in fuel costs, other household expenses and the credit crunch are inevitably impacting on fuel poverty levels. Many households contain individuals who may require extra warmth as a result of age or disability.

## 2.2.1 Energy and Housing

### Tenure

The UK Fuel Poverty Strategy and subsequent progress reports note that fuel poverty is an issue that predominantly affects households in the private sector including owner occupiers and those in private rented accommodation. Compared to the national average, there is a higher proportion of public sector housing in Halton.

Tenure	Halton Dwellings	Halton Percent	EHCS 2006
Owner occupied	34,600	65%	70%
Privately Rented	5,600	10%	12%
<b>Private Sector Stock</b>	<b>40,200</b>	<b>75%</b>	<b>82%</b>
Housing Association (RSL)	13,700	25%	8%
Local Authority	0	0%	10%
<b>Social Housing</b>	<b>13,700</b>	<b>25%</b>	<b>18%</b>
<b>All Tenures</b>	<b>53,900</b>	<b>100%</b>	<b>100%</b>

Source: 2009 House Condition Survey & EHCS 2006

Halton Borough Council conducted a **Private Sector House Condition Survey in 2009** which considered a range of indicators relevant to fuel poverty and affordable warmth. The results are very useful in the targeting of action in term of housing and household characteristics. Some of the key findings are outlined below.

### Energy Efficiency

The energy efficiency of homes is measured by SAP (on a scale of 1-100, the higher the number the better). The average in **England** was 49 in 2006. Social housing is, on average, more energy efficient than private sector housing. It is interesting to look at these figures in comparison with the SAP 65 which has been deemed as an appropriate level to keep households out of fuel poverty.

	Average SAP* England 2006	Average SAP Halton 2009
<b>All Tenures</b>	<b>49</b>	
Of which owner occupied	47	57
Of which private rented	47	53
Of which local authority rented	56	N/A
Of which registered social landlord rented	59	65 (2008 figures – due to programmes of work 2009 figure is likely to be higher)
*Standard Assessment Procedure (SAP 2005 methodology) Source: Housing and planning key facts CLG May 2008		

## Decent Homes

**It is Government policy that everyone should have the opportunity of living in a “decent home”. The Decent Homes Standard contains four broad criteria that a property should:**

- A - be above the legal minimum standard for housing, and
- B - be in a reasonable state of repair, and
- C - have reasonably modern facilities (such as kitchens and bathrooms) and services, and
- D - provide a reasonable degree of thermal comfort (effective insulation and efficient heating).

The English House Condition Survey Annual Report 2006 notes that of the 22m households in England, 7.7m were non decent., Social housing was more likely to be decent than other tenures and also performed better on energy efficiency and CO<sub>2</sub> emissions. In England 35% of owner occupied and 47% of private-rented dwellings are non decent whereas in Halton the figures are more favourable at 25% of owner occupied dwellings and 34% of private rented dwellings being non decent. In both cases the most common reason for non decency is lack of thermal comfort. The house types most in Halton likely to lack thermal comfort are small terraced houses, and houses built before 1919.

## Housing Health and Safety Rating System

**The Housing Health and Safety Rating System (HHSRS) is intended to be a replacement for the fitness standard and is a prescribed method of assessing individual hazards, rather than a conventional standard to give a judgment of fit or unfit. The HHSRS is evidence based – national statistics on the health impacts of hazards encountered in the home are used as a basis for assessing individual hazards.**

**The modelling of excess cold hazards is based on the use of the individual energy efficiency (SAP) rating for each dwelling, which is scaled to give a hazard score. Where a dwelling has a SAP rating of less than 35, this produces a category 1 hazard score. The overall proportion of dwellings with a Category 1 Hazard is 10.9% (compared with 23.5% found in the EHCS 2006). This represents 4,400 dwellings across Halton, with 3,900 being houses and an estimated 500 flats. The proportion of Category 1 Hazards attributable to excess cold is the highest by a significant margin. 66.5% of all Category 1 Hazards were due to excess cold.**

## Incomes

The lower a household's income, the higher a proportion they will need to spend on essentials such as fuel and food. Recent increases in unemployment are likely to increase the incidence of fuel poverty in households who were previously able to afford their fuel bills.

**The 2009 Halton Private Sector House Condition Survey indicates that there is a higher proportion than the national average of households with an income of less than £15,000 (33.6% compared with 26%). For the remaining income bands, with the exception of the £30,000 to £39,999 income band which has a slightly higher level, the proportions are lower, markedly so in the case of incomes above £50,000.<sup>5</sup>**

### **Unclaimed Benefits (2006/07)**

In Great Britain in 2006/07 approximately between £6 billion and £10 billion went unclaimed in benefits. Of this between £2 billion and £3 billion was unclaimed Pension Credit alone.<sup>6</sup> In addition to the obvious benefit of increasing a household's income, many welfare benefits also act as eligibility criteria for domestic energy grants.

### **Financial Inclusion**

Financial inclusion is about ensuring everyone has the capability and opportunity to access the financial services and products needed to participate fully in modern day society. These include: access to affordable and responsible credit, access to an appropriate bank account, access to face-to-face debt advice, access to basic home contents insurance, access to savings.<sup>7</sup>

People are financially excluded when they do not have access to basic financial services and products, including paying more for fuel due to lack of access to discounts available for Direct Debit and other automated payment methods. This has the potential to lead to issues of fuel poverty.

### **Fuel Prices**

Increasing fuel prices have been the main reason for increases in fuel poverty since 2003. The table below demonstrates that in Jan 2010 there had been a 114% increase (£653) since January 2003 (UK Fuel Poverty 7<sup>th</sup> Annual report 2008, updated by NEA in January 2010)

<b>Average Dual Fuel Bill</b>		
Jan 2003	Jan 2008	Jan 2010
£572	£922	£1225

- Domestic oil (and LPG) markets remain unregulated unlike the electricity and mains gas markets
- Providing alternative energy sources is an area of development, but such sources will need to be both economically viable (included in grant schemes) and of benefit for low-income vulnerable households in fuel poverty.

## **2.2 CONSEQUENCES OF FUEL POVERTY**

<sup>5</sup> Private sector house condition survey Halton BC 2009

<sup>6</sup> Department for Work and Pensions, Income Related Benefits Estimates of Take-Up in 2006-07. Benefits included are Income Support, Pension Credit, Housing Benefit, Council Tax Benefit and Jobseeker's Allowance (Income-Based)

<sup>7</sup> Rural Money Matters: A support guide to rural financial inclusion-Council for Rural Communities July 2009

## Health risks from cold homes

Living in fuel poverty has impacts on health. In many cases households may be forced to choose between expenditure on fuel, other essential items such as fuel and / or debt repayments. Faced with such stark choices many households may put themselves at increased risk of cold-related illness.

It has been established that indoor temperatures have an effect on health (ref)

- 18-24 °C, no risk to sedentary, healthy people
- Below 16 °C, diminished resistance to respiratory infections
- Below 12 °C, increased blood pressure and viscosity
- Below 9 °C, after 2 or more hours, deep body temperature falls

Cold conditions also lower resistance to respiratory infections and exacerbates asthma and Chronic Obstructive Pulmonary Disorder (COPD). Allergens associated with mould growth in damp homes also affect respiratory conditions. A person's mobility and dexterity reduce when they are cold increasing risk of falls and injury as well as affecting arthritis. Much of this illness is both largely predictable and preventable and would save the NHS millions each year in treatment costs.

Poor housing conditions in general increase the risk of severe ill-health or disability by up to 25 per cent during childhood and early adulthood . People with asthma are twice as likely to be living in damp homes . One in 12 children in Britain are more likely to develop diseases such as bronchitis, TB, or asthma, because of bad housing"<sup>8</sup> Making homes affordably warm can improve indoor temperatures and reduce the incidence of mould growth so will assist in health improvement.

There is growing body of research suggests a causal link between older, poorly insulated, poorly heated housing and poverty to low indoor temperatures and cold-related deaths<sup>9</sup>. This would suggest that there are likely to be improvements in health of individuals provided with measures aimed at improving the thermal efficiency of homes and the affordability of heating them.

Providing affordable warmth for households reduces inequalities in health and may improve life expectancy; it improves the mental health and well being of households; improves educational attainment and school attendance; can reduce childhood asthma; promotes independent living and whole house use; and potentially reduces/ delays admission to hospital and other care facilities. Improving homes and household incomes may also promote social inclusion within communities.

## Benefit to health sector of reducing 'Excess Cold' hazard

Excess cold has the highest Category 1 Hazard rate both within Halton and at the national level (EHCS 2006). Comparing the costs of treatment to the NHS (£2,165,800) against that of energy efficiency measures to alleviate the problem (£629,118), it can be seen that, with a

<sup>8</sup> Chance of a lifetime: The impact of bad housing on children's lives Shelter 2006

<sup>9</sup> For example, Cold comfort - The social and environmental determinants of excess winter deaths in England, 1986-96; Dr P Wilkinson; Joseph Rowntree Foundation; 2001

payback of only 0.3 years, the remedial works are a cost effective way of reducing some of the financial burden on the NHS. The high cost to the NHS results from the high likelihood of an extreme outcome for excess cold hazards. This is due to the fact that the most vulnerable group (the elderly) are very likely to suffer health problems, resulting in a hospital stay, if they are exposed to cold conditions in their home for prolonged periods. (From Halton PS House Condition Survey 2009)

### **Excess Winter Deaths**

Excess winter deaths are those deaths which occur in the winter quarter, compared to the rest of the year. In 2008/09 there were 5000 excess winter deaths in the North West. This represented a 49% increase on the previous winter, when the number was 3400. This increase was also apparent nationally, it is assumed due to the severity of the winter. The key diseases that cause an excess of deaths during the winter period are cardiovascular and respiratory diseases. Cardiovascular deaths occur on average, two days after a cold spell, deaths from respiratory disease occur on average 12 days after a cold spell. In 2007-8 in Halton there were 80 excess winter deaths.

### **Fuel Debt**

If a household cannot afford the fuel they need to keep warm but, because of the age or health of household occupants, they do use their fuel, they are likely to fall into debt. Nationally, in 2008, 6.8m households (26%) were in debt to fuel suppliers with an average debt of almost £114 each<sup>10</sup>.

### **2.3 SOLUTIONS - AFFORDABLE WARMTH**

The solution to fuel poverty is to provide households with affordable warmth. The National Indicator NI187 as the indicator for fuel poverty uses the improvement of energy efficiency of homes of households on benefit as the indicator for households taken out of fuel poverty. However there are other causal aspects of fuel poverty, so action is required on a number of fronts:

- improving the energy efficiency of homes, heating systems and appliances,
- maximising household incomes,
- providing access to cheaper fuel and tariff options, and possibly alternative sources of energy ,
- the provision of energy advice to encourage changes in behaviour

The action plan in this strategy propose activities in all those areas

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<sup>10</sup> uSwitch, April 2008

### 3. NATIONAL PERSPECTIVE - FUEL POVERTY POLICY DRIVERS

The UK Fuel Poverty Strategy<sup>11</sup> (2001) committed the Government to the eradication of fuel poverty by 2016 'as far as reasonably practicable'. An interim target was adopted to end fuel poverty for all vulnerable households by 2010 although the Government latterly conceded that the target would not be achieved. Latest developments can be found on NEA's website [www.nea.org.uk](http://www.nea.org.uk)

#### **The Government's main tools for ending fuel poverty**

##### **Warm Front**

The Government - funded Warm Front grant offers a package of heating and insulation measures to eligible households in private sector housing on income related benefits, up to the value of £3500, or £6000 for households relying on oil heating. Warm Front also provides a Benefit Health Check to applicants. The operation of the scheme is being reviewed in spring 2011 but is set to continue until 2013. The coalition Government aims to replace Warm Front with a new Green Deal which will allow private firms to offer energy efficiency improvements at no upfront cost to the consumer, with costs recouped later as the consumer benefits through savings on energy bills. It is not clear what impact this will have on delivery on the Strategy.

##### **Carbon Emissions Reduction Target (CERT)**

The Carbon Emissions Reduction target (CERT) 2008-11 is the government's main policy reducing carbon emissions from the domestic sector. Under CERT the major gas and electricity suppliers are set a carbon emissions reduction target. Energy efficiency schemes provide insulation measures but not heating. The suppliers may also provide energy advice as part of their programme. A specific percentage of the customers for the schemes (currently 40%) must be priority customers ie on qualifying benefits. In 2012 CERT is to be replaced by the Energy Company Obligation (ECO) which will focus on the poorest and most vulnerable people and on hard to treat homes.

##### **Decent Homes Standard**

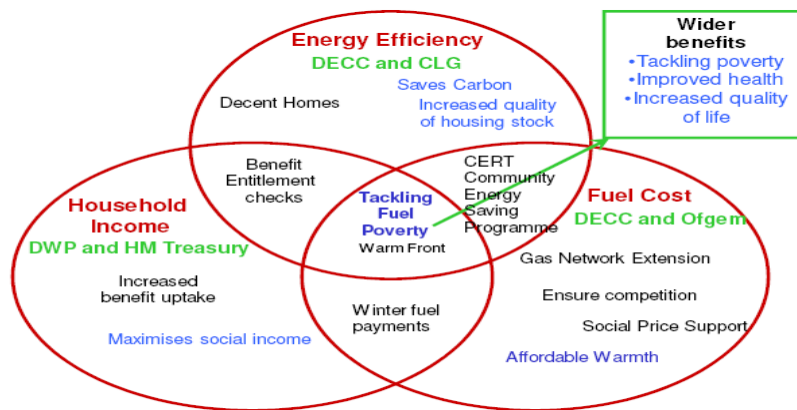
The Decent Homes Standard has been quoted by Government as helping towards fuel poverty reduction targets although the Thermal Comfort standards set within it are low. However the **Housing Health & Safety Rating System (HHSRS)** gives greater emphasis to excess cold within homes.

##### **Winter Fuel Payments**

Winter Fuel Payments are paid by government to help older people to keep warm in winter. Households over 60 receive £250 and those over 80 receive £400. The diagram below is used by the Department for Energy and Climate Change and illustrates the cross cutting nature of fuel poverty and the integrating Government programmes to reduce fuel poverty

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<sup>11</sup> UK Fuel Poverty Strategy, 2001 – see <http://www.berr.gov.uk/whatwedo/energy/fuel-poverty/strategy/index.html>



#### 4. THE HALTON PERSPECTIVE - LINKS TO OTHER STRATEGIES

##### Sustainable Community Strategy (SCS) 2011-2026

Halton's Sustainable Community Strategy sets out the priorities for Halton's Local Strategic Partnership for the 15 year period 2011 to 2026. The provision of affordable warmth can make a significant contribution to each of the five priorities as described below:

**A Healthy Halton** – Provision of affordable warmth will help to reduce health inequalities and promote the independence of older people and vulnerable groups. In doing so it will help meet the SCS objective to remove barriers that contribute to poor health.

**Employment, learning and skills** – Increasing household income and promoting the availability of support are key elements to improving affordable warmth and will contribute to the SCS objective to maximise an individual's potential to increase and manage their income, including access to appropriate, supportive advice services.

**A Safer Halton** – The provision of upgraded heating systems through Warm Front grants or as part of programmed improvements will help to reduce the number of preventable fires in the Borough.

**Children and Young People in Halton** – The provision of affordable warmth will make a dual contribution to the well being of children in Halton through reducing the number of children living in poverty and helping to improve their physical and emotional health.

**Environment and Regeneration in Halton** – The provision of affordable warmth will have a significant contribution to Halton's environment through reduction of CO2 emissions, thereby helping to tackle climate change and the provision of good quality residential accommodation.

##### Halton Housing Strategy 2008-2011

The Affordable Warmth Strategy can make a significant contribution to meeting some of the objectives contained in Halton's existing Housing Strategy as detailed below.

- Achieve a year on year reduction in the proportion of non decent private sector homes occupied by vulnerable households.
- Improve conditions in the private rented sector.
- Increase the number of people on income based benefits who live in energy efficient homes.
- Ensure all social housing stock in the Borough meets the Decent Homes Standard.

## **Child and Family Poverty Strategy**

There is a link between affordable warmth, decent homes and child and family poverty, as poorer families are more likely to struggle to adequately heat their homes. 26.4%<sup>12</sup> of children in Halton live in Poverty and we are seeking to address this through the Halton Child and Family Poverty Strategy. In addition this Strategy directly helps to alleviate poverty by improving housing standards through support to ensure that homes are adequately insulated and have efficient heating systems, and by supporting people to claim benefits that they are entitled to reduce the financial burden of heating homes.

## **5. LOCAL ACTION – INITIATIVES AND SCHEMES**

Halton Council has worked with a range of partners since 1995 to meet its statutory obligations under the Home Energy Conservation Act, reduce fuel poverty, and improve the health and wellbeing of residents. Projects have provided heating and insulation by securing funding from central government, utilities, Halton Council budgets and other sources. Through its local Energy Zone and HEARTH schemes linked into the national Warm Front programme in the 5 years up to 2009, alone over 6,500 homes have been improved with a spend of over £5.5m.

### **Energy Zone**

Halton Borough Council's Energy Zone scheme, managed by Energy Projects Plus, provides grants to all home owners and privately renting households in Halton. This scheme was initially set up in 2000 with the aid of Single Regeneration Budget (SRB) funding but was later mainstreamed and is now available borough wide. It brings the cost of insulation down significantly to £49 per measure (loft or cavity wall, £98 for both) and could be free to residents who are over the age of 70 or in receipt of certain benefits. In 2009-10 Energy Zone helped over 500 households get insulation installed.

### **HEARTH (Health and Energy Action for Residents in Their Homes)**

Responding to identified health inequalities within Halton, HEARTH commenced in 2001, funded initially by HECAAction, and has since been mainstreamed into Halton Council's Health and Community Directorate programmes. It provides **funding towards new or replacement heating systems in homes occupied by residents with heart or respiratory conditions.** It will also contribute to Warmfront excess charges for eligible residents. HEARTH complements Health Through Warmth also providing training to frontline staff and promotional activities across the Borough. More recently, a programme of targeted home visits by social

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<sup>12</sup> Halton's Child and Family Poverty Needs Assessment <http://cid-9104d6a5e629b08f.office.live.com/self.aspx/ChildPoverty/CPFNeedsAssessment.pdf>



care staff to residents aged over 80 has led to over 100 referrals of highly vulnerable residents into the scheme.

### **Health Through Warmth**

The Health Through Warmth (HTW) scheme was set up by npower in 2000 in partnership with the NHS and National Energy Action (NEA). HTW operates through a locally based referral partnership which seeks to help vulnerable people whose health is adversely affected by cold, damp living conditions. This is achieved by facilitating the installation of appropriate energy efficiency and heating measures, along with the provision of related advice and information.

Clients are referred by health and other key community workers who have attended locally based awareness sessions offered by HTW. HTW Merseyside, delivered by Energy Projects Plus, commenced in late 2003 and to date has received over 4,800 referrals and secured over £4m in third party funding in addition to over £0.5m from npower's crisis fund. Key partners are health sector, local authority, and community support frontline staff who attend an awareness session and refer into the HTW scheme. Over 1,000 frontline staff have attended awareness sessions, though not all have made referrals into the referral system.

HTW operates across the local authority areas of Halton, Knowsley, Liverpool, Sefton and Wirral and works closely with other schemes that operate in these areas such as Halton's "HEARTH", Sefton's "SEARCH", and Wirral's "Cosy Homes".

### **Income maximization / Benefit Take up campaigns**

#### **The Welfare Rights Service**

The Welfare Rights Service of Halton Borough Council provides a holistic welfare benefits and debt advice service. The team will assist with activities from basic form completion to appeal representation and complex casework. The service is provided through telephone advice, booked appointments, "drop in" and home visits are undertaken for the housebound. There is additionally a specialist Macmillan Cancer Support advice officer. Income maximisation is undertaken and where appropriate clients are signposted to agencies specialising in delivering affordable warmth services". The Welfare Rights team brought in £2 million in unclaimed benefits.

#### **Registered Social Landlords**

**Halton Housing Trust** employs a full time Welfare Benefits Support Officer and Financial Inclusion Officer. The Financial Inclusion team in **Riverside** is comprised of a manager and two officers. One of these officers is the Strategic Affordable Warmth Officer. In each division, this financial inclusion work is usually delivered/ supported by Community Engagement staff. There have recently been recruited, two full time Affordable Warmth Delivery Officers for the Mersey North and Mersey South (Where Halton sits) Divisions. In **Plus Dane** The Asset Management Team comprises 7 members of staff who deliver a range of planned programmes that target affordable warmth and fuel poverty issues annually.

#### **Sure Start to Later Life**

Sure Start visits clients in their homes and carry out very thorough assessments, covering most aspects of a person's life. This includes health & wellbeing, social & emotional, practical,

travel & transport, finances, living independently, housing & heating etc. Part of the assessment looks at finances in general, and if it is felt that the client is not getting what they are entitled to, the person is encouraged to allow Sure Start to contact the relevant agency to deal with it. When successful, this will result in the person's income being maximised, allowing them to have Sure Start visit increased finances and freedom. Questions are asked about heating and warmth in the home, and many older people are conscious of heating costs and may be reluctant to turn it on when needed, preferring to wrap up in the winter using extra clothing, or blankets, or to only heat one room. Also many older people have paid to have their system improved or updated, usually because they were unaware of any schemes available, or if they did know that they thought they would not qualify, so lack of knowledge is an issue. When a person is found in a cold home, staff attempt to make a referral to outside agencies like Warm Front, Energy Zone etc. Sometimes this is accepted by the individuals who have heating and insulation installed but other times it is not, as people state that they couldn't deal with the upheaval of having their system replaced so choose to go on with little or no heating.

### **Age Concern**

Age Concern Mid Mersey is doing everything it can to help tackle health, heating & loneliness issues for older people.

Advice is available in the form of a "Help with heating costs" fact sheet and an Age UK "Winter wrapped up" booklet that includes a thermometer.

In addition Age Concern ensures that the elderly are fully aware of what grants are available to them through the "Warm Front" and "Health through Warmth" schemes. Between April – October 2010 Age Concern Mid Mersey brought in £98,220 in unclaimed benefits.

## **6. HOW THE STRATEGY WAS DEVELOPED**

The Affordable Warmth Strategy is a cross cutting strategy and as such cannot be developed by one agency alone. For this reason the development of this strategy included a variety of organisations and council departments, and was facilitated by NEA (National Energy Action) supported by Energy Projects Plus. The first stage of the process was to set up a steering group which would oversee the consultation process and the production of the strategy document.

Two consultation workshops were held to develop the strategy. (See Appendix 1 for list of delegates). The workshops provided an opportunity for partners to consider the problem of fuel poverty in particular how it affects the residents of Halton, and produce the key aims and objectives and an action plan for the delivery of the strategy. Finally local partners provided the background information to produce this document.

## 7. KEY THEMES FOR THE STRATEGY - ACTION PLANS

<b>Key Aim 1: Raise awareness and understanding of fuel poverty</b>					
<b>Outcome</b>	<b>Tasks</b>	<b>Lead agency</b>	<b>Key partners</b>	<b>Outputs</b>	<b>Timescale</b>
1.1 Key agencies understand fuel poverty, its causes, impacts and solutions	1.1.1 Identify HBC representative to co-ordinate and drive Affordable Warmth Strategy and Action Plan	AW Steering group	HBC	Strategic lead identified	Completed
	1.1.2 Include fuel poverty on the agenda of key directorates and agencies, and ensure it remains on agenda e.g. through Policy briefings etc	HBC coordinator	All agencies, Councillors	Fuel poverty on agenda of key depts and agencies	Immediate and ongoing
	1.1.3 Contribute to events for all key directorates and agencies, and email news on quarterly basis	HBC Coordinator		Attendance at events. Quarterly newsletter established	Programme to start April 2012
	1.1.4 Contribute to workshops / staff briefings to cascade information	HBC Coordinator		No of staff briefings	Start April 2012
1.2 Front line staff are aware of fuel poverty issues and are able to signpost	1.2.1 Promote training as part of agencies' core training, including e learning	HBC Coordinator	All agencies Training provider (Eplus / NEA)	No of staff trained	Programme start April 2012

or refer clients to appropriate agencies for assistance	1.2.2 Facilitate training for front line staff who give information	HBC Coordinator	AW steering group	No of staff trained	Programme start April 2012
	1.2.3 Use staff internal communication systems to exchange information e.g. In Touch, Core Brief, intranet	HBC Coordinator		Regular bulletins in internal communication	Start April 2012
1.3 Households who may be vulnerable to fuel poverty are aware of what help is available and how to access it.	1.3.1 Use various publicity techniques for example – (TV, newspapers (eg 'Inside Halton'), DVDs, face to face advice, GP surgeries, libraries, buses, taxis , supermarkets, text messages, mobile surgery bus, community transport. Include successful case studies)	HBC Coordinator	Local groups, retail stores, Sure Start, bingo halls, and leisure centres	No of articles, items	Ongoing
	1.3.2 Link to national awareness raising campaigns	As above		Local publicity evident during national campaigns	Start April 2011
	1.3.3 Ensure that information and events are accessible to vulnerable people.	Halton Information and Advice Providers			Start April 2011
	1.3.4 Ensure systems are in place to support customers to access applications for Affordable warmth support	HBC Coordinator	Age Concern, Welfare Rights	No of householders supported in completing applications	Ongoing
	1.3.5 Contribute to existing literature from Halton Information and Advice Providers and other partners	HBC		Info included in appropriate literature	Ongoing

	1.3.6 Establish web page on Halton BC website for households to access			Page on website	May 2011
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<b>Key Aim 2 : Establish effective referral system amongst agencies in Halton</b>					
<b>Outcome</b>	<b>Tasks</b>	<b>Lead agency</b>	<b>Key partners</b>	<b>Outputs</b>	<b>Timescale</b>
2.1 The Council has an understanding of existing mapping and referral structures for Affordable Warmth and is able to identify gaps	2.1.1 Gather information about mapping and referral structures	HBC Coordinator + steering group	All agencies	Clear list of referral systems	Start April 2012
	2.1.2 Identify groups of staff which have direct contact with vulnerable households who need affordable warmth	HBC Coordinator	Eplus, Crisis intervention team. Social Care and Practice	List of groups	By April 2011
	2.1.3 Produce information about Affordable Warmth for the HBC website including types of agencies linked	HBC Coordinator / HBC Communication and marketing	AW Steering group	Information about AW available to all	Start April 2011
2.2 Effective referral systems between agencies are established	2.2.1 Establish an agreed protocol for referral process, including follow up and feedback.	HBC Coordinator	AW Steering Group	Referral process in place	September 2011
	2.2.2 Develop a pro-active referral system from the Contact Centre	As above	Contact Centre	No of referrals from Contact Centre	September 2013
	2.2.3 Establish training sessions for front line staff to understand issues and refer householders, and in some cases provide advice.	As above	See 2.1.2 Energy Projects Plus	No of trained referral staff	Start April 2011 with known referral agencies

	2.2.4 Use trigger questions to identify fuel poverty, and build questions into Assessment Process (Single Assessment Process, Common Assessment Framework) eg for children's services, adult and older people, Sure Start	HBC, NHS,	Children's Services, Sure Start, Social Care	Trigger questions incorporated in assessment documents	By June 2013
2.3 Assistance is targeted at those households most in need	2.3.1 Identify most appropriate targeting methods eg by client group and / or by geographical area, house condition, house type, so that resources are directed effectively.	HBC Coordinator		Improved access to vulnerable households	By June 2012
	2.3.3 Look at area take up through a range of statistics	As above		Target data established	By July 2012



<b>Key Aim 3: Improve the housing stock so it is affordably warm</b>					
<b>Outcome</b>	<b>Tasks</b>	<b>Lead agency</b>	<b>Key partners</b>	<b>Outputs</b>	<b>Timescale</b>
3.1 The Council has a clear and robust understanding of the energy performance of dwellings	3.1.1 Establish what data exists, EST home energy checks, private sector stock condition surveys, etc.	HBC policy and strategy	HBC intelligence RSLs EST, Private Landlord's forum	Database of existing energy data to be built upon	Start April 2012
	3.1.2 Work with RSLs through Housing Partnership to collect data	HBC policy and strategy			Ongoing
	3.1.3 Collect data on installed measures through grant schemes	HBC policy and strategy			Ongoing
3.2 Improved SAP rating in RSL stock	3.2.1 Encourage RSLs through Housing Partnership to establish target standard to reduce fuel poverty	Housing Partnership	RSLs	Number of RSL homes at improved std	Start April 2013
	3.2.2 Explore funding sources for hard to treat properties eg those with solid walls, including installing renewable energy.	RSLs	Energy Projects Plus, Utilities,	Finance secured to improve homes	From June 2011 and ongoing
3.3 Improved SAP rating in private rented stock	3.3.1 Use database of Private Landlord Accreditation Scheme to engage and encourage private landlords	HBC Housing Solutions	Landlords' Forum	No of private landlords accessing schemes	All start May 2012
	3.3.2 Work with the Private Landlords' Forum to engage private landlords	HBC Housing Solutions	Landlords' Forum		
	3.3.3 Contact local letting agents to make aware of schemes available	HBC Housing Solutions	Letting agents	Letting agents promote schemes	

	3.3.4 Contact landlords through Housing Benefit data	HBC Housing Solutions	Housing Benefit	No of landlords contacted	
	3.3.5 Enforce improvements to tackle cold hazard through HHSRS	HBC Environmental health		Cold hazard removed	
3.4 Improved SAP rating in owner occupied stock	3.4.1 Use various publicity methods – (see raising awareness Key Aim 1 ) and target audiences eligible for various schemes	EST Advice Centre		No of measures and advice	Ongoing
	3.4.2 Liaise with other third sector and statutory sector agencies to promote schemes	HBC coordinator	All agencies	No of promotional activities	Ongoing
	3.4.3 Regularly update partners of schemes including publicity	HBC community development / EST Advice Centre	AW Steering Group	Partners increase referral rates	Ongoing
	3.4.4 Consider developing schemes which provide assistance for fuel rich households	HBC coordinator	Energy Projects Plus, neighbouring local authorities	Funding scheme set up	6 months

<b>Key Aim 4 : Maximise incomes and improve access to affordable fuel</b>					
<b>Outcome</b>	<b>Tasks</b>	<b>Lead agency</b>	<b>Key partners</b>	<b>Outputs</b>	<b>Timescales</b>
4.1 Opportunities to maximise household income are developed	4.1.1 Establish which agencies run benefit take up campaigns, and encourage partners keep each other informed about activities and campaigns (via central coordinator)	HBC Welfare Rights	RSLs CAB, Age Concern PCT, third sector agencies, Sure Start	Increased incomes	Ongoing
	4.1.3 Link with national campaigns including 'Keep Warm Keep Well'	HBC coordinator		Increased applications for energy grants	
	4.1.4 Train staff who provide benefits advice, the basics of affordable warmth, health impacts and the links between benefits and energy grants	HBC coordinator	Training provider		Start April 2011
	4.1.5 Look for external funding to support a larger campaign	HBC coordinator			Start April 2011
4.2 Access to affordable fuel is maximised for vulnerable households	4.2.1 Refer households to sources of known advice (Citizens' Advice Bureau, Age Concern)	HBC coordinator	HBC RSLs DWP CAB	No of Households accessing advice	Ongoing
	4.2.2 Access fuel debt training (eg from NEA) for advice providers	HBC coordinator	Training provider	No of staff trained	ongoing
	4.2.3 Produce proposal to Utility Trusts for service to advise customers on how to read meters and understand bills	HBC coordinator		Funding acquired for advisor	April 2013

<b>Key Aim 5 : Ensure coordination and monitoring of the strategy</b>					
<b>Outcome</b>	<b>Tasks</b>	<b>Lead agency</b>	<b>Key partners</b>	<b>Outputs</b>	<b>Timescale</b>
5.1 Affordable Warmth is linked into relevant strategic areas	5.1.1 Input into all relevant strategic areas to ensure affordable warmth is incorporated (eg Housing Strategy, Children's Strategy, Anti Poverty Strategy, Sustainability Strategy and Climate Change Strategy)	HBC	Energy Projects Plus (Domestic Energy Alliance)	Affordable warmth incorporated into all relevant strategies	Immediate and ongoing
	5.1.2 Ensure professionals in associated fields recognise and incorporate affordable warmth into their strategic plans eg NHS	AW Steering Group	NHS		
5.2 Opportunities to share and replicate best practice and provide value for money through joint working are identified	5.2.1 Liaise with other local authorities to share best practice and discuss opportunities for joint working	HBC	NW local authorities, Eplus NEA	X no meetings attended	Immediate and ongoing
	5.2.2 Attend joint meetings eg NEA NW Fuel Poverty Forum to exchange information	AW Steering Group			Ongoing

5.3 Affordable Warmth Strategy is monitored regularly to ensure it is effective and reviewed as necessary	5.3.1 Establish reporting mechanisms to record progress on tasks and outcomes achieved	AW Steering Group	All partners who are listed in the strategy	Up to date strategy	Review progress 6 monthly
	5.3.2 Review the strategy in the light of developments in fuel poverty at a local and national level	AW Steering Group			Ongoing

**Appendix 1 - List of workshop delegates**

Dave	Austin	Elected Member
Nicola	Bashford	Widnes and Runcorn Cancer Support Group
Joyce	Baxter	Halton Borough Council (Homeless and Housing Advice)
Paul	Berry	Riverside Housing Association
Susan	Beverley	HBC Older People Services
David	Bowie	Halton Borough Council (Social Care In Practice)
Eric	Britch	Halton & St Helens PCT (Diamond Life)
Phil	Brown	Halton Borough Council (Home Improvement & Independent Living Services)
Ruth	Campbell	Warm Front
Richard	Cobern	Liverpool Housing Trust
Chris	Durr	Community Warden Service
Noreen	Fallon	Plus Dane Housing
Rita	Furnival	Sure Start to Later Life
Oonagh	Gleave	Halton Borough Council (Community Extra Care)
Julia	Green	National Energy Action
Peter	Hallsworth	Halton Housing Trust
Pauline	Harrison	SHAP
Maxine	Henderson	Halton & St Helens PCT
Julie	Hopkins	Halton Borough Council (Welfare Rights)
Debbie	Houghton	Halton Borough Council (Corporate Policy)
Dawn	Kenwright	Age Concern
John	Lennon	Riverside Housing Association
Tina	Longworth	Halton Borough Council (Revenues and Benefits)
Lorna	Lucas	Runcorn Fire Station
Jacqui	Maguire	Halton Borough Council (Older People Services)
Mandi	McDonald	Sure Start to Later Life
Ruth	McDonogh	Halton Borough Council (Divisional Manager, Independent Living Services)
Eddie	Moss	HBC Older People Services
Lynne	Moss	HBC - Community Day Care
Julie	Obiro	Halton Borough Council (Community Extra Care)
Peter	Owen	Energy Projects Plus
Eileen	O'Meara	PCT
John	Patton	Halton Borough Council (Intermediate Care Services)
Deana	Perchard	Trading Standards
Linda	Redhead	Elected Member
Wendy	Salisbury	Halton Borough Council (Principal Environmental Health Officer)
Kerry	Smith	Halton Borough Council (Community Extra Care)
Joanne	Sutton	Halton Borough Council (Housing Strategy)
Teresa	Tierney	Halton Housing Trust
Suzanne	Toner	Sure Start to Later Life
John	Vinson	Energy Projects Plus
Claire	Williams	Halton Borough Council (Community Extra Care)
Jim	Yates	Halton Borough Council (Principal Executive Officer)

**REPORT TO:** Executive Board

**DATE:** 31<sup>st</sup> March 2011

**REPORTING OFFICER:** Strategic Director, Adults & Community

**SUBJECT:** NHS support for Social Care

**WARD(S)** Borough-wide

**1.0 PURPOSE OF THE REPORT**

1.1 To inform Executive Board of recent announcements about NHS support for Social Care.

**2.0 RECOMMENDATION: That:**

- i) **The report be noted;**
- ii) **On the basis of the National Guidance, Executive Board approve that the Adults and Communities Directorate enter into a partnership agreement with NHS Halton and St Helens on behalf of Halton Borough Council.**

**3.0 SUPPORTING INFORMATION**

3.1 On 5<sup>th</sup> October 2010, the Department of Health announced that an additional £70m would be allocated to PCTs for spending in 2010/2011 on services to promote better re-ablement services for patients upon discharge from hospital. The PCTs were requested to work in partnership with Local Authorities, community services and Acute Trust partners to develop plans on the best way to use this funding, to facilitate seamless care for patients on discharge from hospital and to prevent avoidable hospital readmissions. A proportion of the funding should be used to develop current re-ablement capacity in the community and the PCT was allocated £488,000 for Halton and St. Helens.

3.2 The PCT submitted proposals to the Strategic Health Authority and agreed to fund short term services to support winter pressures. The funding provided additional flexibility and capacity required to speed up supported discharge and provide necessary post discharge rehabilitation and re-ablement to more people. For Halton this funding provided additional Intermediate Care Beds and Community Re-ablement.

3.3 The spending review and 2011/12 NHS operating framework announced further funding to PCTs in financial years 2011/12 and

2012/13 to develop local reablement services in the context of the post discharge support plans submitted to the Strategic Health Authority this December. This funding totals £150m in 2011/12 and £300m in 2012/13, as well as savings from changes to National Hospital tariffs and is contained within recurrent PCT baseline allocations. A working group has been established by the PCT, which includes all partners to develop and the Executive Board will receive a further report during 2011 which outlines how this funding will be committed.

3.4 In addition, on the 4<sup>th</sup> January 2011, the Department of Health announced a further allocation of £162m to PCTs for immediate spending on social care services that benefit the NHS but which must be committed by 31<sup>st</sup> March 2011. This funding stream was focussed on a wider range of Local Authority funded social care services, and transferred to Local Authorities to invest in Social Care services to benefit health, and improve overall health gain. Transfers of funding are to be made via an agreement under Section 256 of the 2006 NHS Act. The allocation for Halton Council is £427,000. Due to the short notice on this allocation, a meeting was arranged by the PCT to agree spend for this financial year. The details of the agreed allocation of funding, are incorporated in the Partnership agreement.

3.5 The 2011/12 NHS operating framework also provided details of separate, non-recurrent PCT allocations for social care totalling £648m in 2011/12 and £622m in 2012/13. This funding which has been allocated to PCTs, and which they will need to transfer to Local Authorities to invest in social care services to benefit health, and to improve overall health gain. Transfers will need to be made via an agreement under section 256 of the 2006 NHS Act. The allocation for Halton is £1,709m 2011/12 and £1,645m 2012/13.

3.6 The governance arrangements for this allocation will remain with the PCT, however it is proposed this fund is managed through the established partnership board, the Executive Commissioning Board for Intermediate Care. The Intermediate Care Executive Commissioning Board reports to the Intermediate Care partnership Board and the Portfolio Holder for Health is the Chair of the Partnership Board.

3.7 The partnership agreement, including funding allocation, is attached at Appendix 1 and it is recommended that this be approved. The funding allocation is in line with the Department Of Health Criteria and Halton's Joint Strategic Needs Assessment.

#### 4.0 **POLICY IMPLICATIONS**

4.1 The proposals identified within the Partnership Agreement are in line with the existing Council and Partnership commissioning strategies.



5.0 **FINANCIAL IMPLICATIONS**

5.1 It is a priority for the Local Authority to ensure that there is an equitable allocation of funding for the residents of Halton, to facilitate maximum health gain. The governance arrangements need to be clear and transparent within a framework of an effective partnership.

6.0 **IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

6.1 **Children & Young People in Halton**

Children's transition will continue to be a priority.

6.2 **Employment, Learning & Skills in Halton**

Develop the skills of the staff teams to enhance their career prospects, and improve basic literacy and technological skills. The care sector is a key area of growth within the Halton economy over the next few years. Skills and learning programmes developed here will be used to strengthen the opportunities available to the whole health and social care sector.

6.3 **A Healthy Halton**

To improve the capacity, quality and range of social care services including short-term re-ablement ensuring that the services provided are relevant to the health, social care and cultural needs of the local population and support people to remain as independent as practicable through a rehabilitative and enabling approach to care delivery.

6.4 **A Safer Halton**

The additional funding available will support a safe and effective discharge from hospital for residents of Halton. Promote the protection and dignity of vulnerable adults through awareness raising, training for staff and participation in strategy meetings and investigations as appropriate.

6.5 **Halton's Urban Renewal**

None identified.

7.0 **RISK ANALYSIS**

7.1 Schemes will have exit strategies and a limited number of schemes will have to employ staff on fixed term contracts to avoid long term commitments to partners.

8.0 **EQUALITY AND DIVERSITY ISSUES**

8.1 No adverse impact and positively promotes social inclusion.

9.0 **LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF  
THE LOCAL GOVERNMENT ACT 1972**

None under the meaning of the Act

**Winter Pressures Funding, 2010. Halton. Total available £427k.**

On the 4<sup>th</sup> January 2011, the DOH announced a further allocation of £162m to PCTs for immediate spending on social care services that also benefit health.

This funding stream is focused on a broader range of LA funded social care services and must be transferred to LA to invest in social care services to benefit health, and to improve overall health gain.

Examples of the kinds of services that could be invested in are:

- Additional short-term residential care places, or respite and Intermediate Care
- More capacity for home care support, investment in equipment, adaptations and telecare
- Investment in crisis response teams and other preventative services to avoid unnecessary admissions to hospital; and
- Further investment in reablement services, to help people regain their independence and reduce the need for ongoing care.

**Funding proposals**

PROPOSAL	3 MONTH COST £	OUTCOMES
Implementation Of Telecare Team	35,000	Increase in the number of people supported by telecare. (full year additional 300 people) <ul style="list-style-type: none"> <li>• Reduction in admissions to hospital</li> <li>• Reduction in admissions to long term care</li> <li>• Reduction in hospital readmissions</li> <li>• Crisis intervention</li> <li>• Increase in the number of people supported at home.</li> </ul>
Telecare Equipment &	70,000	As above- additional technology to support people at home- in addition to

<b>PROPOSAL</b>	<b>3 MONTH COST £</b>	<b>OUTCOMES</b>
Training		existing range and availability Training will be available to all key frontline health and social care staff.
Equipment	40,000	Additional equipment budget to support Halton Integrated Community Equipment Service to continue to provide equipment responsive and timely.
DFG's/OT assessment	100,000	Additional adaptations and Occupational Therapist assessments, including stair lifts and minor adaptations.
Additional Short Term residential placements	50,000	Increase in the number of people we are able to support in short term placements. Approximately 10 placements.
Additional Social Worker x 2	20,000	Increase capacity in care management teams to enable a quicker response at times of increased demand.
Oakmeadow Intermediate and transitional Care- additional staff	30,000	To manage increased throughput and increased dependency of service users.
En Suite facilities- Intermediate Care Beds at Oakmeadow	48,000	Improve future facilities in Intermediate Care Beds
Additional Re-ablement Hours	30,000	Increase in the number of people supported.
Home Care night service	10,000	Increase in the availability of night-time support for people in their own homes.

PROPOSAL	3 MONTH COST £	OUTCOMES
Dignity Coordinator	7,000	To ensure continued quality improvement in relation to Dignity across the whole system.
<b>TOTAL</b>	<b>447,000</b>	

**Support for Social Care 2011/2012 and 2012/2013. Halton. Total available £1,709m/£1,645m.**

The 2011/12 NHS operating framework provided details on non-recurrent PCT allocations for social care, totalling £648m in 2011/2012 and £622m in 2012/13.

This funding stream is focused on a broader range of LA funded social care services and must be transferred to LA to invest in social care services to benefit health, and to improve overall health gain.

Examples of the kinds of services that could be invested in are:

- Additional short-term residential care places, or respite and Intermediate Care
- More capacity for home care support, investment in equipment, adaptations and telecare
- Investment in crisis response teams and other preventative services to avoid unnecessary admissions to hospital; and
- Further investment in reablement services, to help people regain their independence and reduce the need for ongoing care.
- Prevention services, including falls.

**Funding proposals**

PROPOSAL	12 MONTH COST	OUTCOMES
Implementation Of Telecare Team	140,000	Increase in the number of people supported by telecare. (full year additional 300 people) <ul style="list-style-type: none"> <li>• Reduction in admissions to hospital</li> <li>• Reduction in admissions to long term care</li> <li>• Reduction in hospital readmissions</li> <li>• Crisis intervention</li> <li>• Increase in the number of people supported at home.</li> </ul>
Telecare Equipment	30,000	As above- additional technology to support people at home- in

		addition to existing range and availability.
Quality/contracts support	25,000	To improve quality monitoring of all independent sector contracts including Nursing and residential homes.
Long Term Care Team	195,000	To improve the overall pathway and outcomes for people at risk of entering Long Term Care.
Equipment	52,000	Additional equipment budget to support Halton Integrated Community Equipment Service to continue to provide equipment responsive and timely.
DFG's/OT assessment	550,000	Adaptations partnership agreement with RSL's
Additional Short Term residential/non residential placements	400,000	Increase in the number of people we are able to support in short term placements. Approximately 20 placements. 2 year project
Specialist Palliative care social worker (PT)	20,000	To ensure specialist social work advice and support is available to service users with palliative care needs- 2 year pilot. Linked to Hospice/LTC team.
Enhanced Social Care Support in AEDs	40,000	1 WTE worker linked to Intermediate Care Services. 2 year project.
Autism pathway improvements	55,000	Additional capacity required to manage demand An increase in the number of people supported. 2 year project
Home Care night service	115,000	Increase in the availability of night-time support for people in their

		own homes- 2 year project.
Additional training for staff.	35,000	Embed prevention approach in frontline practice in line with personalisation agenda, e.g. telecare, Intermediate Care early intervention.
Dignity Coordinator	42,000	To ensure continued quality improvement in relation to Dignity across the whole system- 2 year project.
<b>TOTAL</b>	<b>1,709,000</b>	



**NHS HALTON & ST HELENS**

**AND**

**HALTON BOROUGH COUNCIL**

**2010 to 2013**

**PARTNERSHIP AGREEMENT**  
**February 2011**

**Relating to**

**Section 256 NHS Act 2006**  
**NHS Support for Social Care 2010/11 – 2012/13 in relation to Social Care related**  
**services purchased by the PCT from Halton Borough Council**

THIS AGREEMENT dated 1<sup>st</sup> day of February 2011

MADE BETWEEN the following parties:-

- (1) HALTON BOROUGH COUNCIL (HBC), MUNICIPAL BUILDING, KINGSWAY, WIDNES
- (2) NHS HALTON & ST HELENS (NHS H&StH), VICTORIA HOUSE, THE HOLLOWAY, RUNCORN.

1.

**DEFINITIONS**

- 1.1 "the 2006 Act" means the National Health Service Act 2006
- 1.2 "the Client" means a person who satisfies the requirements of the Eligibility Criteria and is a member of the Client group.
- 1.3 "the Client Group" means adults who have satisfied the Eligibility Criteria (as detailed in schedule 1) in respect of whom the Partners respectively have a statutory responsibility.
- 1.4 "the ECB" means the Intermediate Care Executive Commissioning Board whose constitution functions and rules of procedure are set out in Schedule 1 of this Agreement.
- 1.5 "a Financial Year" means a year commencing on 1st April and ending on the following 31st March
- 1.6 "HBC" means Halton Borough Council
- 1.7 "the host partner" means PCT who shall be responsible for the accounts and audit of the transfer of funding.
- 1.8 NHS H&StH means Halton and St Helens Primary Care Trust
- 1.9 "the Partners" means NHS H&StH and HBC (and "Partner" means either one of the Partners)
- 1.10 "the Partnership Arrangements" means the arrangements agreed by the Partners for the purposes of delivering the outcomes set out in this Agreement
- 1.12 "the Term" means the period beginning 1st January 2011 and ending 31st March 2013 subject to review as hereinafter set out

## **2 RECITALS**

- 2.1 Pursuant to Section 256 of the 2006 NHS Act, the host partner has agreed to transfer funding based on a range of services detailed in Appendix 1. The outcomes of the investment have been jointly agreed with both partners.
- 2.2 The objectives of the Partnership Arrangements is to focus on a broad range of local authority funded social care services and must be transferred to local authorities to invest in social care services to benefit health, and to improve overall health gain through closer working between the National Health Service and Local Government and which is pursuant to the obligations upon the Partners to cooperate with each other as referred to in section 27 of the 1999 Health Act.
- 2.3 The Partnership Arrangements have been established pursuant to Section 256 of the 2006 Act and pursuant to the Regulations
- 2.4 The decisions taken are expected to take into account the Joint Strategic Needs Assessment for the local population and existing commissioning plans for health & social care.
- 2.5 The provisions of this Agreement shall take effect on the 1st February 2011.

## **3 AIMS AND OUTCOMES OF THE PARTNERSHIP AGREEMENT**

- 3.1 Through the transfer of funds the Partners aim to:
  - 3.1.1 Provide more capacity for Telecare and investment in equipment and adaptations.
  - 3.1.2 Improve the overall pathway and outcomes for people at risk of entering long term care.
  - 3.1.3 Increase the capacity to support short term residential and non residential placements.
  - 3.1.4 Ensure continued quality improvement in relation to Dignity and Specialist Palliative care across all client groups.
  - 3.1.5 Increase capacity to improve Autism Pathways.
- 3.2 The proposed outcomes of the Partnership Arrangements and it's activity are:

- 3.2.1 Reduction of admissions to hospital and long term care.
- 3.2.2 Reduction in hospital readmissions.
- 3.2.3 Reduce the need for ongoing care.
- 3.2.4 Support more people at home.
- 3.2.5 Improve integrated working between health and social care.

#### **4 GOVERNANCE**

- 4.1 Each Partner will retain statutory responsibility for their respective functions carried out in relation to the Section 256 and services purchased by the PCT as social care in nature.
- 4.2 The Partners will use the established Executive Commissioning Board (ECB) for Intermediate Care Services to monitor the spend and outcomes achieved from the allocation of this funding, and to report to established bodies:
  - Adults & Community Senior Management Team, Halton Borough Council
  - PCT Management Executive Team, NHS Halton & St Helens
  - Executive Bodies of the PCT and Council

Schedule 1 details the Role, Function and Constitution of the Executive Commissioning Board

- 4.3 Governance arrangements have been agreed between the Partners to address the issues of clinical governance, public accountability and probity as well as satisfy HBC and NHS H&StH Standing Orders and Standing Financial Instructions. The ECB will discharge these duties on behalf of the Partners and report to the Executive Boards of the respective Partners.
- 4.4 The ECB will have overall responsibility for the performance monitoring of the transferred funds.

#### **5 TRANSFER OF FUNDING AUDIT AND MONITORING ARRANGEMENTS**

- 5.1 The Principal Finance Officer – Financial Management (HBC) will ensure the Operational Director – Prevention & Commissioning (HBC) receives a retrospective bi-monthly Budget statement.
- 5.2 Operational Director – Prevention & Commissioning (HBC) will scrutinize the bi-monthly Budget statement, investigate discrepancies and prepare a summary report for the ECB on a bi-monthly basis
- 5.3 Procurement of, and payment for, all services and goods from transferred funds will be undertaken using HBC Agresso financial system
- 5.4 HBC will prepare an end of year financial statement detailing all financial activity of the transferred funds. This will be presented to the ECB and the Partners by the Operational Director – Prevention & Assessment (HBC).

## **6 DURATION AND TERMINATION OF THE PARTNERSHIP AGREEMENT**

- 6.1 This agreement will commence on 1st February 2011 and terminate on 31st March 2013.
- 6.2 The agreement will be subject to annual review to determine the amount of funds for transfer.

## **7 REVIEW**

- 7.1 The ECB will review this agreement annually and report on progress to the Partners in March of each year of the agreement.

## **8 DISPUTES**

- 8.1 The Partners will act together in good faith to resolve any dispute that may arise under this agreement. If the parties are unable to resolve a dispute such dispute will be referred to either the Strategic Health Authority or the Regional Government Office who shall nominate an arbitrator who shall either adjudicate on the point at issue or will direct the parties as to the method of dispute resolution

## **9 CONTRACT (RIGHTS OF THIRD PARTIES) ACT 1999**

- 9.1 Unless the right of enforcement is expressly provided, it is not intended that a third party should have the right to enforce a provision of this agreement pursuant to the Contract (Rights of Third Parties) Act 1999
- 9.2 The parties may, by agreement, rescind or vary this agreement without the consent of a third party to whom the right of enforcement of any of its terms has been expressly provided

## **10 RISK MANAGEMENT**

- 10.1 Each of the Partners shall assume responsibility for their own liability for all claims within their own sphere of influence and arising from this agreement including clinical negligence, Professional indemnity, Employers and Public Liability, income tax, national Insurance, VAT or other taxation liabilities however arising. This assumption of liability also applies to existing contracts operated by the Partners and any liability arising there from. The Partners hereby each individually indemnify each other from any liability arising from this agreement. All new contracts awarded by HBC or NHS H&StH on behalf of the Partners will require that the contractor (private or voluntary organisation) will provide their own indemnity insurance. Neither Partner will accept any claims from the other Partner which relates to the period prior to the commencement of this agreement

## **11 DATA PROTECTION**

The Partners acknowledge their respective obligations under the Data Protection Act 1998, Freedom of Information Act 2000 and the Environment Information Regulations 2000.

## **SCHEDULE 1**

### **Role, Function and Constitution of the Executive Commissioning Board**

- S3.1. To develop and make recommendations to the Partnership Board on the strategic, commissioning and operational direction of Intermediate Care Gold standard in Halton.
- S3.2. To be responsible for oversight of the management, monitoring and use of the Pooled Fund by the Pool Manager through monthly reports, and report to the Partnership Board and Partners in all matters relating to the Pooled Fund.
- S3.3 To be responsible for the monitoring contractual relationships with service providers financed by the Pooled Fund through the implementation of a performance management framework and report to the Partnership Board in all matters relating to such monitoring.
- S3.4. To be responsible for overseeing the implementation of the decisions of the Partnership Board
- S3.5. To implement the commissioning of Intermediate Care services for the Borough of Halton

- S3.6. To do detailed planning work on behalf of the Partnership Board.
- S3.7. To prepare detailed planning proposals for Intermediate Care Gold standard services and present to the Partnership Board for discussion and approval
- S3.8. To consider bids for projects from the Partnership Board, and to report such initiatives to the Partnership Board for information
- S3.9. To analyse government policies, local and national research and audit and national information relating to Intermediate Care Services and to present such information to the Partnership Board for the purposes of the development and commissioning of Intermediate Care Services in Halton. This will include sources of any available funding.
- S3.10. Meetings of the ECB shall be held monthly and will be quorate when at least two members from the NHS H&StH and two members from HBC (with voting rights) shall be in attendance
- S3.11 The membership of the ECB shall comprise the following:

NHS H&StH - three representatives including Director of Health and Social Care (or nominated representative), Director of Finance and Resources (or nominated representative), Head of Older Peoples Services (Joint Chair)
HBC – three representatives Operational Director Older People and Adults with Physical and Sensory Disabilities (or nominated representative) Divisional Manager Intermediate Care (Joint Chair) Divisional Manager Finance and Support Services (or nominated deputy)
Joint Commissioning Manager, Older People, Pool Manager and S.151 Officer of HBC or representative (do not have voting rights)
Professional Leads for Nursing (NHS H&StH employee), Social Care (HBC employee) and Therapy (Warrington & Halton Foundation Trust), Intermediate Care Lead (HBC) (do not have voting rights)

- S3.12. All members of the ECB shall have one vote except the S.151 officer, the Pool Manager, the Joint Commissioning Manager, Older People and the Professional Leads.

S3.13. Any decisions taken by the ECB will require a majority vote unless otherwise agreed by the Partners

S3.14 The ECB may co-opt non-voting members for the purposes of providing expertise to the ECB in relevant matters.

DRAFT



**Signed on behalf of:**

**HALTON & ST HELENS PRIMARY CARE TRUST**

..... (signature)

..... (print name)

..... (position)

..... (date)

**(duly authorised in that behalf)**

**SIGNED on behalf of**

**HALTON BOROUGH COUNCIL**

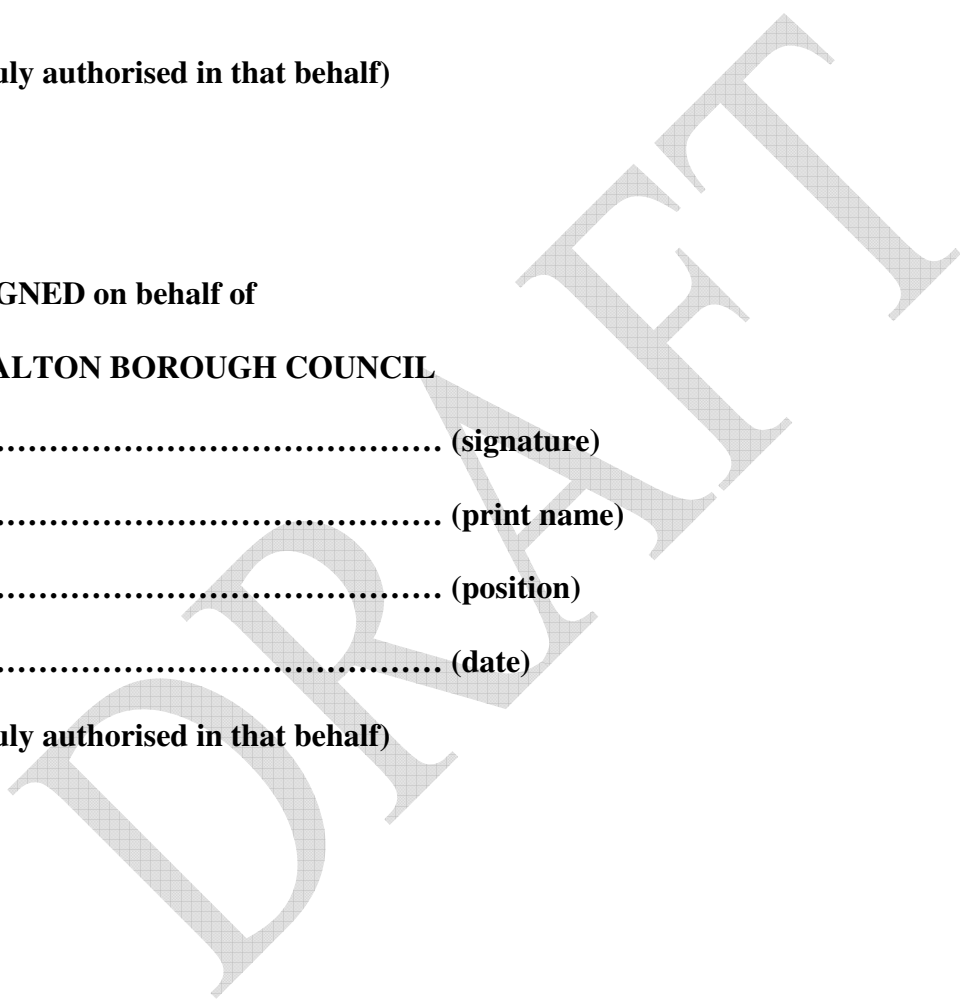
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..... (date)

**(duly authorised in that behalf)**



**Appendix 1****Winter Pressures Funding, 2010. Halton. Total available £427k.**

On the 4<sup>th</sup> January 2011, the DOH announced a further allocation of £162m to PCTs for immediate spending on social care services that also benefit health. This funding stream is focused on a broader range of LA funded social care services and must be transferred to LA to invest in social care services to benefit health, and to improve overall health gain.

Examples of the kinds of services that could be invested in are:

- Additional short-term residential care places, or respite and Intermediate Care
- More capacity for home care support, investment in equipment, adaptations and telecare
- Investment in crisis response teams and other preventative services to avoid unnecessary admissions to hospital; and
- Further investment in reablement services, to help people regain their independence and reduce the need for ongoing care.

**Funding proposals**

<b>PROPOSAL</b>	<b>3 MONTH COST</b>	<b>OUTCOMES</b>
Implementation Of Telecare Team	£35,000	Increase in the number of people supported by telecare. (full year additional 300 people) <ul style="list-style-type: none"> <li>• Reduction in admissions to hospital</li> <li>• Reduction in admissions to long term care</li> <li>• Reduction in hospital readmissions</li> <li>• Crisis intervention</li> <li>• Increase in the number of people supported at home.</li> </ul>
Telecare Equipment & Training	£70,000	As above- additional technology to support people at home- in addition to existing range and availability Training will be available to all key frontline health and social care staff.
Equipment	£40,000	Additional equipment budget to support Halton Integrated Community Equipment Service to continue to provide equipment responsive and timely.
DFG's/OT assessment	£100,000	Additional adaptations and Occupational Therapist assessments, including stair lifts and minor adaptations.

<b>PROPOSAL</b>	<b>3 MONTH COST</b>	<b>OUTCOMES</b>
Additional Short Term residential placements	£50,000	Increase in the number of people we are able to support in short term placements. Approximately 10 placements.
Additional Social Worker x 2	£20,000	Increase capacity in care management teams to enable a quicker response at times of increased demand.
Oakmeadow Intermediate and transitional Care-additional staff	£30,000	To manage increased throughput and increased dependency of service users.
En Suite facilities-Intermediate Care Beds at Oakmeadow	£48,000	Improve future facilities in Intermediate Care Beds
Additional Re-ablement Hours	£30,000	Increase in the number of people supported.
Home Care night service	£10,000	Increase in the availability of night-time support for people in their own homes.
Dignity Coordinator	£7,000	To ensure continued quality improvement in relation to Dignity across the whole system.
<b>TOTAL</b>	<b>£447,000</b>	

**Support for Social Care 2011/2012 and 2012/2013. Halton. Total available £1,709m/£1,645m.**

The 2011/12 NHS operating framework provided details on non-recurrent PCT allocations for social care, totalling £648m in 2011/2012 and £622m in 2012/13.

This funding stream is focused on a broader range of LA funded social care services and must be transferred to LA to invest in social care services to benefit health, and to improve overall health gain.

Examples of the kinds of services that could be invested in are:

- Additional short-term residential care places, or respite and Intermediate Care
- More capacity for home care support, investment in equipment, adaptations and telecare
- Investment in crisis response teams and other preventative services to avoid unnecessary admissions to hospital; and
- Further investment in reablement services, to help people regain their independence and reduce the need for ongoing care.
- Prevention services, including falls.

**Funding proposals**

<b>PROPOSAL</b>	<b>12 MONTH COST</b>	<b>OUTCOMES</b>
Implementation Of Telecare Team	£140,000	Increase in the number of people supported by telecare. (full year additional 300 people) <ul style="list-style-type: none"> <li>• Reduction in admissions to hospital</li> <li>• Reduction in admissions to long term care</li> <li>• Reduction in hospital readmissions</li> <li>• Crisis intervention</li> <li>• Increase in the number of people supported at home.</li> </ul>
Telecare Equipment	£30,000	As above- additional technology to support people at home- in addition to existing range and availability.
Quality/contracts support	£25,000	To improve quality monitoring of all independent sector contracts including Nursing and residential homes.
Long Term Care Team	£195,000	To improve the overall pathway and outcomes for people at risk of entering Long Term Care.
Equipment	£52,000	Additional equipment budget to support Halton Integrated Community Equipment Service to continue to provide equipment responsive and

		timely.
DFG's/OT assessment	£550,000	Adaptations partnership agreement with RSL's
Additional Short Term residential/non residential placements	£400,000	Increase in the number of people we are able to support in short term placements. Approximately 20 placements. 2 year project
Specialist Palliative care social worker (PT)	£20,000	To ensure specialist social work advice and support is available to service users with palliative care needs- 2 year pilot. Linked to Hospice/LTC team.
Enhanced Social Care Support in AEDs	£40,000	1 WTE worker linked to Intermediate Care Services. 2 year project.
Autism pathway improvements	£55,000	Additional capacity required to manage demand An increase in the number of people supported. 2 year project
Home Care night service	£115,000	Increase in the availability of night-time support for people in their own homes- 2 year project.
Additional training for staff.	£35,000	Embed prevention approach in frontline practice in line with personalisation agenda, e.g. telecare, Intermediate Care early intervention.
Dignity Coordinator	£42,000	To ensure continued quality improvement in relation to Dignity across the whole system- 2 year project.
<b>TOTAL</b>	<b>£1,709,000</b>	

**REPORT TO:** Executive Board

**DATE:** 31<sup>st</sup> March 2011

**REPORTING OFFICER:** Strategic Director, Adults and Community.

**SUBJECT:** Outcome of the consultation to modernise and integrate day services and opportunities for all adults.

**WARDS:** All

## **1.0 PURPOSE OF REPORT**

1.1 To inform Executive Board of the outcome of the consultation, in relation to the modernisation and integration of day services and opportunities for all adults.

## **2.0 RECOMMENDATION**

**That members of Executive Board:**

- (1) Note the contents of the report;**
- (2) Give approval to implement the proposals as outlined in section 6.0**

## **3.0 SUPPORTING INFORMATION**

### **3.1 Background**

A report was presented to Executive Board on the 13<sup>th</sup> January 2011, which outlined the key issues and development plan for the modernisation and redesign of Day Opportunities for Older People and Adults, and to seek approval to begin formal consultation with key stakeholders, on the future provision of services, with a focus on:

- Integration of Sure Start To Later Life and Community Bridgebuilders to provide a single access point to all day opportunities and Early Intervention services- providing a service for all adults.
- Decommission Older People's Community Day Services, in it's current format, (Ditton community centre, Trinity Church, Southlands Court, Chapelfields Community Centre, and Victoria Court) and further develop alternative day opportunities within the community, ensuring these are utilised more effectively

across all client groups

- De-commission Pingot and the service be delivered in its entirety from within the community as the “Hub and Spoke” model.
- Oakmeadow day centre- to develop as an alternative enablement model, integrated with Adult Day Service as a Community Resource Model.

#### 4.0 **Consultation**

#### 4.1 **Sure Start To Later Life and Community Bridge Builders Staffing Teams**

##### 4.1.1 **Staff Group**

As the main group affected were staff the consultation for this service has focussed on the staff group. Regular meetings with staff have been ongoing since January 2011. Overall the staff group are extremely positive and support the overall proposed changes to services. The staff are supportive of the proposed integration of these two services, and can see the many benefits of this approach.

#### 4.2 **Older People Community Day Services**

##### 4.2.1 **Staff group**

Regular meetings with staff have been ongoing since January 2011 including frequent individual sessions and meetings with the full staff team, Unions and HR. The staff group have worked in the service for 20 years or more, and find the process of change challenging, however there is an understanding of the need to modernise services and the benefits of this new approach to service users. Work is ongoing to ensure that there are no compulsory redundancies.

##### 4.2.2 **Service Users and Carers**

A schedule of carers' and service users consultation has been completed by the Commissioning Manager for Older people's services and Senior Day service officers. The consultation comprised of a series of visits and telephone calls with a questionnaire. It is clear from the results received that the Community Day Centres offer a vital role in the lives of the people who attend them. However, during the consultation, it was clear that the aspects of the service that were important to people could be maintained and improved within the new service model, 81% of service users said that they enjoyed the social activity and friendships most.

“I don’t have any friends apart from the people here”. There were three overarching positive elements that came out of the consultation, people attending liked:

- The meals provided
- The social interaction and the friendship
- The transport to get them to the venue, in almost every case people stated that without this they would be unable to attend.

When asked what could be improved in the future, users said:

“ It would be nice if more people came to the groups”

“Could there be more activities”

The service users were also asked to suggest possible activities they would like to get involved in, these included:

- Day trips
- Shopping
- Meeting new people
- Games
- Cinema
- Go to the pub
- Go to Norton Priory

The outcome of this consultation is clear in relation to what is important for people who use the day services, they would like to maintain the activities and friendship groups, but also there is a clear message that they would like to see these expanded to a wider range of activities and wider friendship groups. Most importantly support for them to get out of the house and to stay active.

This view was supported by the responses made by carers and families to the series of questionnaires and interviews undertaken as part of the consultation process.

***“[The service]...gives mum the chance to mix with others she’s 90 and lives on her own and our visits to her are restricted due to having a caring role with our grandchildren, whom we take to see mum when we can”.***

***“Everything is going well at the moment with no complaints, I think eventually mum will have to go in to a home”.***



***“[The service]...is hugely important as it enables mum to get out of the house and she is able to socialise, enjoys the hot meal provided and even looks forward to having a chat to the transport drivers who are exceptionally kind to her”.***

***“The more mum does the better, as long as it doesn’t tire her”***

***“Mum needs to be stimulated at her age and this gives her a boost”***

4.2.3 The proposed future model will ensure that the current venues are maintained, and the access to other opportunities, activities and friendships is explored. Further work will be required to develop this alternative approach, whilst continuing to support the current service user group. This includes:

1. Continue all of the day centres (within the current locations) using the existing volunteers and initial support from the voluntary sector (Age UK) and Sure Start To Later Life.
2. Ensure transport continues to be provided.
3. Each person currently accessing the service is reviewed at three months and six months to ensure that their needs are being met.

#### 4.3 **Oakmeadow Day Centre**

Currently 21 people attend Oak Meadow for Day care. All service users have differing levels of needs. All service users and their carers were contacted, and invited to be involved in the consultation. All the people contacted were complementary about the service, and supportive of the service continuing to be provided.

All service users interviewed stated that they enjoy attending Oak Meadow, and their carers valued the support the service offered to them to continue in their caring role.

The majority of people interviewed felt that the activities currently provided are limited and repetitive.

The Service users and carers interviewed were supportive of the new developments in Oakmeadow and the opportunity to be supported to undertake and or/ access a range of activities to meet their individual needs.

#### 4.4 **Pingot**

##### 4.4.1 **Staff Group**

Regular meetings, supervisions and briefing sessions have taken place with staff. As Day Services staff regularly rotates to community

venues the decommissioning of Pingot has been largely viewed as the logical conclusion to the modernisation process. In addition, staff felt that the service continues to improve and that the move away from Pingot represents progress.

#### 4.4.2 **Service Users and Carers**

Individual visits to the homes of all users and carers were undertaken and all carers have been interviewed. The overwhelming majority of people have been positive about the changes.

The specialist independent consultation session held on Tuesday 22<sup>nd</sup> February with Halton Speak Out was equally overwhelmingly positive for the continuation and expansion of community based services and the relinquishing of Pingot as a venue. 15 of PMLD Service Users affected by the closure of Pingot attended. 13 of the attendees put smiley faces on community venues and only 2 added smiley faces on Pingot.

Carers comments have included:

***“It took us a long time to get used to moving out into the community but we can see it is better for x than we thought”***

***“There is more going on than ever and x loves working in the hairdresser. It has changed her. She is beaming”***

***“I am glad the chickens are back x missed working with them. I don’t think she minds leaving Pingot at all, nothing was going on there anyway.***

4.4.3 All carers have been seen individually and as part of the Quality Improvement Team Inspections and tours regularly run by the service for carers.

4.4.4 The reaction to the final move from Pingot has been positive. It is recognised that for a very small minority of people that the transition will be challenging, however staff are committed to working with these people to support them.

#### 4.5 **Consultation with Councillors**

4.5.1 A report was presented at the Health Policy and Performance Board on the 8<sup>th</sup> March 2011 and the Board were very supportive of the proposals.

4.5.2 There have been ongoing discussions with the Portfolio Holder, Chair and deputy Chair of the Health PPB, during this consultation period

#### 4.6 **Consultation with Interested Bodies and Individuals**

4.6.1 Meetings have taken place with representatives of the trade unions and Human Resources. Every effort is being made to ensure there are no compulsory redundancies as a result of these changes.

4.6.2 In addition the following groups have been consulted on Older People's Community Day Services, Pingot and Oakmeadow Dementia Day Care:

- Halton Disability Partnerships
- Adult Learning Disabilities Local Implementation Team
- Carers Centre Officers
- Halton Autistic Family Support Group
- Older People's Local Implementation Team
- Halton Speak Out
- Physical and Sensory Disabilities
- Older People Widnes and Older People Runcorn
- ALD Care Managers
- Transport

4.6.3 The Older People's Local Implementation Team (LIT) has been consulted and is very positive in relation to the proposed improvements for community support and day opportunities for Older People.  
The Older People's LIT support the proposals.

### 5.0 **KEY ISSUES**

#### 5.1 **Promoting Independence**

The modernisation of day services has previously demonstrably increased the confidence of many service users and provided activities that are more meaningful with many experiencing work and employment opportunities. The implementation of these proposals will ensure these opportunities are available for all adults including Older People.

#### 5.2 **Accessible Environment**

By using community facilities issues of accessibility have previously been identified and reported on. Longer term, any improvements in the accessible environment as a result of this initiative will bring benefits to the wider community.

#### 5.3 **Personalisation**

This initiative will give some people, previously dependent on traditional services, the confidence to participate in the

personalisation agenda and to exercise greater choice in how they spend their time.

#### 5.4 **Pingot Day Centre**

If it is recommended, following the consultation, that day services continue to be provided in satellite units in the community and promote inclusive services. The Council will need to consider the future use of Pingot Day Centre.

#### 5.5 **Older People's Community Day Services**

Service users will continue to receive a service from the venues they have become accustomed to. The move to involve 3<sup>rd</sup> sector support for the provision will open up opportunities to greater community involvement.

#### 5.6 **Oakmeadow**

Service users will continue to receive respite services in alternative residential homes, the provision of Dementia Day Services and Intermediate Care will be improved with a greater focus on activities/reablement and community involvement.

The development of a Business Plan, (Appendix 1) for Oakmeadow is a proposal that will deliver a new service with a more intensive approach to re-ablement, employment opportunities and integrated services. Staff groups from OP services and ALD services will merge to provide this business model and a more universal service across Halton's community in general. The model will, fulfil the objectives of the new strategic thinking, deliver outcomes that are inclusive and promote independence, significantly contribute to the reduction of cost and set the services on a path of modernisation. In addition the changes will:

- Refocus on re-ablement and integrated provision to improve service user outcomes.
- Crisis response would be more focussed around demand with 18 Intermediate Care Beds, which can be further developed more appropriately with support from the RARS team.
- Continue to deliver better quality dementia day care across a wider range of service users.
- Continue to support the 1 long-term service user at Oakmeadow.

#### 5.7 **Sure Start To Later Life/Community Bridgebuilders**

The service will continue to be delivered, with a renewed focus on the provision of equitable services across all adult groups.

## 6.0 PROPOSALS

1. **To integrate the staffing groups for Sure Start To Later Life and Community Bridge Building Service.**
2. **To de-commission Older Peoples Day Services within the current format and work in partnership with the Third Sector.**
3. **Redesign the current provision of Day Care within Oakmeadow, and implement the Business Plan for Oakmeadow Community Resource Centre.**
4. **To de-commission Pingot Day Centre as a base for the delivery of Day Services.**

## 7.0 FINANCE

7.1 Combining provision across all service areas, where appropriate will deliver efficiencies particularly with the decommissioning of Community Day Services in its current format, and changes at Oakmeadow.

7.2 To implement the business plan for Oakmeadow there will be a requirement to undertake some refurbishment, including:

- Refurbishment of residential beds with the additions of en suites
- Development of office spaces to accommodate a minimum of 5 external fee paying providers
- Redevelopment of current day care space to accommodate a commercial on site café.

The total cost is estimated at £100,000. £48,000 has been identified from Health funding, to support social care services. The additional funding will be allocated from the social services capital allocation.

## 8.0 POLICY IMPLICATIONS

8.1 Policies and procedures have been amended and continue to be amended as appropriate to provide services within the community.

## 9.0 RISK ANALYSIS

9.1 Not all stakeholders will support the modernisation plan. However, the process of consultation has enabled them to express their concerns and for these to be addressed.

**10.0 EQUALITY AND DIVERSITY ISSUES**

10.1 The modernisation of day services will enable people to be more actively involved in community activities and will promote independence and confidence. Longer-term, these developments will help some users to participate fully in mainstream services bringing benefits for them and the wider community.

10.2 Any improvements in accessibility of the environment achieved as a result of this initiative will benefit the wider community now and in the future.

**11.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

<b>Document</b>	<b>Place of Inspection</b>	<b>Contact Officer</b>
Modernisation and integration of Day Services and opportunities for all Adults. Executive Board Report 13/01/11	Municipal Building Widnes	Strategic Director Adults & Community



# Business Plan 2011- 2013



**Oakmeadow Community  
Resource Centre**

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## Section 1 National and Local Context

### 1.1 Introduction

This document aims to clearly define four elements for the future development of Oakmeadow Community Resource Centre. The document will play an important role in informing decision makers about the positive impact that the changes will have and how they fit within existing strategic plans. The four elements of the report are:

- What we currently offer at Oakmeadow
- Why is there a need to change
- What are the proposed changes
- What model will be used to deliver the redesign

It is important to point out that any proposed changes will need to improve community access and fit within the ethos of the building as well as local strategic objectives.

### 1.2 National Context

There has been a significant and growing emphasis, in recent national strategy reports, on the need to change the way adult social care services are delivered in response to the demographic challenge of an ageing population, and on the need for a whole system response built around personalised services with increased emphasis on prevention, early intervention and enablement.

The change in the structure of the population presents a significant challenge to health and social care services. Life expectancy has increased considerably with a doubling of the number of older people since 1931.

A number of recent reports have demonstrated that the cost to the public purse is greater when services are focussed on intensive interventions to manage complex health and social care needs, and that it is cost effective to shift the focus to prevention and the promotion of good health, supporting people in the community and reducing reliance on residential and acute hospital care.

'Our health, our care, our say,' (Department of Health, 2006) outlined the reform needed in both social and health care services to respond to the demographic challenge and rising expectations in the population. 'High quality care for all', the Darzi report (2008), building on the direction set in the White Paper highlighted the need to improve prevention, deliver services as locally as possible, and deliver patient choice and personalisation. Putting People First (Department of Health, 2007) and Transforming Social Care (Department of Health, 2008) have provided clear direction for the required transformation of social care and have made it clear that the new adult care system requires a collaborative approach with a broad range of partners to redesign local systems around the needs of citizens.

This direction of travel for health and social care services has been restated more recently with an increased emphasis on local government and health services enabling local communities to become more involved in decision making around their communities, health and well being.

The social care white paper (A Vision for Adult Social Care 2010) , the health service white paper (Equity and Excellence: Liberating the NHS 2010) and the public health white paper (Healthy Lives, Healthy People 2010) all seek to ensure that local people and communities are both involved in the delivery and development of local services and can expect that the respective agencies work collaboratively with them to gain the best outcomes in terms of health, well being and building strong communities.

The transformation agenda aims to bind together local government, primary care, community based health provision, public health, social care, and the wider issues of housing, employment, benefits advice, education, training and community safety The local approach should therefore utilise all relevant community resources especially the voluntary sector so that prevention and enablement become the norm, supporting people to remain in their own homes for as long as possible whilst ensuring addressing issues of poverty, loneliness and isolation are a priority area for action.

### 1.3 Local Context

#### Demographic Factors

Population projections for people over 65 for Halton from 2010 – 2030 are shown in the table below along with the projections for limiting long-term illness.

**Table 1: Population and Long-Term Illness Projections**

<b>Total population 65 and over</b>					
	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Halton</b>	17,300	20,200	22,700	25,100	27,600
<b>Total population aged 65 and with a limiting long-term illness</b>					
	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Halton</b>	9,585	11,143	12,527	13,972	15,409

*Source: Projecting Older People Population Information*

As can be seen, the forecast is that that there will be a very significant growth in the population of older people in the borough between 2010 and 2030 with an increase in the number of people over 65 in Halton of 60% compared to a national average increase of 53%. This is anticipated to be accompanied by a corresponding increase in limiting long-term illness, for people in this age range, of 61%, the national average increase being forecast to be 55%.

Without further development of prevention and early intervention measures the increased numbers of older people, many with limiting long-term illnesses will be likely to significantly increase the local demand for residential and acute hospital care. The increase in the number of older people and in the number of people with long term conditions will put additional pressure on

carers. This pressure will be experienced particularly by older carers as over the same period the available pool of younger carers will be shrinking as the population of people aged 18-64 is forecast to reduce by 4.3%.

Nationally the number of adults with learning disabilities is around 2% of the population and it is estimated that around 20% of these people are known to social care. The remaining 80% have mild/moderate learning disabilities and may not be known to services needing little support beyond their own families, friends and social networks. Projections by the Centre for Disability Research (2008) suggest that more people with mild to moderate learning disability will become known to and start using services and it is anticipated that by 2018 the number of people accessing services will increase by 50%. Thus it is crucial to provide information about and access to a range of preventative or early intervention services to ensure that existing informal support networks can continue.

#### **1.4 The Case For Change**

The client profile in care homes has changed over the past couple of years, with a corresponding change in the provision of residential care. In Halton we have a number of independent sector residential homes providing a range of service options to older people. There continues to be a number of vacancies within this sector, indicating an over provision of residential care in Halton.

Oak Meadow has undergone a number of change programmes over the past 10 years in line with the changing landscape of Health and Social Care services, however the overall focus has been on change of use of the residential beds, i.e. from long term provision to a short-term enablement approach, respite and short term dementia placements.

It is clear that as the modernisation programme for adult social care has developed over the past couple of years, the need for this model of service has reduced and this has been evidenced by:

- An overall occupancy rate of 50% across the building. The current Intermediate Care beds have an occupancy rate of 93%
- The number of people transferred direct to long term care from the non-Intermediate Care beds has increased suggesting these beds have acted as a further, potentially unnecessary, step in the final placement destination
- Excessively high unit costs, (due to under occupancy) which in the current economic climate are not sustainable.
- Increasing number of community social care options being made available as alternatives to residential options.

Improvements and an increase in investment in Intermediate Care, has resulted in people being referred, more appropriately, to these services (Including the Intermediate Care Beds at Oakmeadow).

The current residential service model delivers:

- 13 permanent Intermediate care beds
- 5 Short Stay Dementia Beds
- 18 Transitional/respice beds

In addition there is 1 long term service users, who has resided at Oak meadow for a number of years.

The Day service has approximately 50 service users and operates over 5 days a week. This is mainly focussed around providing a service for Older People with Dementia within a framework of a traditional model of day care. The people who attend are involved in a number of activities, including arts and crafts, bingo etc, and are provided with a hot meal. However, there are currently no opportunities to develop a more personalised approach, with meaningful activities and a focus on re-ablement and skill development.

In considering the future of Oakmeadow the department has an opportunity to realise a more coherent, socially relevant model of care combining the principles of choice, opportunity, integrated and inclusive services. This business plan will look to develop a new service, to deliver a more intensive approach to re-ablement, employment opportunities and integrated services as well as supporting a more proactive role for the centre within the local community.

This will include:

- Closure of the existing short term residential beds including Dementia, transitional and respice (13 beds)
- An increase in the number of Intermediate care beds from 13 to 18
- Continue to provide a home for the existing long term service user.
- Development of an integrated model of activity provision across day care and the intermediate care beds
- Development of the model of dementia day care provision
- Development of a community resource model, focussed on employment, meaningful activities for people with learning difficulties
- Inclusion of the voluntary sector, to enhance the opportunities within this overall model of provision.

The proposals made in this submission will bring the disparate elements of rehabilitation, leisure, volunteering and dementia services together into a coherent social inclusion model. With the involvement of external providers as a central and physical presence, the introduction of 'real-world' commercial cottage industries and a pan disability service using motivated and skilled staff the Directorate will rejuvenate dementia and day care services and allow a more spontaneous and energised environment. The benefits of a diverse central hub will apply to all those involved including people using the intermediate care beds and those across the wider community.

## Section 2 Service Delivery and Development

### 2.1 Community Resource Model

By closing the existing service and opening up the space to other community groups and services, Oakmeadow has the potential to develop a new community resource model, which can be self-financing. With a combination of rent paying outside providers and the inclusion of a café, commercial use of the excellent kitchen, Day Room rental and even the potential development of a laundry service, the centre could be positioned to make the most of a captive audience and its geographical location, sited as it is at the end of the main Widnes central business district.

The model will, in one pass, fulfil the objectives of the new strategic thinking, deliver outcomes that are inclusive, promote independence, significantly contribute to the reduction of cost and set the services on a path of modernisation. There will also be an undertaking that all new activity and changes that take place will ensure that they are open and relevant to all residents of Oakmeadow. It is important that this remains as a valued ethos for now and all future developments within the centre. The planned services are:

- The Oaky Cokey Café. Based on the café services currently provided by ALD services and the estimated footfall over a seven-day week prudent forecasts would suggest an average monthly profit of between £700 and £1,000. Significantly it will also provide work experience for up to a dozen or more service users and can be supported by a cross section of staff from OP and ALD services.
- The Lilly Laundry Service is a little more difficult to forecast but based on high street charges and the minimum service wash for Country Garden Catering an estimate of £5,000 per annum is reasonable and certainly prudent. What opportunities there are to extend the service to other areas and departments of the council need to be explored but it wouldn't take much of a volume increase to significantly raise revenue. Most importantly the machinery in Oakmeadow is industrial, good quality and relatively new thus removing the need for costly initial start up expenditure.
- **Room Rental** by key voluntary groups
  - ✚ Age UK
  - ✚ The Alzheimer's society
  - ✚ British Red Cross
  - ✚ St Helens Advocacy Project
  - ✚ Together working for well being (IMCA provider)

The involvement of the 3<sup>rd</sup> sector and their very physical presence in the remodelled service adds a dimension of partnership and cooperation that is not fully in evidence currently. It is hoped that this proximity working will

hugely improve corporate working relationships and raise the standards of the services on offer. Certainly it should be easier to synchronise strategies and assess general progress.

- **Communal meeting room**, this is free to use for the organisations based in the building, but would incur a charge if outside agencies use it. Proposed charge for room £7.50 per hour.
- **Current Day room.**

The space could be used for a number of community and voluntary sector activities that are either currently being delivered elsewhere in the borough or that are new activities.

It is important that the activities link into the purpose of the building and that all activities proposed need to clearly identify if their service is available for existing residents.

If a pricing structure in line with other local venues is agreed it would suggest that the service would charge £6.00 per hour for the activity. The table below shows the income generated if the room was utilised for 2, 4, 6 and 8 hours per day, seven days a week and 52 weeks a year. The table does not take into account the cost of marketing and recruiting organisations to the building.

	Price per hour	Total annual income
<b>2 hours</b>	£6.00	£4,380
<b>4 hours</b>	£6.00	£8,760
<b>6 hours</b>	£6.00	£13,140
<b>8 hours</b>	£6.00	£17,520

## 2.2 Activity model

A number of community and voluntary sector activities that are either currently being delivered elsewhere in the borough or that are new activities. These may include:

- APEX classes for falls
- Men's health sessions
- Halton OPEN meetings
- Tai chi classes
- Recharge
- Dementia peer support
- Dementia reading group
- Stroke reading group

*\*\*This is not an exhaustive list, but examples of what is available*

It is important that the activities link into the purpose of the building and that all activities proposed need to clearly identify if the service is available for existing residents. The proposed model is to integrate access to day services and day opportunities for all client groups, with the development of a clear pathway for users.

The overall model will be based on direct access, enablement and enhancing opportunities for day services which offer meaningful activities and are tailored to the persons needs and aspirations.

Oak Meadow will be the centre, a place for people to engage in a range of activities, and a meeting place for individuals until they are able and confident to participate in community-based activities.

Staff at Oak Meadow will work with individuals to develop personalised plans of care. Staff will work closely with community teams to ensure that individuals have the support they need to participate in community activities

Residents of Oak Meadow will have the opportunity to participate in all activities. This will support the discharge planning and re-ablement for those users of Oakmeadow

The provision of day services within Oakmeadow will be integrated within adult services, this will ensure effective integration of provision across all ages and streamline the management and staff cover within this area.

Phase 1 of this development is the implementation of this business plan, with due consultation and within an acceptable financial agreement. Plans will be developed to ensure that this work stream and particularly the outcomes from it are clearly reported through corresponding work plans within NHS Halton and St Helens and seek to attract other sources of funding through PCT allocations.

Oakmeadow currently offers 74 hours per week of additional support to residents. This takes the form of:

- Activity Co-ordinator - 20 hours
- Carers break - 12 hours
- Day Care support – 42 hours

It is proposed that these activities will continue and will be integrated into the new Community Services structure in line with the overall organisational restructure.

### **2.3 Dementia day Care**

The proportion of the population that is over 65 is increasing, and this is a trend that will continue for several decades. As there is a higher incidence of dementia in older adults the number of people in the UK with dementia is

forecast to grow from an estimated 750,000 today to 1.4 million in 30 years time. In Halton the number of people with dementia is forecast to increase by 55% between 2010 and 2025 rising from 1085 to 1683.

The 'Living Well with Dementia' set of objectives is focussed on improving current services such as home care, carer support, intermediate care, residential care and end of life care to ensure that they meet the needs of people with dementia and the needs of their carers. Current services have been mapped. It was recognised within the Dementia strategy that there is a need for further development of day opportunities for people with a dementia

It is likely that users of Oak Meadow who have a diagnosis of dementia, or dementia related illness will initially need supported day activities within the building with a view to these users moving on to more community based services. These supported day activities will be open to anyone within the community diagnosed with dementia. Plans will also be developed to work in partnership with The Alzheimer's Society to further enhance the provision of dementia day care.

Sure Start to Later life and Bridge building service will work with all people and their carers to ensure that the day activities are provided within the most appropriate environment. Those who are able will be supported to access community resources. The team will review the needs of people and the activities provided within Oak Meadow to ensure that they meet the needs of individuals. It is important that the opportunities available for people with dementia are developed in line with individuals needs as a result of consultation with them and their carers. It is planned that Oakmeadow will be a valuable resource in the area for the local community.

## **2.4 Intermediate Care Beds**

Intermediate care services have played a significant part in achieving improvements in overall outcomes for people in Halton over the past 5 years. This has been reflected in a steady reduction in emergency admissions and acute hospital bed utilisation, the reduction being greater in the over 65 population. The number of people living in care homes has more than halved and over the same period of time the number of people over 65 supported at home has tripled. This approach has also supported people to remain living in their own homes more independently, evidenced in the reduction in size of on-going care packages.

A recent review identified the need for an increase in capacity, this will be achieved by reducing the overall length of stay and increase in the number of beds available.

The further development of the Intermediate Care Beds in Oakmeadow is in line with the overall development to ensure capacity is available to meet demand with a corresponding improvement in the quality of services delivered.



The service currently operates at full capacity, and often demand does outweigh the capacity available. At times of increases in demand; measures are put in place to enable the service to respond, however, this often results in people either waiting in acute beds unnecessarily or being signposted to an alternative service, which is not the most appropriate service to meet their needs.

The number of beds commissioned at Oakmeadow is flexed on a regular basis to meet increases in demand; this business plan has been developed to respond to this increase in demand and proposes an increase from 13 beds to 18. It should be noted that an additional 5 beds have been utilised at Oakmeadow on a temporary basis for Intermediate Care for almost 2 years with a corresponding 93% occupancy. This plan seeks to make this temporary provision permanent.

A contract specification with NHS Halton & St. Helens has been developed, which outlines the services to be provided in respect of the 18 Residential Intermediate Care Beds located within a dedicated unit at Oakmeadow Community Support Centre. In addition work is underway to review and update existing policies and procedures across Oakmeadow residential beds. This will include the development of a care task manual. The manual identifies the care tasks and procedures that staff will undertake and will be underpinned by an agreed competency framework.

An initial capital investment of approximately £50k is required to ensure all rooms have en-suite facilities. The funding for this investment is available from section 256 "health" funding.

### **Section 3 Finance**

Appendix 1 highlights the detailed proposal and potential income could be generated from the Community Resource Model outlined earlier in the report.

- Contribution from External Providers rents £30,000
- Oaky Café £12,000
- Laundry £5,000
- Kitchen £5,000
- Day Room Rental £8,760

Please note these are estimates only.

Capital investment, approximately £50k.

### **Intermediate Care Beds**

The Intermediate Care Beds (18) are funded 50/50 with the PCT, within the Intermediate Care Partnership agreement.

The unit cost per bed per week is £ 607,279, with a total cost of £599,992, for the 19 beds.

The one long term user will continue to be funded by HBC.

Income from the Intermediate Care Pool will be £568,414. This equates to

PCT 50% £284,207 and HBC 50% £284,207

HBC non-pool cost £31,578.

Capital investment approximately £50k.

## **Section 4 Performance**

### **4.1 Community Resource Model**

The initial first year forecasts are based on existing businesses run by the department. The new Oakmeadow businesses i.e. the Café, Laundry and kitchens will rely on minimum footfall levels, which should be produced by the populations of the redeveloped Oakmeadow site i.e. all the people using the building after redevelopment. The new model will need initial capital investment. The exact amount has yet to be determined but will be approximately £50k. The businesses should aim to pay back the initial investment over the first 3 years - a more than achievable target based on the forecasts. This is essentially an invest to save strategy and will also provide an environment and culture for further developments. This model will produce a return over the first 3 years that will cover the initial investment, provide more opportunities related to employment, offer the very real possibility of social enterprise and, perhaps most importantly, improve the quality and effectiveness of all services within Oakmeadow.

### **4.2 Intermediate Care Beds**

The performance management framework agreed by the Executive Commissioning Board for the Intermediate Care beds is contained within the specification at Appendix 4

## APPENDIX 1

## DETAILED PROPOSED BUDGET

## 1. Community Resource, activity and Dementia Day Care model.

Description	Budget	Comments
Activity Coordinator	10,996	20 hrs pw
Day Care	23,091	30 hrs pw
<b>Total Care</b>	<b>£34,087</b>	
Supplies & Services	19,679	
Premises	24,805	
Transport Related	1,410	
Support Service	39,868	
Agency Related	1,220	
Total Supplies and services	<b>£86,982</b>	
<b>Total Gross Budget Required</b>	<b>£121,069</b>	

## 2. Intermediate Care Beds

Description	Budget	Comments
Principle Manager	24,369	18.5 hrs pw
Practice Manager	22,020	18.5 hrs pw
<b>Total Managers</b>	<b>46,389</b>	
Senior Night Care	51,755	1 x 10hrs x 7 days
Senior Care Assist	73,547	1 x 7.5hrs x 7days + 1 x 7hrs x 7days
Plus 5 weeks cover	12,048	
<b>Total Seniors</b>	<b>137,350</b>	
Care Assistant Night	73,120	2 x 10hrs x 7 days
Care Assistant	161,634	3 x 8.5hrs x 7days + 3 x 6.5 hrs x 7 days
Plus 5 weeks cover	25,850	
<b>Total Care</b>	<b>£260,604</b>	
Premises		
Generals	24,485	55.5 hrs pw
Laundry	13,235	30 hrs pw
Cooks	18,137	32 hrs pw
Kitchen Assistant	15,441	35 hrs pw
<b>Total Premises</b>	<b>71,297</b>	
<b>Total Staffing Budget</b>	<b>£515,640</b>	
Supplies & Services	19,679	
Premises	24,805	
Support Service	39,868	
<b>Total Supplies and services</b>	<b>£84,352</b>	
<b>TOTAL</b>	<b>£599,992</b>	Cost per bed per week; £607,279



## **Appendix 1 DRAFT**

**Halton and St Helens Primary Care Trust and Halton  
Borough Council**

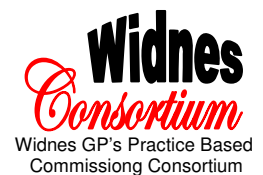
**Intermediate Care Partnership Board**

**Contract for the provision of a**

**Residential Intermediate Care Unit within**

**Halton Borough Council Oak Meadow Community  
Support Centre**

**April 2011 – April 2013**



**Halton and St Helens Primary Care Trust and Halton Borough Council.  
Intermediate Care Partnership Board**

**Service Contract : Residential Intermediate Care Beds Halton Borough Council:  
Oakmeadow Community Support Centre**

**1.0 General**

1.1 This contract specification outlines the services to be provided in respect of a minimum of 13 Residential Intermediate Care Beds collectively located within a dedicated unit at Oakmeadow Community Support Centre (The Provider).

Commissioning of Intermediate Care is undertaken through a section 75 partnership agreement between Halton Borough Council and NHS Halton and St Helens and, as such, the Halton Intermediate Care Executive Commissioning Board (The Commissioner) will be responsible for monitoring this service.

**2.0 The Contract**

2.1 The contract is effective from 1<sup>st</sup> April 2011 for a period of 2 years, subject to satisfactory performance against this contract specification.

2.2 The contract super cedes the previous service specification between the Partnership Board and Oakmeadow Community Support Centre.

3.0 Services Provided By Halton Borough Council at Oakmeadow residential Home (herein after referred to as The Provider)

3.1 The Provider must only operate a Home that is registered under the Care Standards Act 2000 (CSA) in respect of the category of Service User(s) receiving Services in that Home under the terms of this Contract.

3.2 The Provider must inform the Contract Manager of any changes to or restrictions placed upon the registration status of any Home it operates under the terms of this Contract, or any conditions placed upon the Provider or the Home by CQC, (or inherited from CSCI) or any notice served under the Care Standards Act 2000, or subsequent amendments, on any Home it operates under the terms of this Contract.

3.3 The Provider will make available 13 beds with on-suite facilities for the sole use of Halton and St Helens PCT and Halton Borough Council for the provision of Intermediate Care from 1<sup>st</sup> April 2011 to 31<sup>st</sup> March 2013. The number of beds may be increased as required and confirmed in writing between the parties.

3.4 The Provider will ensure that admissions to the beds can occur at any time between the hours of 08:00 – 22:00 and, exceptionally, outside of these times where appropriate assessment support is provided.

3.5 The Provider shall ensure that all service users admitted are temporarily registered with the responsible General Practice as soon as is practicable. Where an admission occurs Out of Hours then the Out of Hours medical service provider will retain medical responsibility in lieu of the patients own General Practice.

3.6 The Provider shall ensure that all risk assessment and management plans are undertaken before and after a patient is admitted to ensure that services can be provided safely.

3.7 The Provider shall ensure a minimum staffing ratio of 1 staff to every 6 beds for the period 08:00 – 22:00. In addition a Senior Care Assistant shall be on duty at all times, providing supervisory management to care staff, undertake relevant tasks and delegate where appropriate and within the policies and procedures of The Provider.

3.8 The Provider shall make available the provision of a room for a weekly Multi-Disciplinary Team meeting with staff from the Rapid Access and Rehabilitation Service (RARS), and ensure attendance at the same meeting by a Senior Care Assistant ( or nominated deputy) from The Provider.

3.9 The Provider shall make available an appropriate space for the undertaking of rehabilitation programmes of care. This should ensure privacy and dignity.

3.10 The Provider shall maintain and arrange the storage of, contemporaneous records in relation to the provision of the accommodation and care of service users admitted. This shall include the temporary storage of notes made by medical and other health and social care professionals during an episode of care.

3.11 The Provider shall undertake care and treatment tasks prescribed by the responsible medical officer and health and social care professionals within the competency of the care staff group. Where such tasks are deemed to be outside of the competency of the staff then the responsible officer for the monitoring of this specification, or their designated deputy, should be informed.

3.12 The Provider shall inform the responsible officer (or deputy) of any deaths that occur within the designated Intermediate Care beds and any of the patients who are admitted to hospital and die within 48 hours of that admission. The Provider shall participate in a review of the circumstances of the death using an agreed format.

3.13 The Provider shall inform the responsible officer (or deputy) of any patients who are admitted to hospital. The Provider shall participate in a review of the circumstances of the hospital admission using an agreed format.

3.14 The Provider shall have systems in place to monitor the occurrence of any untoward incident / clinical incidents and procedures for the investigation of such occurrences. Where a serious incident occurs in respect of an individual in one of the designated Intermediate Care beds then the matter shall be reported immediately to the responsible officer (or deputy). The responsible officer (or deputy) may appoint relevant professional and / or managerial staff to assist with any such investigation.

3.15 The Provider shall immediately inform the responsible officer, (or deputy) of any proposals to withdraw the provision of a bed for any reason. The Provider will make

another bed available for use or, where this is not possible, agree an appropriate course of action to expedite the circumstances resulting in the closure.

3.16 The Provider shall immediately inform the responsible officer (or deputy) of any reasons why the specifications outlined above cannot be met and agree an appropriate course of action. Failure to provide the service will be considered a breach of contract and will result in non payment for the portion of the service not provided.

#### **4.0 Performance Management Framework and Reporting Arrangements**

4.1 The Registered Manager (or deputy) of The Provider shall prepare and submit a monthly report to The Commissioner in respect of activity and outcomes against an agreed Performance Management Framework. Appendix ?? specifies the performance areas to be monitored and reported. This may be changed by The Commissioner following negotiation with The Provider.

4.2 The Registered Manager (or deputy) of The Provider will attend the Executive Commissioning Board, and other such forums as specified by The Commissioner, as required to report on the performance of the unit.

#### **5.0 Facilities, Equipment and Activities**

5.1 The residential unit will comprise individual rooms with single sex toileting and bathing facilities. All rooms should have en-suite facilities within 12 months of the commencement of this contract.

5.2 The residential unit will have facilities, equipment, procedures and skilled staff to ensure compliance with Infection Management and Control policies and procedures of NHS Halton and St Helens.

5.3 The residential unit will have separate dining and activity areas for use by service users in addition to a rehabilitation / treatment area for use by appropriately trained professional staff.

5.4 The Provider will make available a space for a weekly multi-disciplinary team meeting and ensure the Registered Manager (or deputy) is in attendance.

5.5 The Provider will ensure there is an appropriate room for meetings to occur with service users and their families / carers to plan programmes of support, care and rehabilitation.

5.6 The Provider will provide facilities for the laundering of service users personal clothing where this cannot be undertaken by the service users family / carers.

5.7 The Provider will ensure that service users personal clothing and effects are reasonably protected from harm and have systems in place to ensure the safe storage of valuable items and cash. The Provider will have systems in place to ensure such items are returned to the service user at their request and on discharge from the unit.

5.8 The Provider will ensure there is an appropriate range of equipment available to ensure the safe manual handling and transport of service users within the premises. The need for specialist equipment should be negotiated between the professional undertaking the assessment, The Provider and The Commissioner.

5.9 The Provider will ensure that a range of daily activities are available for service users in addition to those described in individual plans of care and support. The availability and uptake of such activities will be reported as part of the monthly performance report.

## **Finance**

### **7.0 Termination of this Contract**

- 7.1 Either party may terminate the whole Contract at any time by giving not less than six months notice in writing stating the reason(s) for termination.
- 7.2 Where notice of termination is served for reasons other than the expiry of the Contract Period, and the termination takes effect, the server (The Commissioner) shall be entitled to recover the reasonable amount of any loss resulting from such termination that are directly attributable to a fundamental breach or breaches of the Contract.
- 7.3 The following reasons will allow either party to terminate the Contract with immediate effect. The Contract may be terminated :-
- (i) if either party is persistently in breach of their obligations under the terms of the Contract;
  - (ii) if either party commits any other material breach of any obligation under the Contract and where the breach is capable of being remedied, fails to remedy such breach within ten days of receiving notice from the other party specifying the breach to which notice refers. The ten day period may be extended only by express agreement of the Divisional Manager, Intermediate Care with delegated authority from the Executive Commissioning Board. The extension request and agreement or denial will be in writing and retained on the relevant file.
- 7.4 The following reasons shall entitle The Commissioner to terminate the Contract with The Provider if:
- (i) The Provider persistently fails to meet the agreed provisions and targets specified in the Performance Management Framework.



7.5 Termination of this Contract, for whatever reason, shall have no bearing on the liability of either party to the payment of any sums arising under this Contract prior to the date of termination.

**8.0 Authorisation**

Signature:..... Name:.....

Position:..... Date:.....

on behalf Halton Borough Council and Halton and St Helens PCT Intermediate Care Partnership

Signature:..... Name:.....

Position:..... Date:.....

on behalf of Oakmeadow HBC

**REPORT TO:** Executive Board

**DATE:** 31<sup>st</sup> March 2011

**REPORTING OFFICER:** Strategic Director, Adults and Community

**SUBJECT:** Domestic Abuse and Sexual Violence Strategy

**WARD(S)** Borough-wide

**1.0 PURPOSE OF THE REPORT**

**1.1** To inform the Executive Board of the revised Domestic Abuse and Sexual Violence Strategy.

**2.0 RECOMMENDATION:**

**That Members of the Executive Board:**

- 1) Note and comment on the strategy;**
- 2) Implementation of the strategy is endorsed as the areas multi agency approach to addressing Domestic Abuse and Sexual Violence.**

**3.0 SUPPORTING INFORMATION**

**3.1** The Halton Domestic Abuse Forum (HDAF) was established in 2003 to develop a multi agency partnership approach to addressing the issue of Domestic Abuse. This was in line with the best practice Home Office developed Coordinated Community Response Model for approaching Domestic Abuse. In order to efficiently direct the groups focus a strategy was drafted for the period of 2005-2008 with the following objectives:

- Raise awareness of the issue of domestic abuse in Halton to engage the diverse community and improve victim reporting through campaigns and training;
- Raise awareness and develop services available in the area to increase retention of clients, to create a single point of contact for easier access and to respond to the needs of victims of sexual abuse and of children and young people;
- Improve the criminal justice procedure for victims to increase successful reporting and prosecution;
- Identify gaps in services and response to ensure they are filled particularly around housing needs, and health service and school involvement.

**3.2** The outcomes from this strategy and Forum approach have been:

- Development and piloting of a local Specialist Domestic Violence Court (SDVC);
- Re commissioning of a Domestic Abuse Service to move towards a one stop shop, including best practice Independent Domestic Violence Advocates (IDVAs);
- Commissioning of an Independent Sexual Violence Advocate (ISVA);
- Piloting and introduction of the Community Domestic Violence Programme by Cheshire Probation;
- Development of a Sanctuary Scheme to ensure victims are safe within their homes;
- Development of a local survivors group;
- Development of the local Multi Agency Risk Assessment Conference (MARAC) processes;
- Consistent awareness campaigns;
- Development of Multi Agency Training Schedule.

Underlying these accomplishments has been the development of a multi agency performance management framework to ensure progress and issues within this area could be identified.

**3.3** The HDAF has now developed a refreshed Domestic Abuse and Sexual Violence Strategy for the period 2011-2014 and is attached at Appendix 1. This strategy is the product of a comprehensive review of local and national policy context across a multi agency arena. It has adopted the focuses being echoed in central government reviews of Prevention, Provision, Protection and Partnership working. It aims to build on the progress achieved to date and highlight future focuses to be addressed. The main areas for development identified to date include:

- Maintain effective multi agency participation in HDAF.
- Develop awareness strategy to achieve greater engagement of specific elements of the community, such as local employers.
- Continued analysis and response to emerging central government focuses.
- To secure funding streams for existing and developing services.
- Targeted agency training e.g. GP's and Team Around the Family
- To improve current data quality and range to better demonstrate local need across emerging focuses, such as Violence Against Women and Girls and BME communities.
- To ensure Survivor voices continue to be supported and inform local approaches.

The strategy outlines the specific actions involved in the achievement of these areas for development and has been designed to ensure flexibility in response to the forthcoming action

plans central government have announced.

#### 4.0 POLICY IMPLICATIONS

4.1 This strategy has reviewed national policy to identify the likely local policy implications for this area. Thus, the strategy identifies the current focuses of central government alongside local strategic focuses to identify an action plan that can respond to local and national drivers.

4.2 For example, the Call to End Violence Against Women and Girls (CEVAWG) Strategy was launched by central government in November 2010 outlining their focus on the issue of violence disproportionately affecting women and girls. This includes both domestic abuse and sexual violence and places focus on the continued central government support of, amongst other things, IDVAs, ISVAs, and MARACs. These ongoing focuses have been incorporated into the strategy to ensure the ongoing work of the HDAF will be in line with this approach. This can be evidenced in Chapter 8 of the strategy.

4.3 Similarly, prior to completion a proposed model for excellence has been developed around Domestic Abuse Partnerships. This strategy has adopted the proposed excellence model as a template for the action plan to ensure that the HDAF can effectively monitor itself against this proposed model.

4.4 Alongside the strategy development the result of this project has been to draw together a range of data available in relation to Domestic and Sexual Abuse. This needs analysis has allowed for the development of a clear picture of need for Domestic and Sexual Abuse to underpin the action plan identified above, some of the key areas highlighted were:

- **Sexual Offences:** The most prolific sexual offence in Halton is the sexual assault of a female aged 13 or over. This highlights a priority area in terms of young teen awareness and protection.
- **Influencing Factors:** Within Domestic Abuse Incidents the prevalence of alcohol as a contributing factor increases to a third (33%) of incidents.
- **Diversity:** The North West has the second highest incidence of forced marriage in the whole of the UK. 17% of cases in 2009 were reported in the North West. However there is a lack of Halton specific data available. Similarly, 1 in 3 Lesbian, Gay, Bisexual and Transgender (LGBT) people experience domestic abuse. However within HDAF it is acknowledged that the LGBT community is not adequately represented or catered for.
- **Protection:** For all domestic incidents the arrest rate appears fairly low at 17.2%.
- **Early Intervention:** The peak in CYP missing from home would

seem to correlate with the school summer holidays which may be an area to explore further, at a later date, in terms of correlation with domestic abuse incident peaks.

- **Impact on Children's Social Care:** During 2009-10 over half the referrals made by the police to Children's Social Care in Halton related to Domestic Abuse. In January 2010, 59% of children subject to child protection plans were deemed to be at risk from Domestic Abuse.

**4.5** A similar report was presented to the Safer Policy & Performance Board on 15<sup>th</sup> March 2011 who supported the strategic approach.

## **5.0 FINANCIAL IMPLICATIONS**

**5.1** Funding has been secured until March 2012 for the continuation of the approaches mapped out within the strategy. During the 2011/12 Financial Year work will be undertaken to identify where long term sustainable funding can be sourced to ensure this strategy can continue to be implemented.

**5.2** Areas of development identified within the strategy will, in some cases, carry additional cost elements. It will be the function of the HDAF to identify potential funding streams for this work.

## **6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

### **6.1 Children & Young People in Halton**

This strategy aims to support robust safeguarding children arrangements through identification of children living within domestically abuse environments and safety plans implemented to enable parents to provide a safer environment.

### **6.2 Employment, Learning & Skills in Halton**

None identified.

### **6.3 A Healthy Halton**

This strategy supports the delivery of services that address health inequalities through supporting those socially excluded to access support to improve their general health and well being.

### **6.4 A Safer Halton**

The strategy ensures monitoring and commissioning in line with local need to enable victims of domestic abuse and sexual violence to reduce risk and improve their safety.

### **6.5 Halton's Urban Renewal**

None identified.

## **7.0 RISK ANALYSIS**

- 7.1** The production of this strategy aims to reduce risks associated with this area through ensuring that approaches fit with local need and best practice models. For example, provision of an IDVA service for High risk victims to reduce repeat incidents of domestic abuse to those most at risk of significant harm.
- 7.2** The strategy and current implementation structure also ensures that there is a checking process in place to monitor performance and operational issues in this field. Essentially confirming that we are able to identify and respond to issues quickly and effectively.
- 7.3** Whilst a comprehensive data review and analysis has been undertaken parts of the review highlighted some data quality and gap issues. It is imperative that these are addressed swiftly to ensure we have accurate and full pictures of need across a range of diverse areas.

## **8.0 EQUALITY AND DIVERSITY ISSUES**

- 8.1** This strategy has, and through revised reporting formats, will continue to monitor the impact of actions and commissioning on the diverse range of need represented within the local community.
- 8.2** The Strategy revealed a number of issues surrounding the needs of the LGBT group and action has been taken to increase capacity to address the needs of these specific groups within our communities. This extra capacity will identify any potential barriers to services and generate options to overcome these.

## **9.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

<b>Document</b>	<b>Place of Inspection</b>	<b>Contact Officer</b>
Halton Domestic Abuse Forum Strategy 2005-2008	Municipal Building	Sarah Ashcroft Domestic Abuse Co-ordinator Runcorn Town Hall



Halton Domestic Abuse Forum

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**Multi Agency  
Domestic Abuse & Sexual  
Violence Strategy  
2011-14**

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## CHAPTER 1: Introduction

I am delighted to introduce, on behalf of the Halton Domestic Abuse Forum, the refreshed Domestic Abuse and Sexual Violence Strategy for Halton for 2011-14. This strategy follows the successful implementation of our first Domestic Violence Strategy since 2005.

In Halton we believe that tackling Domestic Abuse and Sexual Violence is vital to building stronger, safer and healthier communities. We recognise that Domestic Abuse and Sexual Violence can occur in many forms and can be experienced differently by different groups, such as women and girls, members of the LGBT and BME communities and men, who may disproportionately experience various elements of these abuses. It is widely evidenced that these issues not only impact on the victim, their families and children but also the wider community with the associated emotional and financial costs. Thus, as a multi agency partnership, we aim to tackle Domestic Abuse and Sexual Violence in their widest forms and provide support to all victims within our area.

In order to achieve this and demonstrate zero tolerance locally we have listened to our local survivors, established strong multi agency partnerships and commissioned best practice support and intervention models. In tackling this issue we aim to create equality for all of our residents through reducing the fear and harm experienced from this form of violence and abuse. To date we have achieved this through the introduction of specialist interventions, such as the Halton Domestic Abuse Service and Specialist Domestic Violence Courts. The Halton Domestic Abuse Forum recognises that there remain challenges to address and acknowledge that this will not be an easy task in the current austere economic climate. However, we remain committed to addressing the issues we face locally and look forward to engaging our local community further in this challenge

We recognise that Domestic Abuse and Sexual Violence do not stand alone as isolated issues and have endeavoured to strengthen the links with other areas, such as Hate Crime, Vulnerable Adults and Child Protection. This will be an ongoing focus for the Forum who acknowledges that we could not have achieved our successes to date without consistent and effective partnership support across voluntary and statutory agencies. Therefore, as I introduce our refreshed strategy for 2011-14 I would like to thank all of our partners that have contributed to the work undertaken so far.

A handwritten signature in blue ink that reads "Dwayne" followed by a stylized initial "J" and a horizontal line.

**Dwayne Johnson – Chair of the Halton Domestic Abuse Strategic Group  
Strategic Director for Adults and Community at Halton Borough Council**

## CHAPTER 2: Executive Summary

### Domestic Abuse and Sexual Violence; A Priority Issue

- The World Health Organisation have identified that for all women aged between 15 and 44 showed **violence against women is the greatest cause of female injury and illness on a global scale, compared to cancer**, malaria, traffic accidents or war.
- Each year circa **300,000 women suffer rape** or attempted rape whereas **150,000 suffer a stroke**.
- The **health costs related to a single victim of rape are around £74K** whereas the **health costs related to a stroke victim are estimated to be £15k over 5 years**.
- **21% of adults have been victims of domestic abuse in their lifetime** compared to only **4% of the population suffering with diabetes**.
- **Children of abused young mothers are 80% more likely to be obese by age five**, in comparison with children whose mothers are not abused. **Despite similar prevalence of domestic abuse (22%) and obesity (24%) within the population**, circa **£2.95 million more was invested in the treatment and services for obesity** than domestic abuse by health services in Halton.
- **6% of the UK population will suffer a depressive episode in a 12 month period**. This is comparable to the **5% who will suffer from a domestic abuse incident**
- In 75% to 90% of incidents of domestic violence, children are in the same or next room <sup>1</sup>
- In 30-60% of domestic violence cases, the abusive partner is also abusing children in the family <sup>2</sup>
- A case file analysis of 250 **children in care who had been sexually abused or were sexually abusing others found that 39% came from families where there was domestic violence** (primarily violence towards the child's mother). This rate rose to 55% in a more detailed follow-up study of 40 children <sup>3</sup>

<sup>1</sup> Stephenson, J. (2011) *Violence in the Home*, Social Work Now

<sup>2</sup> Edelson, J. (1999) *Violence Against Women*, Vol. 5 No.2

<sup>3</sup> Farmer, E. and Pollock, S. (1998) *Sexually Abused and Abusing Children in Substitute Care*, John Wiley & Son

### Overview of Domestic Abuse and Sexual Violence

Domestic Abuse and Sexual Violence are issues that can affect anyone regardless of social group, class, age, race, disability, sexuality or lifestyle. Over time there has come to be a growing recognition of the serious impact of domestic abuse on children and young people. It is frequently an element in serious case reviews into the abuse and death of children, with evidence of past or present

domestic abuse being present in over half (53%) of cases.<sup>4</sup>

The impact of Domestic Abuse and Sexual Violence is costly not only to the victim, in terms of personal and emotional cost, but also to the UK economy, with increased costs for the health service, the criminal justice system, housing, safeguarding and social care costs and the lost economic productivity.

<sup>4</sup> Brandon et al (2009) *Understanding Serious Case Reviews and their Impact: A biennial Analysis of Serious Case Reviews 2005-7*, DCSF

The strategy has utilised consultation and engagement methods at critical points in the process and ensured that all partners have been involved. This has enabled us to maximise commitment, engagement and best practice across strategic and voluntary agencies

The framework involved in effectively responding to Domestic Abuse and Sexual Violence is the Home Office Coordinated Community Response Model (CCRM) as best practice model for a community approach.

It is vital that all statutory, voluntary and community agencies are committed to working together to target DASV, raise awareness of the issues surrounding it and to deliver accessible and effective services to both victims and perpetrators. No single agency can adequately deal with DASV. The issue needs to be addressed by joint working and multi agency strategies.

## The Structure of the Strategy

The strategy has collated and synthesised a range of information from local and national sources in order to provide a baseline of robust information upon which future actions can and will be designed and implemented.

Below is a very brief outline of the key chapters in the strategy:

### National Policy Context

This chapter explores government policy and legislation. The sections focus on the strategic direction of national bodies within the Domestic Abuse and Sexual Violence (DASV) arena.

The focuses of national policies are currently:

- Safer communities
- Prevention of sexual abuse
- Improving rape prosecution
- Prostitution and trafficking
- Early identification and intervention of DASV across the family.
- Violence Against Women and Girls (VAWG)
- Forced Marriage

The current strategic aims of national policy focus on the areas of: Provision; Protection; Prevention; Performance.

## Local Delivery Structure

This chapter describes the local landscape of Halton and the local governance and structure of DASV.

Halton is ranked 30<sup>th</sup> in the Index of Multiple Deprivation (IMD) leaving 48% of the population living in deprived areas. Whilst this has improved in recent years the environment still acts as a contributory factor to the abuse and violence seen in Halton. Alongside this, 98% of Halton's population is white British creating isolated minority groups. The five most deprived Wards in Halton are Windmill Hill, Halton Lea, Castlefields, Riverside and Norton South.

Halton Domestic Abuse Forum (HDAF) is a multi-agency partnership that focuses on DASV issues within Halton consisting of a Forum Steering Group, a Forum Operational Group, a Service User Group and the Multi-Agency Risk Assessment Conference (MARAC)

The purpose of the Halton Domestic Abuse Forum is to work to prevent violent and abusive behaviour within partner and family relationships in Halton and to support victims of such abuse. The aim is to reduce incidents and improve the understanding and response to the DASV problems in Halton.

## Analysis of Local Need

This explores the nature and prevalence of DASV and includes data collated from partners. The chapter reveals that the public attitude toward DASV as being a trivial issue and nothing the police can do anything about. The chapter also explores the significant areas of prevalence within the area.

The most prolific sexual offence in Halton is the sexual assault of a female aged 13 or over (36). This highlights a priority area in terms of young teen awareness and protection.

Within Domestic Abuse Incidents the prevalence of alcohol as a contributing factor increases to a third (33%) of incidents.

The North West has the second highest incidence of forced marriage in the whole of the UK. 17% of cases in 2009 were reported in the North West. However there is a lack of Halton specific data available.

For all domestic incidents the arrest rate appears fairly low at 17.2%.

Men were less likely to be seriously injured and less likely to report feeling fearful in their own homes. Research also found that a large majority of men, who said that they were victims of domestic violence, were also perpetrators of violence.

1 in 3 Lesbian, Gay, Bisexual and Transgender (LGBT) people experience domestic abuse. However within HDAF it is acknowledged that the LGBT community is not adequately represented or catered for.

The peak in CYP missing from home would seem to correlate with the school summer holidays which may be an area to explore further, at a later date, in terms of correlation with domestic abuse incident peaks.

During 2009-10 over half the referrals made by the police to Children's Social Care in Halton related to Domestic Abuse.

In January 2010, 59% of children subject to child protection plans were deemed to be at risk from Domestic Abuse.

## **Provision, Protection and Prevention**

### **Provision**

The role of the Independent Domestic Violence Advocates (IDVA) is to provide a service to victims at high and very high risk. In 2009/10 there were a total of 556 referrals to the IDVA.

A total of 145 people received support from the Rape & Sexual Abuse Support Centre (RASASC) in the year 2009/10.

Registered Social Landlords in Halton dealt with 25 cases of domestic abuse. From the data available there were only two male cases and a total of 27 children were involved.

### **Protection**

PPU Detective Sergeants with responsibility for domestic abuse are also the coordinators of the local MARAC (Multi-Agency Risk Assessment Conference), chaired by the Detective Inspector on a monthly basis and work closely with the IDVA (Independent Domestic Violence Advocates).

The overall costs for Sanctuary Scheme during the period January 2010 to October 2010 was £17,641.17 excluding VAT. In total 39 households

received sanctuary measures, with 44 jobs being completed. The average cost for sanctuary measures, over this period, is around £500 per household versus £2,500 per family for relocating and moving due to DASV.

There were 189 cases processed through the MARAC. A total of 239 children were identified. 92 victims and perpetrators were identified as having alcohol issues. In total 126 people were identified with contributing factors including drugs and mental health.

The NSPCC Young Witness Support dealt with 45 referrals during 2009/10, 26 of these children being victims of DASV.

### **Prevention**

There were a total of 146 cases processed through the Special Domestic Violence Court (SDVC). From these cases there were 251 outcomes with costs and compensation being the most common outcomes.

The Probation service reported for the period July 2009 to 2010 Halton had a total of 116 women offenders, of these 63 (54%) had experience of domestic abuse.

In 2009/10 a total of 27 male offenders completed Community Domestic Violence Programme (CDVP), against a target of 20

## **Violence against Women and Girls (VAWG)**

This chapter centres on the new government strategy 'Call to End Violence against Women and Girls' (CEVAWG). The chapter provides an overview of the aims of the strategy and explores what implications it has on the local DASV service.

The local implications for the government's new Violence against Women and Girls strategy emphasises the need for the continued national quality assurance of MARACs and to improve commitment to and involvement of victims and communities in the DASV process.

## **Moving Forward – Future direction of Halton Domestic Abuse Forum**

### **Performance and Partnerships Overview**

The evidence has demonstrated that the Halton Domestic Abuse Forum is meeting need in some areas, however there are areas for development in the partnership.

Police crime data by ward level is not currently robust, in these austere times when funding and resources need to be focused more efficiently it would be beneficial to be able to target problem localities. Therefore being able to analyse data within a local authority and be able to map the areas of concern would aid in the focus of services.

The assessment of provision has highlighted that Halton is not currently geared up to provide specialist services. These include vulnerable adults, LGBT, BME, older people which was commented above.

There are many protection measures in place however these measures are primarily focused on the highest risk victims. These victims form the smallest percentage of victims.

Within the subject of prevention the main gaps that were identified were issues surrounding community and cultural awareness.

### The Action Plan

In order to assess the performance of the current partnership we have identified 12 key components that contribute to an 'excellence' model. These components have been derived from current research and policy direction including the new governments CEVANG strategy.

The following section will highlight the overarching strengths and areas for development identified from the research with a focus on the performance and partnerships aspects of the Halton Domestic Abuse Forum and the key actions needed to elevate HDAF towards satisfying all elements of an excellence partnership. Further details can be seen in Chapter 9 – Performance and Partnerships and also Annex D – The Action Plan 2011 – 2014.

Each box illustrates a key strength and areas for development. The overarching action is then presented which will aim to elevate Halton towards performing as an excellent partnership.

1. Shared Objectives	
<b>Strength</b> HDAF structure demonstrates engagement with shared objectives.	<b>Area For Development</b> To ensure ongoing effective participation
<b>Action</b> HDAF need to maintain the partnership commitment to the Strategy Action Plan	

2. Structure and Governance	
<b>Strength</b> There is a clear governance structure in place for HDAF	<b>Area of Development</b> To ensure community involvement in line with 'Big Society'.
<b>Action</b> Awareness strategy focusing on the need for greater engagement of community including employers to recognise and respond to DASV	

3. Strategy	
<b>Strength</b> HDAF currently have a clear understanding and awareness of national and local policy which informs approach	<b>Area for Development</b> Effective and timely response announcements and demands of local and national bodies
<b>Action</b> The HDAF needs to respond to the launch of action plans and strategies by new government and local authority in a timely way.	

4. Representation	
<b>Strength</b> HDAF has wide representation currently from both statutory and voluntary agencies	<b>Area for Development</b> To ensure partnership maintains membership of sufficient authority to sanction actions arising from strategic meetings
<b>Action</b> Review terms of reference (TOR) and representatives at HDAF	

5. Provision	
<b>Strength</b> Halton has dedicated IDVA, MARAC, HDAS, ISVA and SDVC in place	<b>Area for Development</b> To identify funding streams to ensure IDVA capacity is adequate and provision for medium risk category victims is further developed
<b>Action</b> Increase funding for provision in line with demand and range of services needed	

6. Coordination	
<b>Strength</b> Halton coordination is already based on CCRM	<b>Area for Development</b> To ensure coordination continues to maintain excellence model.
<b>Action</b> The role and functions of the coordinator need to be reviewed and accounted for as a priority	

**7. Training**

<b>Strength</b>	<b>Area for Development</b>
Robust and bespoke training has been delivered to various agencies	Prioritise delivery of Domestic Abuse Training for priority groups, such as GP's and the Team Around the Family Services
<b>Action</b>	
Engagement of key partners in developing a more consistent approach to DASV enquiry and response	

**8. Data**

<b>Strength</b>	<b>Area for Development</b>
There is a wide range of data available across CJS and voluntary sector	To ensure data collection processes are consistent allowing comparison and progress to be measured.
<b>Action</b>	
HDAF agreed revised quality and type of data ongoing to allow focused and consistent data provision as baseline PMF. This will replace the existing PMF in place.	

**9. Policies, Protocols and Procedures**

<b>Strength</b>	<b>Area for Development</b>
Promotional events have been undertaken at key times to raise awareness	Data reveals April may also need to be targeted in terms of raising awareness of HDAF policies.
<b>Action</b>	
Need to identify protocol and procedure for raising awareness consistently within local area.	

**10. Specialist Services**

<b>Strength</b>	<b>Area for Development</b>
The area has services for Missing from Home and Floating Support which specifically caters for Medium risk victims	To ascertain through data provision the need of specialist services locally for minority groups and other groups associated with Domestic Abuse e.g. medium risk victims and perpetrators
<b>Action</b>	
Identify accurate local demand for specialist services to identify commitment and commissioning needed.	

**11. Diversity**

<b>Strength</b>	<b>Area for Development</b>
Dedicated part time IDVA to develop links to isolated minority groups	To ensure services are developed as required based on data collated in point 10
<b>Action</b>	
Engagement of minority groups to identify and remove barriers to accessing support.	

**12. Survivor Voices**

<b>Strength</b>	<b>Area for Development</b>
Currently engaged HDAF FOCUS group	To ensure that survivor voices are influencing responses at a Strategic level.
<b>Action</b>	
Addition to strategic group and confirmation of ongoing minimum funding to support engagement of survivor voices.	

**Conclusions**

The entire strategy process has enabled HDAF partners to clearly map current data and identify areas where possible work is needed. It has allowed for a comprehensive analysis of available information coupled with the opportunity to engage further with partners. The process has also led to exploration and inclusion of current innovative practice to inform development work to ensure HDAF is aspiring towards an excellence model.

This action plan responds to the areas for development this strategy has outlined whilst also reflecting the strengths the area has achieved to date. This offers the HDAF a clear guide to performance and focuses ongoing and will act as the template for future developments and progress reviews.



## CHAPTER 3: Overview of Domestic Abuse and Sexual Violence and Strategy Introduction

### Chapter Summary

- Domestic Abuse and Sexual Violence are issues that can affect anyone regardless of social group, class, age, race, disability, sexuality or lifestyle.
- The impact of Domestic Abuse and Sexual Violence is costly not only to the victim, in terms of personal and emotional cost, but also to the UK economy, with increased costs for the health service, the criminal justice system, housing, safeguarding and social care costs and the lost economic productivity.
- The strategy will seek to **improve the risk identification, assessment and management processes** and to **target educational and support services** effectively.
- Consultation and engagement methods at critical points in process will ensure all partners are involved and will enable us to maximise commitment, engagement and best practice across strategic and voluntary agencies
- Framework involved is Home Office Coordinated Community Response Model as best practice model for community approach.
- It is vital that all **statutory, voluntary and community agencies are committed to working together** to target DASV, raise awareness of the issues surrounding it and to deliver accessible and effective services to both victims and perpetrators.
- No single agency can adequately deal with DASV. The **issue needs to be addressed by joint working** and multi agency strategies.

### 3.1 Definition of Domestic Abuse and Sexual Violence (DASV)

Domestic Abuse is a systematic abuse of power and control that takes place within particular relationships.

The definition adopted by Halton Domestic Abuse Forum is:

*'Domestic violence involves the misuse of power and is based on a range of control mechanisms which include: physical, sexual, psychological, social or economic abuse or neglect of an individual by a partner, ex-partner, carer or one or more family member, in an existing or previous domestic relationship. This is regardless of age, gender, sexual orientation, religious, cultural or political beliefs, ethnicity, disability, HIV status, class or location'.*

Domestic violence includes the issues of forced marriage, female genital mutilation and some other aspects of so called 'honour' based violence where family and community members can act to control and punish perceived transgressions.

Sexual Violence is defined as:

*'any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic, or otherwise directed, against a person's sexuality using coercion, by any person regardless of their relationship to the victim, in any setting, including but not limited to home and work.'*

### 3.2 Background of Domestic Abuse and Sexual Violence

Domestic violence continues to exact a moral and financial cost to us. This includes:

- ✓ Personal and emotional cost
- ✓ Health service costs (mental and physical health)
- ✓ Criminal justice system costs

- ✓ Housing costs
- ✓ Safeguarding and social care costs
- ✓ Economic costs of lost productivity

It is recognised that under reporting of DASV is a significant issue across society and can be a particular issue for older people, disabled people, those from black and minority ethnic and refugee communities, and those who identify as lesbian, gay, bisexual or transgender. It is also noted that men who are subjected to domestic violence are statistically less likely to report any incidents.

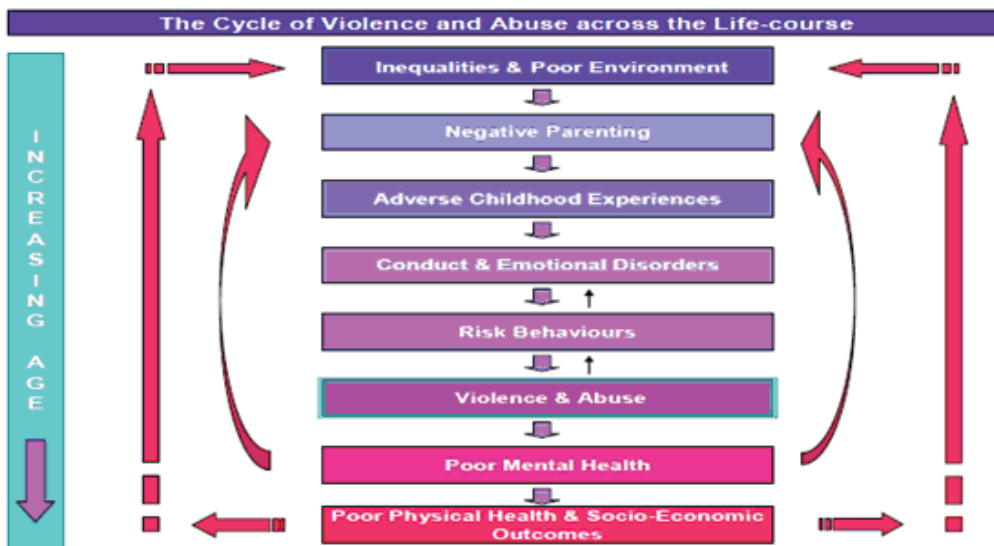
Under reporting can be due to a number of reasons including viewing agencies as unsympathetic and judgemental, shame and stigma surrounding disclosure of the issue, safety concerns, a lack of faith in receiving an appropriate response and a lack of awareness of the options and support that are available.

Whilst it is believed that the gap between experience and reporting appears to be reducing, it is still potentially significant. Studies suggest that around 48% of people affected by domestic violence never tell anyone (British Crime Survey).

Encouraging the reporting of incidents from all sections of the community will enable a more complete picture to emerge of the work that is to be addressed. This will need to include a view to the causes of DASV to ensure we develop a comprehensive overview of the local issues.

Figure 1 illustrates the cycle of violence and abuse over a persons life-course. Although this model cannot be used to generalise across the population it provides an overview of possible triggers and contributing factors to a person becoming a victim or perpetrator of DASV.

**Figure 1 The Cycle of Violence and Abuse across the Life-course**



Source: Home Office

### 3.3 The Purpose and Aims of the Strategy

This strategy has been written to address the issue of DASV in Halton. The launch of this strategy and the commitment of partners are essential to the safety and well being of people in Halton.

Homes and families should be places of safety and comfort. However, DASV can and does turn many homes into places of fear. While it mainly occurs in the seclusion of a private residence, domestic abuse does spill over into schools and places of work and the effects not only impact upon the victims, but the borough as a whole and the wider region around us. The Halton Domestic Abuse

Forum (HDAF) has consistently promoted the message that all forms of abuse are unacceptable and need to be challenged.

It is vital that all statutory and voluntary agencies are committed to working together to target DASV, raise awareness of the issues surrounding it and to deliver accessible services to both victims and perpetrators.

These collective efforts aim to create peace in our homes, schools, places of work and communities - as well as ensuring the future safety of people who have or are currently suffering as a result of domestic abuse.

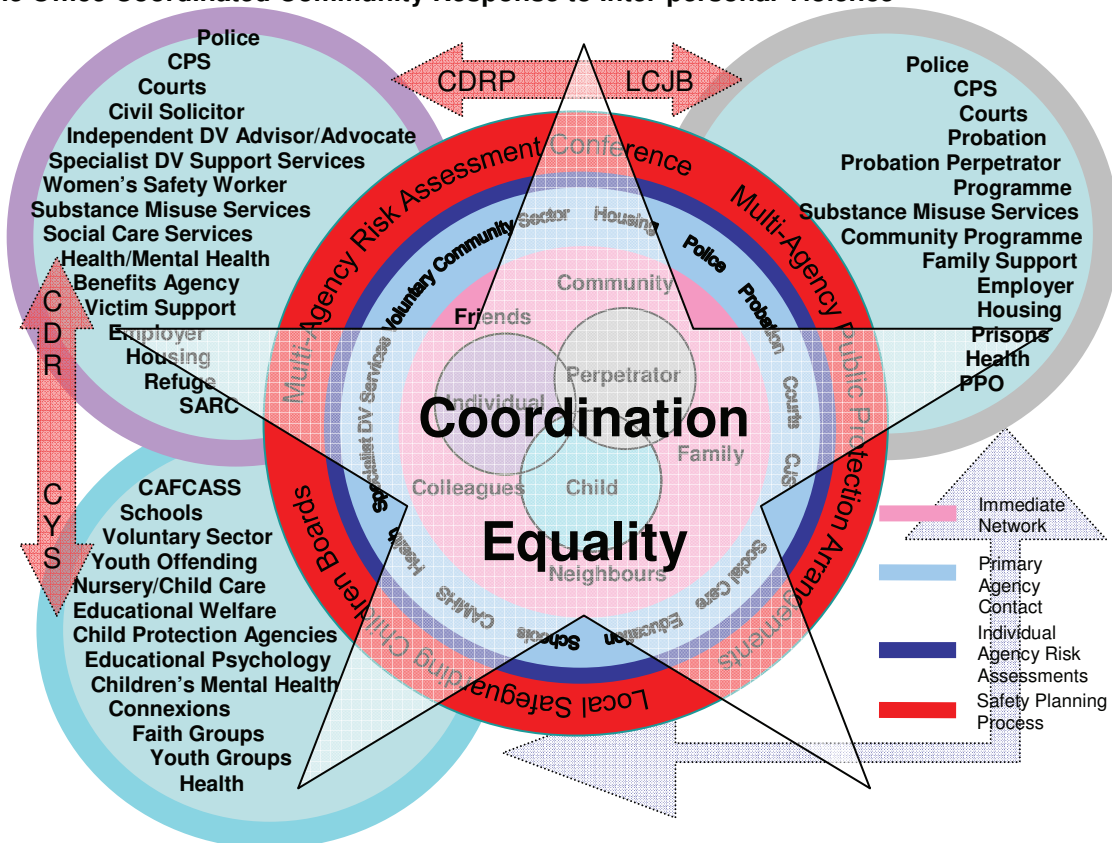
This strategy sets the stage for addressing DASV in Halton. The aim of this strategy is to help foster a multi agency response to reduce and prevent incidents of DASV, to protect and support victims, and to deal robustly with those who commit this crime by bringing together the services and expertise of a wide range of organisations. The Action Plan will ensure aim is translated into strategies to tackle, monitor and evaluate DASV.

The model used to create the multi-agency framework for this approach is the Home Office best practice Coordinated Community Response Model to Inter-personal Violence illustrated below in Figure 2. No single agency can adequately deal with DASV as it is a cross cutting issue that needs to be addressed by joint working and multi agency strategies. This results in the role of coordination

as being vital to the success of bringing the partners together and creating a holistic approach to DASV.

The focus for this strategy to respond to incidents of DASV in Halton will be the three elements of Provision, Prevention and Protection as they can be applied with groups and individuals in the borough. The strategy will seek to improve the risk identification, assessment and management processes and to target educational and support services effectively. This whole approach will be underpinned by the fourth key element of partnership approaches.

Figure 2 Home Office Coordinated Community Response to Inter-personal Violence



Source: Home Office

### 3.4 Developing the Strategy

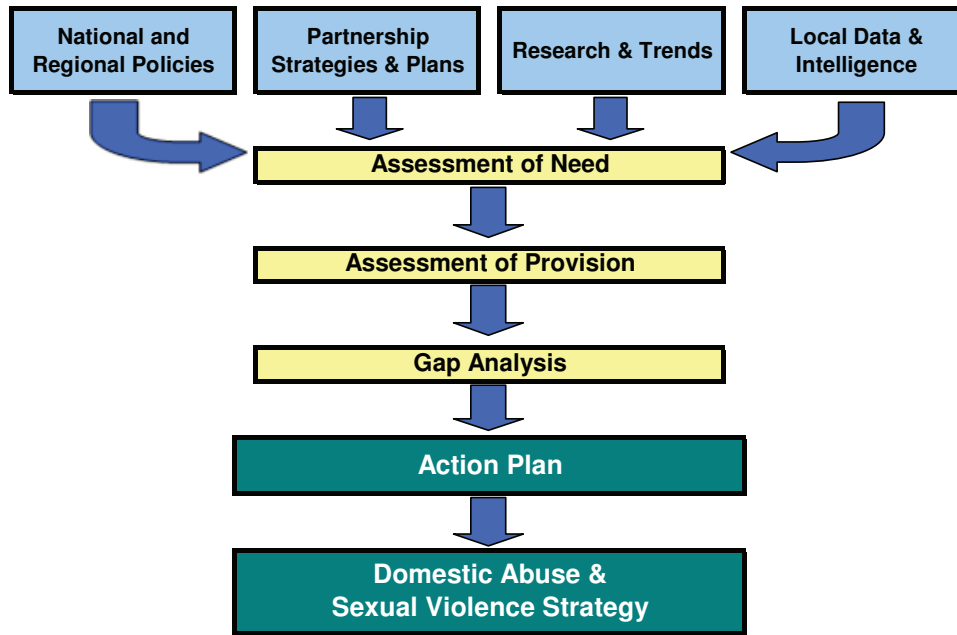
The process for developing this strategy has taken into account a wide range of information sources. The strategy and action plan have been developed by adopting the overarching process illustrated in figure 3.

We have also used consultation and engagement methods at critical point in the process to ensure all

partners are involved and to enable us to maximise commitment.

Organisations and agencies throughout Halton will be committed to preventing DASV and helping to support those who experience it.

Figure 3 Strategy Development Process



## Conclusion

The strategy will identify specific areas of action and encourage partner 'buy in'. There will also be linkages with the current political agenda in terms of key priorities and requirements. Subsequently this strategy represents the combined efforts of the multi-agency Halton Domestic Abuse Forum (HDAF) to respond to DASV.

In the current economic climate there are additional pressures not only for the partners and the community but also on a domestic level with increased tensions in the home. This needs to be taken into account in two ways.

The lack of funding on an infrastructure and service level means that services need to be focused and efficiently run to tackle the priority issues that are identified.

The increased pressures and tensions at home could lead to more incidents of DASV and services need to be ready to tackle this. It is a difficult period in which demand on services may increase however the budget available to services is decreasing. In this environment partnership collaboration is even more important to ensure that victims and perpetrators can access the services they need.

## CHAPTER 4: National Policy Context

### Chapter Summary

- The key focuses of current national policies are:
  - Safer communities
  - Prevention of sexual abuse
  - Improving rape prosecution
  - Prostitution and trafficking
  - Early identification and intervention of DASV across the family.
  - Violence Against Women and Girls (VAWG)
  - Forced Marriage
- The overall strategic aims of national policy focus on the areas of: **Provision; Protection; Prevention; Performance.**
- Priority groups include: Women and Girls; Children and Young people; Vulnerable adults; Victims of forced marriage; Honour crime victims; Human trafficking and Sexual Exploitation victims; Prostitution

### 4.1 National policy context

It is vital to consider the national agenda in developing this strategy and we have identified the key areas of consideration and provided a brief outline of their objectives and aims.

The key national strategy documents considered within the development of this strategy are:

**Equality Act 2010** – Under the Act there are now 9 ‘protected characteristics’ of which it is unlawful to discriminate against. The protected characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The Act brings in a single objective “justification” test which replaces the various different tests previously in use. There are also new restrictions on employers asking about health and disability before deciding whether to offer employment.

**National Community safety Plan 2008/11** –The Government laid out overarching objectives in terms of community safety:

- Make communities safer
- Reduce the risk to the UK and its interests overseas from international terrorism
- Build more cohesive, empowered and active communities
- Increase the proportion of people over 65 who are satisfied with their home and their neighbourhood

- Increase the number of children and young people on the path to success
- Improve children and young people’s safety
- Deliver a more effective, transparent and responsive CJS for victims and the public
- Reduce the harm caused by alcohol and drugs
- Increase the proportion of socially excluded adults in settled accommodation and employment, education or training.

**Cross Government Action Plan on Sexual Violence and Abuse 2007** – The Action Plan brings together the measures underway and planned to deliver the key objectives on sexual violence and abuse, which are:

- To maximise prevention of sexual violence and abuse
- To increase access to support and health services for victims of sexual violence and abuse
- To improve the criminal justice response to sexual violence and abuse

The purpose of the action plan was to:

- Tell stakeholders and members of the public what the Government is seeking to achieve in relation to sexual violence and abuse
- Identify the actions the Government are taking to deliver their objectives
- Identify gaps in existing work which require further consideration

- Increase transparency and enable the Government to be held to account on delivery of the objectives
- Provide a platform for developing a more strategic and holistic approach to tackling sexual violence and abuse

**An Action Plan for Tackling Violence 2008 -11 – 1 Year ON** – The key objectives of this action plan were:

- To reduce gun crime and gang-related violence.
- To crack down on knife crime, in particular involving young people.
- To drive forward work on sexual violence, with a particular focus on improving the investigation and prosecution of rape and protecting children from sex offenders.
- To roll out the good practice we have developed in tackling domestic violence.
- To reduce street prostitution, human trafficking and all forms of sexual exploitation.
- To ensure that local agencies work together to identify those individuals in their communities who are involved or at risk of involvement in serious violence, either as perpetrators or victims, and are in a position to respond appropriately and robustly to prevent offending and re-offending.
- To ensure that victims of violence have access to better care and support.

Crucially the action plan established Specialist Domestic Violence Courts (SDVCs) to improve local responses to domestic violence cases and increase the number of these offences reported and successfully prosecuted. Under this system, accredited advisers offer victims one point of contact during and after a case; all Criminal Justice System staff and magistrates are trained on domestic violence; perpetrators and victims are separated in court; and specific court listing practices enhance the effectiveness of the court and support services.

Linked to the SDVC system, there was the introduction of Independent Domestic Violence Advocates (IDVAs) involvement with victims of domestic violence, to guide them through the criminal justice process and provide specialist advice and practical and emotional support. This has been shown to decrease victimisation; increase notification of children at risk; and reduce the number of victims unwilling to support a prosecution.

The strategy also identified the need to roll out good practice. This includes the national roll out of the Multi Agency Risk Assessment Conferences (MARACs) in order to reduce victimisation amongst victims of DASV. Through the MARAC local agencies work together to identify those individuals in their communities who are involved in serious violence either as a victims or perpetrator.

**National Domestic Violence Delivery Plan 09 -10**

– This delivery plan focused on four key areas:

- To increase early identification of and intervention with victims of domestic violence by utilising all points of contact with front line professionals
- Build capacity with the domestic violence sector to provide effective advice and support to victims of domestic violence
- To improve criminal justice response to domestic violence
- To support victims through the criminal justice system and manage perpetrators to reduce risk

**Healthier, Fairer and Safer Communities – Connecting People to Prevent Violence. Towards a framework for Violence and Abuse Prevention**

– The Violence and Abuse Prevention Framework supports all current work, by providing a comprehensive overview of risk factors for violence and abuse and of the evidence base of what works in the early prevention of violence and abuse. The key findings were summarised and implications outlined to aide a joined up approach in partnership working as well as clarifying specific roles for different sectors. It also provides toolkits and additional resources to help front line practitioners in their role of preventing violence and abuse.

The framework is based upon the following four steps:

- Ensure a Positive Start – Connecting Families
- Skills for Safe Connected Individuals & Relationships
- Create Safe Green Connected Communities
- Working Together for Safer Communities

**Map of Gaps 2** – The Equality and Human Rights Commission and ‘End Violence Against Women’ campaign called on national and local governments to take urgent action to ensure that all women have access to the full range of support they need, where and when they need it:

- National governments in Britain must, as an urgent priority, implement a national funding strategy to secure existing specialised violence against women services and help fill the gaps.

- Local authorities and other public bodies must ensure that there is dedicated independent, specialised, women-only services to support women who are the victims of violence.

This report highlighted key areas of provision for local authorities to have in place are:

- Domestic violence services (e.g. refuges)
- Perpetrator programmes
- BME services (inc FGM)
- SDVCs
- Sexual violence (inc Rape Crisis Centres)
- SARCs
- Prostitution, trafficking and exploitation support services

**Working Together to Safeguard Children Interagency guidance** recognises that Domestic Abuse impacts on children and young people in a number of ways, including:

- Being at increased risk of physical injury during an incident
- Causing serious anxiety and distress which may express itself in anti-social or criminal behaviour, and adversely influence young child's social relationships
- Disrupting school attendance and performance when adolescents feel they must stay at home to protect their parent from an abusing partner

The guidance requires agencies to take a proactive, collaborative approach to identifying and responding appropriately to domestic and intimate partner violence.

**Every Child Matters – Change for Children** sets out the national framework for local change programmes to build services around the needs of children and young people so that we maximise opportunity and minimise risk. The services that reach every child and young person have a crucial role to play in shifting the focus from dealing with the consequences of difficulties in children's lives to preventing things from going wrong in the first place. The transformation that is needed can only be delivered through local leaders working together in strong partnership with local communities on a programme of change.

**Tackling Sexual Violence 2006 – Guidance for Partnerships** – The aim of the guidance was to demonstrate to the Crime and Disorder Reduction and Community Safety partnerships that they have a crucial role to play in the prevention of SV crimes,

bringing perpetrators to justice, and providing services to victims. The guidance enabled local partnerships to do the following:

- Identify the nature and extent of sexual violence in their local area
- Identify key partners in the development of a sexual violence strategy
- Use 'best practice' case studies to develop practical initiatives to tackle various aspects of sexual violence in their local area

**Violence Against Women and Girls (VAWG) Strategy 2009** – VAWG has a significant impact on the criminal justice system (CJS) although many cases never reach the CJS. The effects of VAWG go far wider than the criminal justice consequences, impacting on a wide range of other areas including health, children's services, education and housing. All government departments and local agencies therefore have a role to play.

*Key actions on prevention include:*

- Developing a national communications strategy designed to address attitudes towards VAWG among all members of the public;
- As part of a national communications strategy, launching a campaign in early 2010 targeting violence within teenagers' relationships run by the Home Office with support from Department of Health and the NSPCC;
- Including gender equality and violence against women in the school curriculum for Personal, Social and Health Education and Sex and Relationship Education;
- Training and Development Agency for Schools to address VAWG in initial teacher training and continuing professional development (CPD); and
- Increasing investment in Family Intervention Projects which provide help for families with multiple problems, including VAWG.

*Key actions on provision include:*

- Delivering a new online directory of services;
- Developing a new 24-hour sexual violence helpline;
- Developing an online resource centre bringing together government guidance and other VAWG materials;
- Continuing to invest in specific VAWG services (like Multi-Agency Risk Assessment Conferences (MARACs), Independent Domestic Violence Advisers, help lines and Sexual Assault Referral Centres (SARCs) in

2010/11 and prioritise investment in VAWG thereafter;

- Working with a wide range of professional bodies and others to explore how training on VAWG could be included in initial training or CPD for all frontline staff. For healthcare staff, this will be considered by the Health Taskforce on VAWG;

***Call to End Violence Against Women and Girls – 2010 Strategy*** - In 2009/2010, women were the

victim of over seven out of ten incidents of domestic violence. 36% of all rapes recorded by the police are committed against children under 16 years of age. The focus of the strategy is based on the UN Convention on the Elimination of all Forms of Discrimination against Women (CEDAW).

The strategy is the first time that the government will be working towards a single definition and they will be specifically including girls in the approach.

The vision is for a society in which no woman or girl has to live in fear of violence. To achieve this vision, society needs to:

**Prevent** violence through challenging attitudes and behaviours and through early intervention.

**Provide** adequate levels of support.

Work in **partnership** to obtain the best outcome for victims and their families.

**Reduce the risk** and ensure perpetrators are brought to justice.

Further exploration of the strategy is available in Chapter 8.

***Multi-Agency Statutory Guidance for Dealing with Forced Marriage*** – The document set out the

duties and responsibilities of agencies with the aim of protecting children, young people and adults facing forced marriage. Forced marriage is a form of child/adult/domestic abuse; therefore it should form part of existing child and adult protection structures, policies and procedures.

The document highlights specific arrangements that may inadvertently place a victim at risk of harm. These include failure to share information appropriately between agencies, the danger of involving families, breaches of confidentiality and all forms of family counselling, mediation, arbitration and reconciliation.

Often parents believe that they are upholding the cultural traditions of their home country, when in fact practices and values there may have changed. Some parents come under significant pressure from their extended families to get their children married. In some instances, an agreement may have been made about marriage when a child is in their infancy. Many young people live their entire childhoods with the expectation that they will marry someone their parents select – some may be unaware that they have a fundamental human right to choose their spouse.

The guidance covers the following areas:

- Senior management commitment
- Roles and responsibilities
- Clear lines of accountability
- Victim-centred approach
- Effective inter agency working and information sharing
- Staff training and awareness raising
- Monitoring and evaluation
- Record keeping
- Risk assessment
- The dangers of family counselling, mediation, arbitration and reconciliation
- Protecting children and adults with disabilities

***UK Action Plan on Tackling Human Trafficking 2007*** – The purpose of this Action Plan is to:

1. Draw together all the work that is currently underway across government and other agencies on human trafficking
2. Identify gaps in existing work which require further consideration
3. Increase transparency and enable us to be held to account on delivery of our objectives
4. Provide a platform for developing a more strategic and holistic approach to tackling human trafficking.

The Action Plan addresses the protection and assistance of victims in three primary areas:

- Improving identification and referral procedures and practices to help liberate victims from exploitation and enable them to access appropriate support services;
- Enhancing the support available and extending the rights for adult victims; and
- Assisting in the re-integration and resettlement of victims and helping prevent re-trafficking.

The overarching action areas are:

- Prevention of Human Trafficking
- Investigation and Enforcement
- Identification of victims - adult and child



- Information for victims
- Protection and Support for victims

**Tackling the Demand for Prostitution: A Review 2008** – Tackling the demand for prostitution is an integral element of the Government’s Co-ordinated Prostitution Strategy and the UK Action Plan on Tackling Human Trafficking, and in January 2008, the Home Office launched a six month review to explore what further action could be taken by Government and statutory agencies to reduce demand.

The Review put forward the following recommendations:

- The Government should consider introducing a specific strict liability offence of paying for sex with someone who is controlled for another person’s gain, in order to protect vulnerable individuals, for example those who have been trafficked or exploited by any other means.
- The Government should consider running a marketing campaign aimed specifically at sex buyers to raise awareness about trafficking for sexual exploitation.
- The Government should consider amending the offences of kerb-crawling and persistent soliciting (s.1 and s.2 of the Sexual Offences Act 1985) to remove the requirement to prove that a person has acted persistently, thus allowing prosecution for a first offence.
- The Government should consider re-running a national anti-kerb crawling campaign, which should support forces nationally in their efforts to reduce street-based prostitution.
- The Government should consider introducing closure powers for premises linked to sexual exploitation, in order to allow the police and partner agencies to restrict access to such premises for up to 3 months.
- To support these proposed legislative changes, Government should work with all relevant bodies, including the police, criminal justice agencies and the voluntary sector to develop comprehensive guidance on enforcement and best-practice partnership work.

**‘Equity and Excellence: Liberating the NHS’** - The White Paper details how power will be devolved from Whitehall to patients and professionals. Patients will get more choice and control. Groups of GPs will be given freedom and responsibility for commissioning care for their local communities. Providers of services will have new freedoms and they will be more accountable. There will be greater competition in the NHS and greater cooperation. Services will be more joined

up, supported by a new role for Local Authorities to support integration across health and social care. Strategic Health Authorities and Primary Care Trusts will be phased out. Management costs will be reduced so that as much resource as possible supports frontline services. The reforms build on changes started under the previous Government.

## 4.2 Conclusions

This chapter has outlined the overall definition and background of DASV in order to provide context to the subject we are covering with this strategy.

The chapter also looked at the main national strategies to be considered within the development of this strategy. The political aspect is vast and it is important to identify the key focus of government thinking to demonstrate the links with local strategy (Chapter 5) and to identify the priority issues within the area of DASV and the priority groups.

Priority groups highlighted in national strategies include:

- Women and Girls
- Children and Young people
- Vulnerable adults
- ‘Honour’ crime victims and victims of forced marriage
- Human trafficking and Sexual Exploitation victims
- Prostitution

The key focuses of current national policies are:

- Safer communities
- Prevention of sexual abuse
- Improving rape prosecution
- Prostitution and trafficking
- Early identification and intervention of DASV across the family.
- Violence Against Women and Girls (VAWG)
- Forced Marriage

The overarching strategic issues fall into these areas:

1. **Provision** – increasing access to specialist support, well-being and housing support for victims of DASV.
2. **Protection** – continuing to improve the criminal justice response to DASV via investigation, prosecution, support and rehabilitation.
3. **Prevention** – maximise the prevention of DASV via awareness raising, safeguarding and education and training.
4. **Performance** – improving the data collection and information sharing systems currently in existence.

## CHAPTER 5: Local Delivery Structure

### Chapter Summary

- Halton is ranked 30<sup>th</sup> in the Index of Multiple Deprivation (IMD) leaving 48% of the population living in deprived areas. Whilst this has improved in recent years the environment still acts a contributory factor to the abuse and violence seen in Halton. Alongside this, 98% of Halton's population is white British creating isolated minority groups. The five most deprived Wards in Halton are Windmill Hill, Halton Lea, Castlefields, Riverside and Norton South.
- The Sustainable Community Strategy focuses on the five strategic themes of; A Healthy Halton; A Safer Halton; Halton's Urban Renewal; Halton's Children and Young People; and Employment, Learning and Skills in Halton.
- Halton Domestic Abuse Forum (HDAF) is a multi-agency partnership that focuses on DASV issues within Halton consisting of a Forum Steering Group, a Forum Operational Group, a Service User Group and the Multi-Agency Risk Assessment Conference (MARAC)
- The purpose of the Halton Domestic Abuse Forum is to work to prevent violent and abusive behaviour within partner and family relationships in Halton and to support victims of such abuse. The aim is to reduce incidents and improve the understanding and response to the DASV problems in Halton.

### 5.1 The Local Landscape

Halton Council serves a population of 119,800<sup>5</sup> (2008 Mid-Year population estimate) and 54,392 households. The population has increased slightly since the previous estimate. The rise in population is seen in the Older People age group, with the working age population decreasing slightly. In Halton 26% of the population are being 5 – 24 year olds, compared to 25% nationally. White British is the main ethnicity in Halton (98%).

Internal migration statistics shows that during 2008 there was a slightly larger migratory outflow than inflow. The employment rate in Halton is 68.4%, lower than the regional (70.8%) and national average (73.3%), but showing a modest improvement over the last year. The proportion of people with no qualifications is also higher than the regional and national average at 18.2%; again this

situation has been slowly improving over recent years.<sup>6</sup>

In terms of earnings per residence, Halton residences earn an average of £437.80 gross weekly pay. This compares to a regional average of £460.20 and a national average of £491.00<sup>7</sup>. Halton has 6.5% of its population of working age claiming Job Seekers Allowance, compared to a regional average of 4.9% and a national average of 4.3%.

As with many local authority areas, Halton has pockets of intense deprivation according to the Index of Multiple Deprivation (IMD) 2007. The IMD is an index system that scores Super Output Areas (SOAs, small geographic units with an average resident population of 1,500) according to an analysis of seven indicators of deprivation, taking into account employment, incomes, education/skills, living environment, barriers to housing and services, crime and health – and providing an 'overall' measure of deprivation. The population of Halton living in the top 20% most

<sup>5</sup> All Halton figures, Neighbourhood Statistics ([www.neighbourhood.statistics.gov.uk](http://www.neighbourhood.statistics.gov.uk)) or Halton Council website <http://www2.halton.gov.uk/content/councilanddemocracy/council/research/popularstats/?a=5441>

<sup>6</sup> Employment and Qualifications figures from NOMIS, Official Labour Market Statistics, Local Authority Summary Statistics, <https://www.nomisweb.co.uk>. Earnings by residence (2009), Total JSA claimants (January 2010)

<sup>7</sup> Earnings by Residence figures from NOMIS, Official Labour Market Statistics, Local Authority Summary Statistics, <https://www.nomisweb.co.uk/Default.asp>.

deprived areas is 48.5% with 38 of its 79 SOAs in the top 20% nationally – a small improvement over 2004 when it was 50%. The five most deprived Wards in Halton are Windmill Hill, Halton Lea, Castlefields, Riverside and Norton South.<sup>8</sup>

Halton Local Authority has an IMD score of 32.61 and is ranked 30th out of the 354 Local Authority districts in England (Rank 1 being the most deprived and Rank 354 being the least deprived).<sup>9</sup>

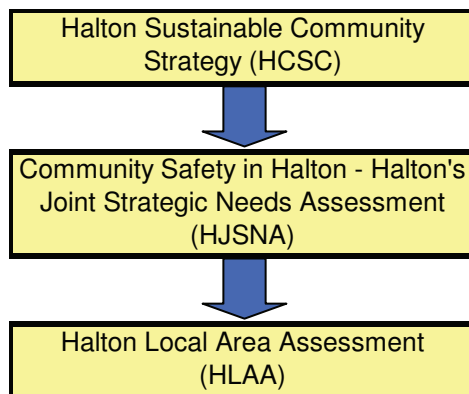
In contrast to this deprivation there are also some very affluent and desirable areas, for example Upton Rocks in Widnes – where residents with high earnings have correspondingly high-value personal possessions, vehicles and homes.

In summary, Halton has an ageing population with lower than average diversity and higher than average lack of qualifications. There is also a higher than average unemployment and lower than average earning rate. This is compounded by Halton being ranked 30<sup>th</sup> in the Index of Multiple Deprivation.

Whilst DASV are not directly attributable to environmental issues, as figure 1 in Chapter 3 highlights that environment can be a contributory factor to individuals becoming victims or perpetrators of violence or abuse.

## 5.2 Local strategy and policy context

The local strategy context is important because it not only links with the priorities of the National policies discussed in Chapter 4 but also influences the delivery of local services and funding. This section provides an overview of the three main local policies:



<sup>8</sup> Halton IMD details taken from 'Indices of Deprivation 2007', Halton Borough Council. [http://www2.halton.gov.uk/pdfs/councilanddemocracy/research/imd\\_2007](http://www2.halton.gov.uk/pdfs/councilanddemocracy/research/imd_2007)

<sup>9</sup> IMD details taken from <http://www.communities.gov.uk/communities/neighbourhoodrenewal/deprivation/deprivation07/>

We have also reviewed Halton's Hate Crime and Harassment Reduction Strategy because of the direct link with Domestic Abuse and Sexual Violence.

The **Sustainable Community Strategy** has five strategic themes which are summarised in the following section, these themes are:

*A Healthy Halton* - Of the five priorities, poor health continues to be the one that affects most people, with 33% of Halton's population placed in the worst 4% for health deprivation in England. The cancer rates and life expectancy figures, particularly for women, are among the worst in the country. To overcome this we envisage a focused effort by all the partners that will improve Halton's overall position by concentrating on the areas with the worst health outcomes. The target will be to reduce early deaths.

*A Safer Halton* - Making Halton a great place to live with an attractive quality of life and excellent local environment. However, this is very much dependent on reducing current levels of crime, tackling anti-social behaviour and improving the local environment in our neighbourhoods. Halton has seen a 16% reduction in total recorded crime from 2005 and 2008. In the same time period vehicle crime has reduced by 29% and criminal damage by 34%. The Safer Halton Partnership - with its focus on action at the neighbourhood level - has contributed to these welcome reductions. However, this remains a pressing problem for most people in Halton, and fear of crime remains at unacceptable levels and impacts upon too many lives. Taking the successes to date and working to improve on them, the Safer Halton Partnership aims to increase the confidence of communities in their neighbourhoods through coordinated enforcement and communication. Safeguarding adults is a key issue for the partnership, therefore policy and performance is scrutinised by the Safer Halton Partnership Board at every meeting. And whilst further guidance on the National review of 'No Secrets' is still awaited, work on the views of service users and carers, training and protecting adults will continue. Improving local conditions and encouraging people to get involved to help shape what happens in their local area is key to the partnership. With the continued provision of Area Forums, Police Community Action Meetings (CAMs), Community Watch Schemes and 'Face the People' Sessions, the Safer Halton Partnership offers opportunities for local people to have their say and help make a difference.

*Halton's Urban Renewal* - Modern day Halton has inherited an exceptional legacy of obsolete and poor quality land, buildings and physical infrastructure that undermines the development potential and attractiveness of the area. Putting this right is a key to greater prosperity and boosting the image of the borough. To achieve our vision we will:

- Provide affordable housing for sale and rent for those who need it most.
- Work with partners and the local community to support The Mersey Gateway scheme to fully realise its benefits. This will be a major focus over the coming years
- Upgrade and fully utilise the borough's rail, road, commercial waterways and power infrastructure in order to maximise the potential for economic development.

*Halton's Children and Young People* - For children and young people, three specific ambitions have been set, which better define what we are trying to achieve for children and young people. These are that:

- Every Young Person is successful when they leave school
- Children and young people will do well whatever their needs and wherever they live
- Children and young people are physically, emotionally and sexually healthy.

Work will continue on specific responsibilities or issues, which affect specific groups of children or young people. These chosen ambitions are relevant to all children and encapsulate some of the specific difficulties experienced by particular cohorts of children and young people. Each ambition is a condition of well being for all children and young people that no one single agency can achieve on its own. Rather a coherent partnership approach is vital if we are to succeed in making the necessary difference to each of these outcomes.

*Employment, Learning and Skills in Halton* - Historically, high economic inactivity rates across the borough, with particular pockets of high deprivation and social exclusion, have been endemic in the local economy. Progress has been made in recent years but the current economic downturn has meant rising levels of unemployment and inactivity with worklessness rates currently standing at 17.8% in Halton, with some wards experiencing levels as high as 30.6% against a national average of 11.7%. Our vision is the creation of a strong economy able to compete in the challenging global market. This can only be

achieved by targeted investment in skills, a vibrant employment market and creating a strong culture of entrepreneurship. Our target will be to ensure that no area of Halton has unemployment at more than 20% above the borough average and to reduce the number of adults of working age claiming out of work benefits in the worst performing neighbourhoods

Cascading down from the Sustainable Community Strategy is the **Community Safety in Halton - Halton's Joint Strategic Needs Assessment (HJSNA)**. This Assessment is carried out annually by SHP in partnership with police, Fire council, local councillors, Youth Offending service, Probation, Housing Assoc and Police Authority. The assessment brings together crime data, public consultation surveys etc to identify priorities for the work of the partnership over the next 12 months. The five key priorities for the borough are:

- Anti social behaviour
- Drug use and drug dealing
- Alcohol misuse
- Safeguarding vulnerable adults and children
- Confidence and communication

**Halton's Local Area Assessment (LAA)** builds on the priorities and themes identified in the previously discussed strategies. The Halton Strategic Partnership and the Council's Executive Board have now formally adopted the Vision Story. The strategic framework of the LAA is largely drawn from the Community Strategy and seeks to help make the vision story a reality. The agreed Partnership priorities are as follows:

- A Healthy Halton - To create a healthier community and work to promote well being - a positive experience of life with good health.
- Halton's Urban Renewal - To transform the urban fabric and infrastructure, to develop exciting places and spaces and to create a vibrant and accessible borough.
- Halton's Children and Young People - To ensure that in Halton children and young people are safeguarded, healthy and happy.
- Employment, Learning and Skills in Halton - To create an economically prosperous borough that encourages investment, entrepreneurship, enterprise and business growth.
- A Safer Halton - To ensure pleasant, safe and secure neighbourhood environments where people can enjoy life.

The overall approach is based on:

- Closing the gap between the most deprived communities in the borough and in Halton overall.
- Tackling inequality and promoting community cohesion, so that no community is disadvantaged.
- Making what we do sustainable so that our quality of life is protected and enhanced for the benefit of current and future generations.
- Investing in preventative activity that stops problems occurring rather than paying for actions to fix things that are going wrong.
- We need to invest more in success, rather than in failure.

The partnership aims to follow certain key principles:

- *Leadership* – the Partnership’s role is to give clear strategic leadership to the borough and enable people to make the necessary contributions to make a difference.
- *Fair and inclusive* – promoting equal access to opportunities and facilities. This includes the need to positively target activity at the most deprived geographical areas or particular groups of people.
- *Good value* – being economical, efficient and effective in delivering ‘Best Value’ for the public.
- *Collaborative* – this is about collective responsibility for making things better and embedding partnership approaches in everything that we do.
- *Evidence-based* – ensuring we learn from best practice elsewhere and make good use of research about what works in addressing the borough’s priorities.

Also of interest within the local policy arena is the **Halton Hate Crime and Harassment Reduction Strategy**. Hate crime takes many forms including: Physical attacks; threat of attack; verbal abuse or insults.

The strategy aims to address the following areas of hate crimes and incidents:

- Race hate - crimes/incidents motivated by ethnic origin, nationality, asylum seeker status
- Faith hate - crimes/incidents motivated by religious belief or lack of religious belief
- Homophobic hate - crimes/incidents motivated by sexual orientation

- Transphobic hate - crimes/incidents motivated by gender identity
- Disability related hate - crimes/incidents motivated by disability or ability, including learning difficulties.

Harassment is recognised as one of the major contributing factors to unnecessary stress. Aims of strategy:

- To provide statutory, voluntary and community service providers' responses to hate crime
- To increase the reporting of hate crime
- To increase the number of offenders brought to justice
- To improve victim safety
- To reduce the tolerance of hate crime
- To prevent hate crime

The strategies and policies reviewed in this section will be considered in the production of the strategic action plan included in Chapter 9 and aid us to focus attention of the strategy to local aims and priorities.

### 5.3 Local governance of Domestic Abuse and Sexual Violence

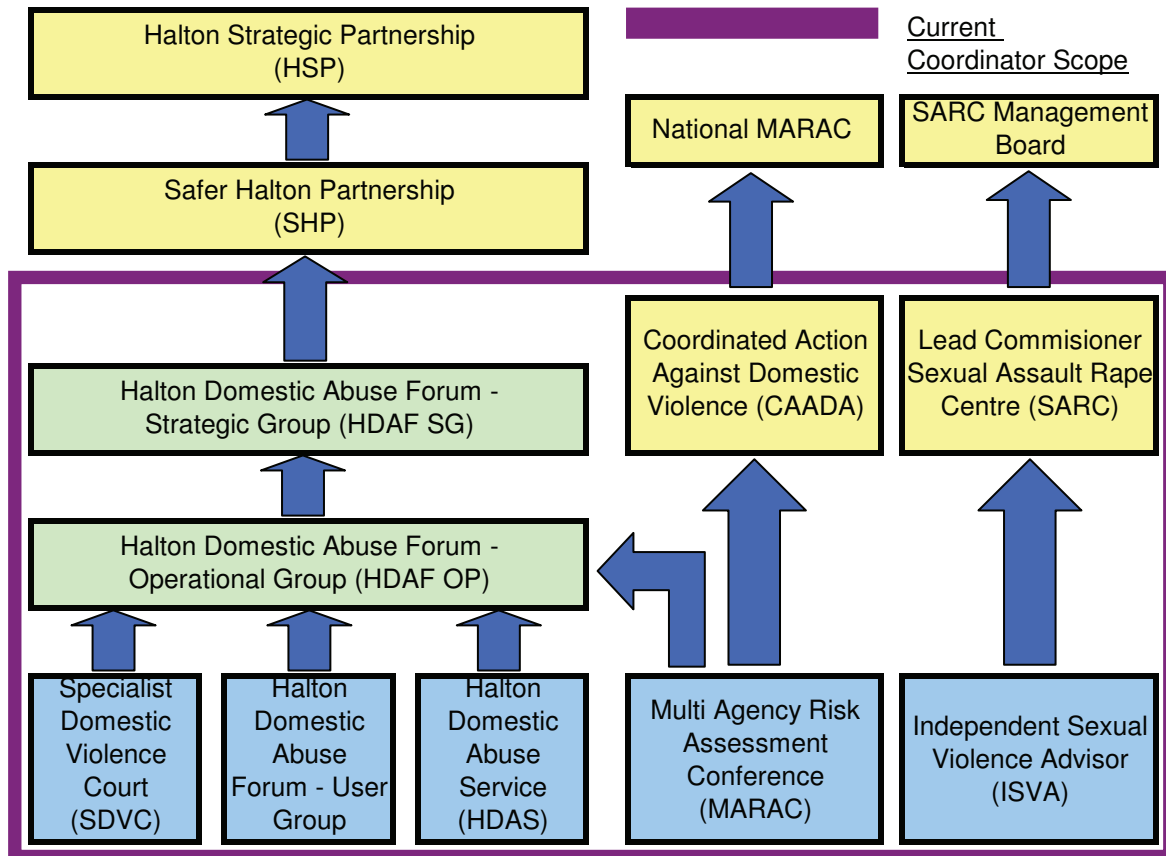
It is important to examine the local governance and structure in which the area of DASV sits and the hierarchy surrounding the local political infrastructure. Figure 4 shows the current structure within the borough of Halton.

Halton Domestic Abuse Forum (HDAF) is a multi-agency partnership that focuses on DASV issues within Halton.

The purpose of the Halton Domestic Abuse Forum is to work to prevent violent and abusive behaviour within partner and family relationships in Halton and to support victims of such abuse. The aim is to reduce incidents and improve the understanding and response to the DASV problems in Halton.

While this work needs to take place within the context of the broader *Crime and Disorder Reduction Strategy*, the nature and effects of DASV are such that there is a need to develop specific ways of taking a proactive stance from a strategic as well as operational perspective.

Figure 4 Halton DASV Reporting Structure



Source: Domestic Abuse and Sexual Violence Coordinator – Halton

The HDAF consists of four key groups. These are shown in figure 4. The remit for each group is as follows:

*The Strategic Group* – To plan, review and coordinate the strategic approach to DASV in the Borough.

*The Operational Group* – To implement the prevention and support activity for DASV and inform and support the work of the strategic group.

*The Service User Group* – To ensure survivors of DASV have a voice in work undertaken within this Borough.

*The MARAC (Multi-Agency Risk Assessment Conference)* – A formal meeting that exists to report/respond to incidents of High Risk Domestic Abuse/Violence.

Together these groups make up Halton’s Domestic Abuse Forum and address the following:

- Provides strategic guidance and tactical expertise to any other relevant groups within the domestic abuse remit.
- Devises, develops and implements action plans to provide/maintain sufficient effective and accessible support mechanisms for all parties involved in domestic abuse.
- Devises standards and performance indicators and builds a specific evaluation process into each development.
- Raises awareness of domestic abuse and related issues and aims to increase the reporting of such incidents, establishing their true scale in Halton.
- Liaises with other relevant bodies keeps up to date on national and international domestic abuse related initiatives and trends.
- Promotes appropriate training amongst key partner agencies.
- Consults with users to ascertain feedback on services and strives to develop and deliver high quality services that are client centred and address local need.

HDAF involves multi agency working. Below is a list of partner agencies involved in the forum:

- Halton Borough Council
- Cheshire Constabulary
- HM Court Services
- Halton Magistrates Court
- Drug Alcohol Action Team
- Halton Housing Trust
- Crown Prosecution Service
- Cheshire Probation Trust
- Halton and St Helens Primary Care Trust
- St Helens and Knowsley Teaching Hospitals NHS Foundation Trust
- 5 Boroughs Partnership NHS Foundation Trust
- Youth Offending Team, Halton and Warrington
- Cheshire Victim Support
- Cheshire Fire and Rescue

## 5.4 Conclusions

This chapter has outlined a picture of the local area to provide an overview of Halton issues that may interact with the issues of DASV. Of key note is the status of some local areas as experiencing intense deprivation. Whilst the overall picture for Halton has improved in recent years this deprivation background represents an additional element of challenge. Similarly, Halton has a mainly white British population which could create isolated minority groups locally.

The chapter has also explored the strategic structures and policies in place to ensure Halton issues are progressed. The key focuses emerging from the Strategic Delivery structures are:

- A Healthy Halton
- A Safer Halton
- Halton's Urban Renewal
- Halton's Children and Young People
- Employment, Learning and Skills in Halton

Working within these overarching themes are the Domestic Abuse Forum structures outlined in figure 4. The aim of this structure is to prevent DASV between partners and in families and support victims of such abuse. The aims identified for this structure were to reduce incidents of DASV whilst simultaneously improving understanding and response locally.

## CHAPTER 6: Analysis of Local Need

### Chapter Summary

- For all domestic incidents the arrest rate appears fairly low at 17.2%.
- The most prolific sexual offence in Halton is the sexual assault of a female aged 13 or over (36). This highlights a priority area in terms of young teen awareness and protection.
- Within Domestic Abuse Incidents the prevalence of alcohol as a contributing factor increases to a third (33%) of incidents.
- The North West has the second highest incidence of forced marriage in the whole of the UK. 17% of cases in 2009 were reported in the North West.
- Men were less likely to be seriously injured and less likely to report feeling fearful in their own homes. Research also found that a large majority of men, who said that they were victims of domestic violence, were also perpetrators of violence.
- 1 in 3 lesbian, gay, bisexual and transgender (LGBT) people experience domestic abuse
- The peak in CYP missing from home would seem to correlate with the school summer holidays. Further exploration of this against patterns of Domestic Abuse incidents would be a useful research initiative to identify any possible links.

### 6.1 Crime Statistics Overview

There are two main sources of official statistics on crime: the police recorded series and the British Crime Survey (BCS). There are some gaps in coverage which need to be borne in mind when interpreting the findings.

Violence against a person and sexual offences account for 21% of total reported crime. DASV could also be accounted for in other crime categories. The biggest shift has been a six percent rise in sexual offences.

#### 6.1.1 Trends in violent crime

There was not a statistically significant change in the number of violent crimes estimated by the 2009/10 BCS as compared with 2008/09. However, over recent years there has been an overall reduction in violent crime estimated by the BCS, consistent with trends in police recorded crime.

#### 6.1.2 Sexual Violence

According to the 2009/10 BCS, approximately two per cent of women aged 16 to 59 and less than one per cent of men had experienced a sexual assault in the previous 12 months. There were no changes in the overall prevalence of sexual assaults between 2008/09 and 2009/10.

There were 54,509 sexual offences recorded by the police in 2009/10, a six per cent increase compared with 2008/09. It may well be that figures for 2009/10 reflect initiatives undertaken by forces over the last year as they anticipated their introduction.

#### 6.1.3 Reporting of Crime

Most frequently mentioned reason for not reporting incidents was that victims perceived them to be too trivial, there was no loss, or they believed that the police would or could not do much about them.



### 6.1.4 Repeat Victimisation

The survey has been influential in highlighting the need to target crimes that are prone to repeat victimisation such as domestic violence and vandalism

#### Extent of repeat victimisation

The BCS has captured data on domestic violence offences via a self-completion module since 2001 and the data have consistently shown that victims of domestic violence were more likely to experience repeat victimisation than victims of other crime types. Repeat victimisation accounted for three-quarters (76%) of all incidents of domestic violence as measured by the 2009/10 BCS. Of the 169 victims interviewed, around a half (47%) were victimised more than once and nearly a third (30%) were victimised three or more times.

### 6.1.6 Domestic Abuse

Based on the 2009/10 BCS, seven per cent of women aged 16 to 59 were victims of domestic abuse in the past year compared with four per cent of men. There was no statistically significant change. Partner abuse was the most common type of domestic abuse. Prevalence of family abuse was lower.

#### Offender-victim relationship

Stranger violence is more likely to be experienced by men while women are at greater risk of domestic violence.

According to the 2009/10 BCS, most (79%) victims in incidents of stranger violence were men. In nearly three-quarters (73%) of incidents of domestic violence the victims were women

#### Influence of Alcohol and drugs – Contributing factors

It is believed offender(s) to be under the influence of alcohol in around a third (37%) of all domestic violent incidents. In one in five (18%) domestic violent incidents the victim believed the offender(s) to be under the influence of drugs.

#### Offender characteristics

Offenders in domestic violence incidents were most likely to be male (79%). In around a third of domestic violence incidents (30%) the offender was believed to be aged between 24 years or younger, with 40% of offenders believed to be 25-39 years of age.

### 6.1.7 Summary

Women are more likely to be victims of DASV, with the majority of cases being within intimate partner relationships rather than familial.

Offenders are likely to be under the influence of alcohol or drugs and be male aged 25-39. Younger perpetrators are also a substantial perpetrator group.

## 6.2 The Extent of Domestic Abuse and Sexual Violence in Halton

The following section will be a closer analysis of the local extent, prevalence and nature of DASV and the specific issues facing Halton. The following section now examines the local area. We have provided details on arrests, reports and the cases within the criminal justice system.

Table 1 illustrates the percentage change within the North West from 2008/09 to 2009/10. The table illustrates that overall the region has seen a decline in total offences however in line with national figures there has been a rise in sexual offences which is over the national average of six percent.

**Table 1 North West Recorded Crime Figures – Change from 2008/09 to 2009/10**

NORTH WEST	2008/09	% change	2009/10
<b>Total Offences</b>	623,583	-10.8%	556,127
<b>Sexual Offences</b>	5,866	7.9%	6,327
<b>VAP - With Injury</b>	52,914	-8.5%	48,436
<b>VAP - Without Injury</b>	56,401	-5.5%	53,312

Source: Home Office Local Authority Recorded Crime

Within the Cheshire area (see table 2) total offences have also declined. Recorded sexual offences have also seen a decrease which is opposed to the national and regional trends. Cheshire County has seen a reduction of 0.1%. Violence against a person without injury has seen more of a dramatic reduction than violence against a person with injury, minus 9.6% and 0.3% respectively.

**Table 2 Cheshire Recorded Crime Figures – Change from 2008/09 to 2009/10**

CHESHIRE	2008/09	% change	2009/10
<b>Total Offences</b>	75,098	-10.7%	67,032
<b>Sexual Offences</b>	705	-0.1%	704
<b>VAP - With Injury</b>	6,925	-0.3%	6,902
<b>VAP - Without Injury</b>	7,244	-9.6%	6,546

Source: Home Office Local Authority Recorded Crime

When analysing the local area data **Halton has seen a reduction in overall total offences**. The area has also seen a **reduction in sexual offences, violence against a person without injury and violence against a person with injury**. The largest reduction 18.2% has been in the area of violence against a person without injury. The smallest reduction has been in recorded sexual offences but this has still seen a decline by 4.9% There appears to be an issue with person-on-person violence that has resulted in injury. Although within this data we cannot attribute these figures specifically to DASV the data presented further on will elaborate on these areas of abuse and violence.

**Table 3 Halton Recorded Crime Figures – Change from 2008/09 to 2009/10**

HALTON	2008/09	% change	2009/10
<b>Total Offences</b>	11,777	-15.4%	9,969
<b>Sexual Offences</b>	103	-4.9%	98
<b>VAP - With Injury</b>	1,238	-5.7%	1,167
<b>VAP - Without Injury</b>	1,113	-18.2%	910

Source: Home Office Local Authority Recorded Crime

### 6.2.1 Domestic Abuse Reports

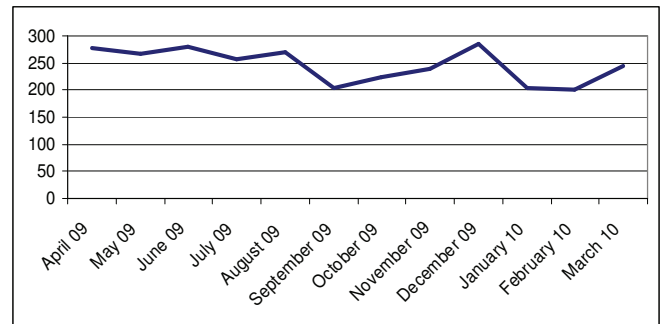
This section uses data that has been defined as a Domestic Incident (DI) or a Domestic Abuse Incident (DAI). A DI is a report of a domestic incident, which may have occurred in either a public or private place. This would include "Rowdy/Inconsiderate Behaviour" (raised voices/heated arguments, etc.) occurring in domestic situations involving partners (including former partners), family members or those living together in the same household." This category is designed to capture those incidents where the circumstances do not amount to a notifiable crime and also includes incidents which fall outside the Association of Chief Police Officers (ACPO) definition of Domestic Abuse.

The data reported from section 6.2.1 to 6.2.4 has been sourced from the CAVA database of Cheshire Police with the caveat that there are known problems with the accuracy of the data that is drawn from CAVA which leads to a probable under reporting of the true figures. The figures are therefore of use in terms of trends but cannot be taken to be an entirely true picture of numbers involved.

Domestic related reports in Halton appear to have reduced slowly throughout the year 2009/10. The

peak month appears to have been December 2009 as illustrated in figure 5.

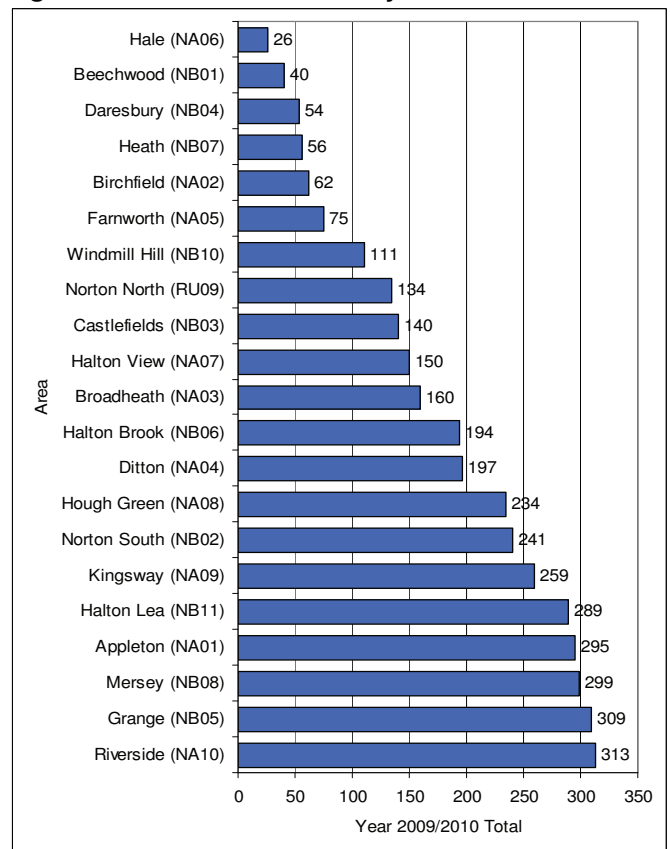
**Figure 5 Total Domestic Related Reports 2009/10**



Source: CAVA data

Domestic related incidents can also be analysed by ward/beat. Although this data is less reliable due to reporting errors, it provides an overview of the most prolific wards/beats for crime reports related to domestic incidents.

**Figure 6 Domestic Incidents by Ward/Beat.**



Source: NSPIS

Figure 6 illustrates that the cases of domestic related incidents are spread throughout the borough, however the top five wards/beats are:

- Riverside
- Grange
- Mersey
- Appleton
- Halton Lea

These areas tend to be associated with the more economically deprived areas of Halton. There were a total of 2,946 domestic related reports on CAVA in 2009/10 with 67% of incidents noted as domestic rather than domestic abuse.

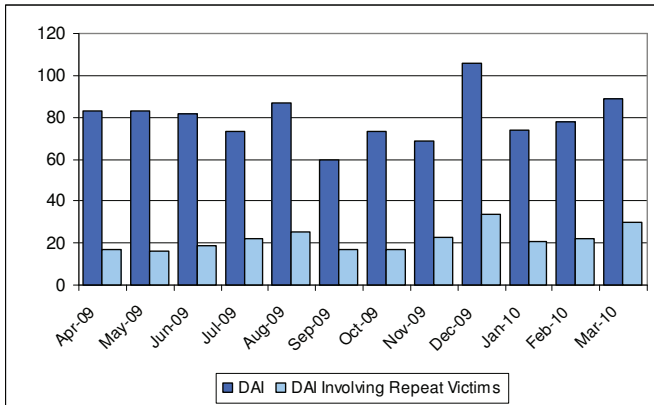
**Table 4 Domestic Related Reports by Category 2009/10**

	Count
Domestic Abuse Incident	968
Domestic Abuse Officer Investigation	9
Domestic Incident	1,969
<b>Grand Total</b>	<b>2,946</b>

Source: CAVA Database

Figure 7 illustrates the level of domestic abuse incidents and the level of repeat victims of domestic abuse incidents. This aspect of repeat victimisation is an area that will be examined in more detail later in the strategy.

**Figure 7: Domestic Abuse Incidents (DAI) and Domestic Abuse Incidents Involving Repeat Victims**



Source: CAVA Database

The attending Police Officer will conduct the initial risk assessment of all Domestic Abuse and Domestic Incident cases, with the local Public Protection Referral Unit conducting a secondary risk assessment. Table 5 demonstrates that just over a quarter (26%) of all incidents of cases were deemed 'high risk' cases.

**Table 5 Domestic Abuse Incidents by Risk Category**

Risk Level	TOTAL
Standard Risk	297
Medium Risk	405
High Risk	247
Not Stated	8

Source: CAVA Database

### 6.2.2 Arrests for Domestic Abuse and Sexual Violence

For all domestic incidents the arrest rate appears fairly low at 17.2%. It would be beneficial to review the arrest details and analyse the crimes

for which arrests were made. This would allow for possible issues to be flagged.

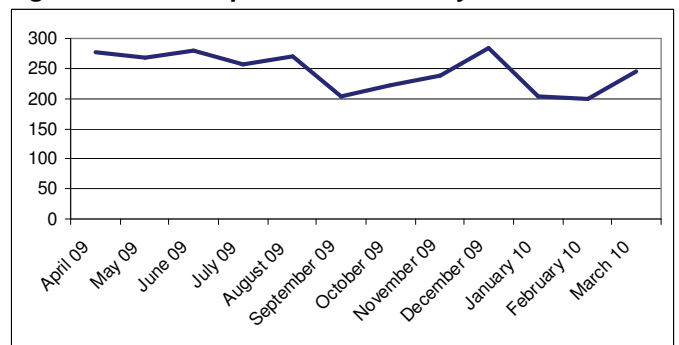
**Table 6 Perpetrator Arrests Made April 2009 – March 2010**

	No	Yes	Total
2009/2010	2,440	506	2,946
%	82.8%	17.2%	100.0%

Source: CAVA Database

Figure 8 shows arrests per month. The data indicates that there was a peak in arrests during December and that March 2010 also saw a slight rise. Figure 8 also demonstrates that overall there has been a decline in arrests over the year.

**Figure 8 Total Perpetrator Arrests by Month**



Source: CAVA Database

The figures for arrests pending illustrate a similar pattern in that during 2009/10 there were only 5.9% of perpetrators awaiting arrest. The cases behind this data would be useful to examine in terms of reasons for this trend, i.e. whether charges are not made or whether victims are withdrawing statements.

**Table 7 Perpetrator Arrests Pending 2009 - 2010**

	No	Yes	Total
2009/2010	2,773	173	2,946
%	94.1%	5.9%	100.0%

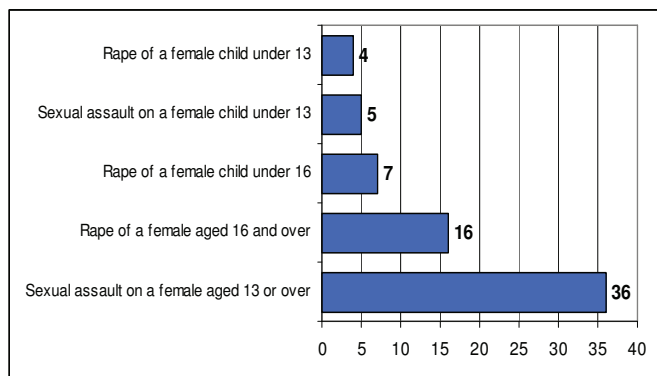
Source: CAVA Database

### 6.2.3 Serious Sexual Offences

Total of 77 (41%) reported Serious Sexual Offences (SSOs) of the total reported SSOs in the Northern BCU occurs in Halton with the top five offences accounting for 88% of all SSOs in Halton.

**The most prolific sexual offence in Halton is the sexual assault of a female aged 13 or over (36).** This is more than double the next offence which is rape of a female aged 16 and over. **This highlights a priority area in terms of young teen awareness and protection.**

**Figure 9 Top Five Reported Sexual Offences in Halton**



Source: CAVA Database

### 6.2.4 Contributing Factors to Domestic Abuse and Sexual Violence

There are many contributory factors to DASV. However the recording of them is limited. The following section looks at the available data to provide an indication of contributing factors to all domestic related reports and then specifically domestic abuse related reports. The data should be interpreted with caution and would need further analysis to be robust.

There are a number of factors that may work alone, or combined, to contribute to an individual being involved as either a victim or perpetrator of personal violence.

These factors could include:

Gender conditioning - Societal norms play an active part in shaping gender identity and roles. Traditional male and female gender roles may lead to the acceptance of certain behaviours, and the belief that these behaviours are 'natural' to that gender.

Changing gender roles - Whilst this change is still evolving, an expectation to 'conform' to traditional gender roles still exists with many members of the community. Subsequently, the process of change itself may provoke incidents of violence by creating personal frustration through either the uncertainty of roles as experienced by individuals, and/or the threat of others' changing roles, for example, women may pose more 'competition' in the workplace, etc.

Social and Cultural Influences - A number of social and cultural influences impact on the incidence of violence, these include:

- *Increased Exposure to Violence* - Through our constant exposure to popular media, e.g. television, movies, print media, computer

games, music etc. violence has become an everyday occurrence in our lives. Over the years this level of violence has increased, as has the graphic depictions, which tend to glorify violence, particularly murder, in an increasing number of forms.

- *Lack of Positive Role Models* - Role models adopted by members of the community are often those seen in the media or promoted through popular culture. It is not unusual for popular sporting heroes or actors to receive poor publicity in relation to violent behaviour including pub brawls and alcohol abuse.
- *Peer Pressure* - The need to belong remains a constant pressure in society, by young people in particular. In order to belong to a particular group, many adolescents feel the need to conform or prove oneself which may directly result in the perpetration or acceptance of violent behaviour, e.g. gang inductions.

Religious/Cultural Influences - What is acceptable in a particular culture or religion may not be appropriate behaviour in UK society. For example, a refugee from a country where violence is power and corruption reigns may see nothing wrong with using violence to obtain personal goals.

Family Influences - A number of aspects of family life may impact on the perpetration and acceptance of personal violence. These include:

- *Family breakdown/divorce* - this may create isolation, hopelessness, low self-esteem, self-blame and/or devalued life. Children particularly are often affected by family breakdown, significantly experiencing a number of these effects
- *Child Abuse* - in addition to the obvious physical, psychological and/or emotional trauma, a person who has been abused as a child must often act proactively to 'break the cycle' as an adult
- *Domestic violence* - violent behaviour may be viewed as the 'norm' and continued from generation to generation;
- *Negative Familial Role Models* - aggressive behaviour may be viewed as an effective means of dealing with frustration or as a means of problem solving, and therefore copied by children/siblings.

Individual Characteristics - There are many personal factors which may contribute to the likelihood of someone becoming a victim or perpetrator of personal violence, these include:

- *Specific life experiences* - may impact on an individual to become either a victim or

perpetrator of personal violence. Life events such as death of a friend/family member, divorce, injury, loss of employment, financial hardship, etc., may also be the catalyst for victim or perpetrator behaviour.

- *Individual values/morals* - present a constant influence on a person's behaviour.
- *Lack of education or positive role models* - may impact on individuals in a number of ways. One result is the ignorance to appropriate methods of managing anger and problem solving. A lack of interpersonal skills to effectively deal with these emotions as well as a lack of power or control over external factors is likely to have a direct impact on levels of personal violence perpetrated or experienced.
- *Personal addictions* - such as alcohol, drugs and/or gambling may also indirectly increase the probability of becoming involved in personal violence. For example, the need to fund these addictions may lead to an individual engaging in desperate behaviour, e.g. robbery, assault etc.

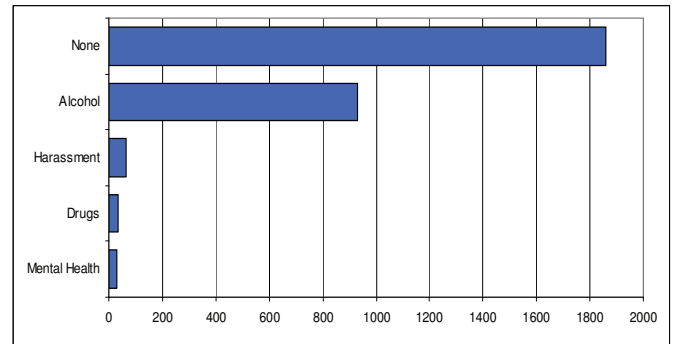
#### Alcohol and Other Intoxicating Substances -

Alcohol and other intoxicating substances play a significant role in the occurrence of personal violence. There is no doubt that consuming alcohol and/or other drugs will impair a person's judgement, reflexes and general awareness. This could not only place them in a position of vulnerability, thereby increasing their chances of being a victim of personal violence, but also may act as a catalyst for perpetrating personal violence.

The reporting of contributing factors however is not robust and not consistent within police data. The information included in this section is currently the most reliable information available from Cheshire Constabulary. It is recognised that there is a very high rate of underreporting within the data as figure 10 shows there is a very high incidence of no contributing factors to domestic related reports.

Domestic related reports are all reports of a domestic nature and covers a wide range of issues including domestic abuse. **Alcohol is presented as the largest contributing factors** which would align with anecdotal reporting from partners. **Alcohol as a contributing factor accounts for just over a quarter (26%) of all domestic related reports.**

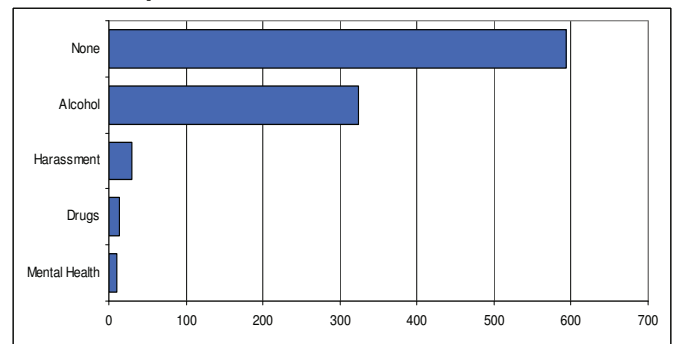
**Figure 10 Contributing Factors to Domestic Related Reports**



Source: CAVA data

The data indicates that a large majority of cases have no contributing factors. This could however be due to reporting error. **Within Domestic Abuse Incidents the prevalence of alcohol as a contributing factor increases to a third (33%) of incidents. 7% greater than for overall Domestic Incidents.**

**Figure 11 Contributing Factors to Domestic Abuse Related Reports**



Source: CAVA Database

## 6.2.5 Sanctioned Detections

There are two types of detections - Sanction detections and Administrative detections. **Sanction detections** can be defined as those where an offender has been charged, cautioned, reported for summons, reprimanded, the offence has been taken into consideration or where a fixed penalty notice has been issued in relation to a notifiable offence. The other type of detections are **administrative detections** which can be defined as situations where police have gathered sufficient evidence to charge someone but charges are not brought, e.g. where the accused person/key witness has died or is seriously ill, or to proceed with the case would not be in the best interests of the public.

Due to data quality issues with Cheshire Constabulary crime recording system, not all

crimes which are domestic related are correctly recorded as such. Therefore they are **unable to provide sanction detection data as the figures would be under-reported**. They are currently working to improve the quality of data on the system.

### 6.2.6 Successful and Unsuccessful Court Outcomes - Crown Prosecution Service Overview

Data in this section includes both Warrington and Halton combined as it is currently unable to be split down into the individual local authorities. Evidence for the individual Specialist Domestic Violence Court in Halton is presented in Chapter 7, section 7.3.3.

Table 8 illustrates that 84% of the 495 pre charge cases lead to charges by the CPS. Approximately 60 cases were not charged due to evidential reasons.

**Table 8 Crown Prosecution Service Initial Outcomes**

	2009/10
<b>Pre charge</b> – number of cases pre-charged	495
% Charged	84%
% Not charged (evidential)	12%
% Not charged (Public interest)	1%
% Cautions	1%
% More info requested	1%

Source: Crown Prosecution Service

Overall there were 448 defendants, of which 296 were successfully prosecuted, with 246 entering guilty pleas. Approximately 76 cases had no evidence offered.

**Table 9 CPS Defendant Outcomes**

<b>Prosecution:</b>	2009/10
Number of defendants	448
% Successful prosecutions	66%
% Guilty pleas	55%
% Discontinued cases	10%
% No Evidence Offered	17%
% Convicted at trial	10%

Source: Crown Prosecution Service

The majority (94%) of the 448 defendants in the CPS system were male. There are very few female defendants in the CPS system for DV.

**Table 10 CPS Defendant Gender**

<b>Gender:</b>	2009/10
No. Male defendants	420
No. Female defendants	28

Source: Crown Prosecution Service

The majority of defendants had their ethnicity recorded. 95% of the defendants were white this equates to 417 defendants. There are a very low proportion of BME defendants in the court system for DV.

**Table 11 CPS Defendant Ethnicity**

<b>Ethnicity:</b>	2009/10
% Recorded ethnicity of defendants	98%
% White defendants	95%
% BME defendants	3%

Source: Crown Prosecution Service

The principal offences of the defendants can be seen in Table 12. The statistics demonstrate that **the main offence was against a person (340 defendants) with criminal damage as the second most common offence (54 defendants)** as opposed to homicide, sexual offences.

**Table 12 CPS Defendant Principal Offences**

<b>Principal offences</b>	2009/10
% Homicides	0%
% Offences against the Person	76%
% Sexual offences	1%
% Criminal damage	12%

Source: Crown Prosecution Service

There are a proportion of cases that are unsuccessful. This can happen for several reasons with the majority of the main reasons focusing on the victims. **The largest proportion of unsuccessful outcomes is due to victim retractions (9%)**, followed by non-attendance and insufficient evidence. These reasons need to be examined more carefully as there may be a need for better provision to support victims through the CPS process.

**Table 13 CPS Unsuccessful Outcomes**

<b>Reasons for unsuccessful cases</b>	2009/10
% Victim retractions	9%
% Victim non-attendance	6%
% Victim evidence does not support case	5%
% Cautions	1%
% Bindovers	0%

Source: Crown Prosecution Service

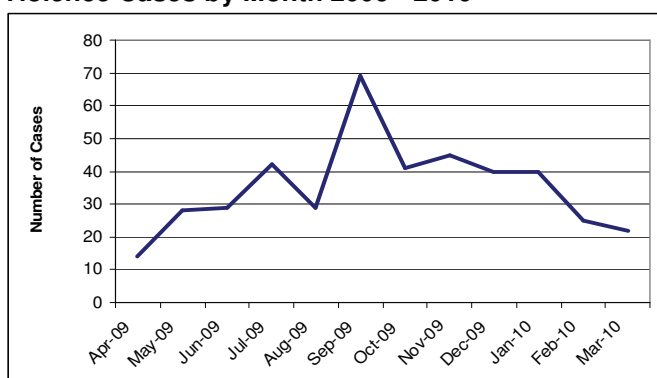
There are also the domestic violence cases that are recorded at local magistrates. The monthly total can be seen in Table 14. There was a peak in cases in September 2009 within Runcorn Magistrates when 69 cases were recorded.

**Table 14 Domestic Violence Cases Recorded at Magistrates**

Month/Year	Runcorn Magistrates Court	Warrington Magistrates Court
Apr-09	14	5
May-09	28	34
Jun-09	29	33
Jul-09	42	41
Aug-09	29	42
Sep-09	69	84
Oct-09	41	87
Nov-09	45	84
Dec-09	40	43
Jan-10	40	45
Feb-10	25	41
Mar-10	22	31
<b>Total</b>	<b>424</b>	<b>570</b>

Source: Her Majesty's Court Service

The pattern of these cases in Runcorn magistrates can be seen in figure 12. There was also an evident dip in cases during April 2009, although the current data does not allow for further analysis of this drop in cases.

**Figure 12 Runcorn Magistrates Court Domestic Violence Cases by Month 2009 - 2010**

Source: Her Majesty's Court Service

## 6.2.7 Estimated Domestic Abuse and Sexual Violence Victims

To calculate the number of estimated victims we have used the British Crime Survey (BCS) as a basis. The BCS includes information about incidents that are not reported to the police, which is particularly important for intimate violence. The self completion module on intimate violence covers emotional, financial or physical abuse by partners or family member, sexual assaults and stalking experienced by adults aged from 16-59.

By using the self completion we can generate a model of the estimated prevalence of DASV within the Halton borough. Nationally there has been an

estimated one million female victims of domestic abuse in the last 12 months with an estimated 600,000 male victims

Table 15 illustrates the calculated estimated prevalence of domestic abuse victims in Halton.

**Table 15 Estimated Prevalence of Domestic Abuse Victims in Halton**

	Males	Females	Total
Halton total population	33,970	36,110	70,080
Halton total population estimated to have been a victim of any Domestic Abuse in the last 12 months	1,325	2,275	3,600

Source BCS and Office of National Statistics  
Nb. Assumptions and calculations can be viewed in the Technical

## 6.2.8 The Prevalence of Domestic Abuse and Sexual Violence Related to Hospital Admissions

The prevalence of Domestic Abuse and Sexual Violence within hospital admission data is much underreported due to there being no central collation process. A victim of domestic abuse or sexual violence may not present directly as a victim. It appears that questions within hospital admissions may appear in patient notes or in the case of GUM clinics not asked directly. The data is very reliant on victims stating whether the incident was domestic abuse or sexual violence

There were 70 domestic incidents recorded in Warrington hospital admissions. **The majority of these were female victims (84%). There were 11 male victims during 09/10.**

In only half of cases consent to share information with PPU (Public Protection Unit) was granted.

**In 80% of cases there were reports of children in the family or being present during the incident.**

**In additional there were 10 victims (14%) who were pregnant at the time of the incident.**

## 6.2.9 The Number of Domestic Abuse and Sexual Violence Disclosures Made within a Health Setting

This section includes General Practitioners (GPs), Health Visitors (HVs) and Domestic Abuse Midwives

Unfortunately there is no formal ways in which data and information is collated across the Primary Care Trust (PCT). When a disclosure is made to a health visitor it will be recorded in the client's individual record manually and depending on the circumstances referrals made to other services. Therefore the only way to access such information retrospectively would be by a time-consuming manual review of the records.

Halton and St Helens PCT have a Domestic Abuse Policy and have signed up to the MARAC process; the PCT has adopted the zero tolerance campaign and displays information to that effect in the public areas of its premises. When appropriate the Domestic Abuse / MARAC policy is followed.

In regards to the Domestic Abuse Midwife, it is now part of the Midwife's role to ask the women in their care are there any issues surrounding domestic abuse in the home. This is only done if the woman is seen alone; it is not asked if she attends with anyone. Their answer is recorded on the notes kept by their Midwife in the G.P. surgeries or at the Health Care resource Centre, this is recorded as 'confidential time' date asked, any referral made – i.e. disclosure – and the gestation stage of the pregnancy, no reference to questions regarding domestic abuse are recorded in the women's' hand held maternity notes that they keep that others in her home may have access to.

This information is then recorded on the Midwifery Audit Form so we are able to monitor the numbers of women asked and those referred. There is also the addition of another marker on the Midwifery held notes' asking if she accompanied at her antenatal visits, this will highlight that the reason she has not been asked is due to her never visiting alone. In order to get around this problem the Domestic Abuse Midwives are introducing a 'dot' system: the women all need to provide a urine sample when they come for the antenatal checks, in the toilet a notice asking about domestic abuse is present with the offer of confidential help and support, to access this the women need to put one of the provided red dots on their urine sample and they will be contacted.

The Midwifery staff has had training on Domestic Abuse, plus any new members of staff coming into the service have training. Midwives have ready access to the specialist Domestic Abuse Midwife for advice and guidance. Any issues regarding women in PCT care i.e. CAVAs, MARAC referrals &/or safeguarding issues, are discussed on a one to one basis with the woman's named Midwife.

The Midwives also work closely with the Health Visitors to maintain continuity of care. Domestic Abuse posters are in easy view in places throughout the Borough where women attend.

Contact numbers for the local and national help lines are given to all women routinely in their initial visits to the Midwife as part of their antenatal pack.

Domestic abuse is also raised at the Early Bird Session (a group session held at the very beginning of pregnancy) where the women are informed along with other specialised midwifery roles there is a Domestic Abuse Midwife.

## 6.3 The Demography of Domestic Abuse and Sexual Violence

The demography of domestic abuse and sexual violence is an important aspect to analyse. The following section looks at demographically specific issues surrounding DASV. These include:

- Age
- Culture
- Ethnicity
- Sexuality
- Mental Health
- Disability

Where possible data has been included but due to minimal reporting in certain areas an explanation and national data has been provided in place of local area information.

### 6.3.1 Honour based violence reports

The honour code means that women must follow rules that are set at the discretion of male relatives and which are interpreted according to what each male family member considers acceptable. Breaking the rules is seen as destroying the good name of the family, and is deserving of punishment at the discretion of male relatives.

Honour is an unwritten code of conduct that involves loss of face on someone's part if offended against, especially in groups where loyalty is considered paramount. It can be directed at individuals of any age that are perceived to be challenging accepted customs and traditions. For example, any family member challenging gender or sexuality roles. This can include young people exploring their gender and sexual identity at a sensitive time of development.

Honour Based Violence cuts across all cultures and communities: Turkish, Kurdish, Afghani, South



Asian, African, Middle Eastern, South and Eastern European for example. This is not an exhaustive list. Where a culture is heavily male dominated, HBV may exist.

**We currently do not have any evidence to provide a local perspective on the issue of Honour-based violence.**

### 6.3.2 Forced marriage reports

Cultures in which HBV exists sometimes also practice forced marriage, and do not accept that a woman can have a partner before marriage, or that she can choose her own spouse. Remember that where there is a forced marriage, there is also likely to be “rape”.

It is important not to confuse a forced marriage, with an arranged marriage. Forced marriages exist where there is not the free consent of both parties.

Statistics for the April 2009 – March 2010 are not currently available, however the Forced Marriage Unit (FMU) have provided data for January – December 2009 to provide an insight into the scale of the problem in the UK.

In 2009, the FMU gave advice or support related to possible forced marriage to 1,682 instances.

**377 cases of forced marriage, including both assistance and immigration cases, were dealt with by the FMU.** There were 240 cases of assistance, with 88 of those being within the UK. The remaining cases constituted 137 reluctant sponsors. **Of the total cases 14% were male and 86% were female.**

The geographic balance of cases associated with other countries or regions was as follows:

**Table 16 International Geography of FM cases**

Country	%
Pakistan	56%
Bangladesh	10%
India	8%
Turkey	2%
Africa	1%
Afghanistan	1%
Other	7%
UK only cases or of unknown origin	14%
<b>TOTAL</b>	<b>99%</b>

Source: Forced Marriage Unit, Foreign Commonwealth Office  
Nb. Does not add to 100 due to rounding

Within the UK the geographical distribution of cases was as follows, **the North West has the second highest incidence of forced marriage in the whole of the UK. 17% of cases in 2009 were reported in the North West.** It would be interesting to analyse whether this was focused on the city areas of Liverpool and Manchester and how many incidents were reported in the local area. This may be an area of concern to highlight to the PPU.

**Table 17 UK geography of FM cases**

Country/region	%
<b>ENGLAND</b>	<b>96%</b>
London	29%
North West	17%
West Midlands	14%
Yorkshire and Humber	10%
South East	9%
East Midlands	7%
East of England	4%
North East	3%
South West	3%
<b>WALES</b>	<b>3%</b>
<b>SCOTLAND</b>	<b>1%</b>
<b>TOTAL</b>	<b>100%</b>

Source: Forced Marriage Unit, Foreign Commonwealth Office

### 6.3.3 Female Genital Mutilations

Female genital mutilation (FGM) is a grave human rights violation which is perpetuated by families in the name of culture, tradition and religion. The World Health Organisation estimates that globally from 100 to 140 million girls and women have undergone some type of FGM. It has been estimated that currently, about three million girls, most of them under 15 years of age, undergo the procedure every year. The majority of FGM takes place in 28 African countries but many immigrant communities continue the practice in Europe, North America, Australia and New Zealand.

A study was conducted by FORWARD on FGM and provides some information on the subject, however there is no data on individual councils except some London Boroughs. The information presented in this section has been extracted from this report to enable us to look at the most relevant geographical areas.

65,790 women estimated with FGM in England and Wales. However it is impossible to gain robust figures of the prevalence of this issue. Data is currently only available up to 2004.

Table 18 demonstrates that the North West was estimated to account for 439 cases of FGM in 2004. The highest prevalence appear to be in the city areas of Manchester and Liverpool, this is likely to be due to the ethnic diversity of the population living in those areas. Whereas the diversity of Halton, as discussed in Chapter 5, is small with only 2% of the population being none White British.

**Table 18 Estimated number and percentage of women with FGM by region for local authorities, England and Wales, 2001-2004**

Local Authority or region of residence	2001		2002		2003		2004		TOTAL NUMBER
	Number	%	Number	%	Number	%	Number	%	
Manchester	150	2.74	176	3.13	216	3.66	252	3.84	794
Liverpool	44	0.90	65	1.33	61	1.20	67	1.34	237
Rest of North West	62	0.10	63	0.10	87	0.13	120	0.17	338
North West	256	0.34	304	0.41	364	0.47	439	0.55	1,369
<b>England and Wales</b>	<b>6,256</b>	<b>1.06</b>	<b>7,109</b>	<b>1.20</b>	<b>8,090</b>	<b>1.31</b>	<b>9,032</b>	<b>1.43</b>	<b>30,487</b>

Source: Forward; A Statistical Study to Estimate the Prevalence of Female Genital Mutilation in England and Wales

### 6.3.4 Male victims of Domestic Abuse and Sexual Violence

Data on male victims is limited. In 2009 – 2010 there were only five cases of male sexual assault that were referred to RASASC. These cases were not concentrated by age group and victims ranged from 18 to over 44 years of age. The detail of these cases is not available. The IDVA service reported referrals of 43 males ten of which were assessed as very high risk.

*Gender and domestic violence:* According to British Crime Survey data "...of those women who have been subject to domestic force half (48%) have also been subject to frightening threats and nearly half (41%) to emotional or financial abuse". However, men's experiences are much less nested, that is, of those subject to domestic force; only 9 per cent had also experienced frightening threats and 28 per cent emotional or financial abuse". (Walby & Allen 2004)

*Gender and domestic violence:* 1% of men reported frightening threats (since 16 years of age) compared to 11% of women. The researchers commented that "the context of fear is an important element in the understanding of domestic violence as a pattern of coercive control". (Walby & Allen 2004 from analysis of British Crime Survey data.)

*Men as victims:* Research conducted by Respect found that men were less likely to have been repeat victims of domestic assault, **less likely to be seriously injured and less likely to report**

**feeling fearful in their own homes.** The research also found that **a large majority of men, who said that they were victims of domestic violence, were also perpetrators of violence.**

During 2009 the Men's Advice Line recorded 604 victims and 295 perpetrators presenting as victims. A total of 2310 contacts were recorded of males accessing advice. Callers were predominantly white-British heterosexual men with most still living with partner and with children.

### 6.3.5 The Number of Same-sex Relationship Victims of Domestic Abuse and Sexual Violence

Halton CAADA sheets did not illustrate any incidents of LGBT victims of domestic abuse however the issue of same-sex domestic violence is real.

The latest research, 'Count Me In Too', found that on average **1 in 3 LGBT people experience domestic abuse**, an even higher incidence than amongst heterosexual women (estimated at 1 in 4). Yet the perception of domestic abuse as exclusively a 'gendered crime' persists amongst the mainstream organizations and services offered to LGBT victims remain hugely inadequate. Despite the government's inclusive definition of domestic violence this has not translated to equal services for LGBT victims.

With very little recognition of same-sex abuse in mainstream domestic violence organizations, LGBT people risk not being taken seriously by precisely those who they seek assistance from, or there simply being no suitable help to offer them. Mainstream organizations continue to be oriented toward heterosexual women, with little or no understanding of LGBT issues.

Meanwhile specialist LGBT domestic violence services are scarce. With no specialist refuges, gay, bisexual, and transgender men who are attempting to escape domestic abuse from same-sex partners often have nowhere to go - while lesbian, bisexual, and transgender women in mainstream refuges face possible re-victimization owing to homophobia/transphobia. LGBT specific services providing support and counselling are also extremely few on the ground despite this being the most popular request among LGBT survivors in a recent study.

This is a 'real' problem then. Services to support LGBT victims and survivors of domestic abuse are

patently unequal to those offered to mainstream sections of society, in spite of domestic violence being as prevalent a problem within the LGBT community.

**There is a need for training and awareness raising in all mainstream organizations related to domestic violence across the voluntary and statutory sector to improve attitudes and where possible develop expertise.** Understandably not all domestic violence agencies can provide the whole package of services to LGBT people but what is necessary is that they handle victims sensitively and signpost them to the range of available services where they cannot provide these themselves. Specialist LGBT services such as safe, specialist temporary accommodation and LGBT specific support and counselling are also necessary to provide full, appropriate support.

### 6.3.6 Youth Offending (YO) within the Domestic Abuse and Sexual Violence

The Youth Offending Team working with Halton YO is served by the Halton and Warrington Youth Offending Team, like others in the UK, they work with young people in many different ways.

The Youth Offending Team is responsible for co-ordinating the work of youth justice services. Because the Youth Offending Team includes people from a variety of professions, they can meet the needs of young people comprehensively.

The database which collates information on the offenders is currently geared towards collecting Violent and Sexual offences.

#### Violence Against a Person - Offences

The data presented in figure 31 is in relation to all Violence Against a Person Offences. This includes assaults of various kinds and may not have occurred within a domestic relationship or setting. Also important to note is that these are the offences which young people were arrested for in 2009/10 but not necessarily received an outcome. However, the evidence will provide a picture of the prevalence of youth violence in the area.

**Table 19 Violence Against a Person Offences 2009 - 2010**

Area	Number of Offences
Widnes	97
Runcorn	75
<b>Total</b>	<b>172</b>

Source: Warrington and Halton Youth Offending Team

It is important to also note that there are 19 offences for which a location is 'Not Specified' and 44 offences are recorded as 'Out of Area'. Therefore, these offences could be linked to Halton offenders but we cannot attribute them directly.

**Table 20 Type of Violent Offence 2009 - 2010**

Offence	Total
Assault by Beating	90
Common Assault	28
Assault Occasioning Actual Bodily Harm (ABH)	28
Having An Article With A Blade Or Point In A Public Place	7
Assault Police Officer (Common Assault)	5
Possession Of An Offensive Weapon	6
Harassment	3
Assault and Battery	2
Grievous Bodily Harm (Wound Or Inflict)	1
Possession Of Real Or Imitation Firearms / Explosives With Intent To Cause Violence	1
Assault With Intent To Resist Arrest	1
<b>Total</b>	<b>172</b>

Source: Warrington and Halton Youth Offending Team

Table 20 shows **the most prolific violent offence is assault by beating with 52% of the YO offences.** Common assault and ABH are the next most common offences accounting for 16% each.

**Table 21 Age at Time of Offence 2009-2010**

Age at Time of Offence	Number of Offences
11	1
12	6
13	14
14	25
15	38
16	59
17	29
<b>Total</b>	<b>172</b>

Source: Warrington and Halton Youth Offending Team

We are also able to look at the ages of the perpetrators at the time of the offence. Table 21 shows that **the majority (34%) of offences are committed by 16 year olds.** With 15 year olds being the next most prolific offenders with 22% of the Violence Against a Person offences recorded during 2009-10.

The 172 offences are split by 112 individual offenders. Meaning on average each offender is committing 1.5 offences.

#### Violence Against a Person - Outcomes

The data that follows refers to offences which received outcomes at court during 2009/10. It is important to note that some of these outcomes will

relate to some offences that were committed prior to 1<sup>st</sup> April 2009.

**Table 22 Type of Violent Offence Presented at Court 2009 - 2010**

Offence	Total
Assault by Beating	82
Assault Occasioning Actual Bodily Harm (ABH)	29
Common Assault	28
Assault Police Officer (Common Assault)	13
Having An Article With A Blade Or Point In A Public Place	9
Possession Of An Offensive Weapon	8
Grievous Bodily Harm (Wound Or Inflict)	7
Possession Of Offensive Weapon Without Lawful Authority Or Reasonable Excuse	4
Indictable Firearms Offences	2
Possession Of Real Or Imitation Firearms / Explosives With Intent To Cause Violence	2
Assault With Intent To Resist Arrest	1
Assault and Battery	1
Harassment	1
Other / Unspecified Violence Against The Person	1
<b>Total</b>	<b>188</b>

Table 22 shows the most prolific violent offence is assault by beating with 46% of the YO offences. Common assault and ABH are the next most common offences accounting for 15% each.

There were a total of 188 outcomes. Table 23 shows the range of outcomes received by offender during 2009-2010.

**Table 23 Court Outcome/Sentence for YO**

Outcome	Total
Referral Order	49
Costs	34
Police Reprimand	26
Final Warning	20
Compensation Order	18
Supervision Order	13
Detention and Training Order	6
Action Plan Order	5
Curfew Order	4
Community Rehabilitation Order with ISSP	3
Referral Order Extension	3
Section 226 (Public protection)	2
Conditional Discharge	2
Absolute Discharge	1
YRO	1
YRO - ISS	1
<b>Total</b>	<b>188</b>

Source: Warrington and Halton Youth Offending Team

The most common outcome was a referral order with a quarter of young offenders receiving this outcome. Costs, compensation and Police

reprimand were also common outcomes for offenders as can be seen in Table 23.

The 188 outcomes are concentrated on 102 offenders. The majority of the offenders were white. There was only one black/black British offender and there were 32 female and 70 male offenders.

**Table 24 Age at Time of Outcome 2009-2010**

Age at Time of Offence	Number of Offences
11	1
12	4
13	9
14	16
15	29
16	29
17	14
<b>Total</b>	<b>102</b>

Table 24 shows that the majority of offenders were aged 15-16. This group accounted for 57% of offences.

### Sexual Crime - Offences

Another area of Youth Offending to analyse is Sexual Offences. Although not as prolific as Violent Offences it is an area of concern within youth offending.

The data presented in Table 25 is in relation to all Sexual Offences. This includes assaults of various kinds and may not have occurred within a domestic relationship or setting. However, the evidence will provide a picture of the prevalence of youth sexual violence in the area.

**Table 25 Sexual Offences 2009 - 2010**

Area	Number of Offences
Widnes	4
Runcorn	11
<b>Total</b>	<b>15</b>

Source: Warrington and Halton Youth Offending Team

Table 26 shows the most prolific sexual offence is 'Other/Unspecified' within youth offences with 73% of offences in this category.

**Table 26 Type of Sexual Offence 2009 - 2010**

Offence	Total
Other / Unspecified Sexual Offences	11
Indecent Assault On A Female Under 16	2
Indecent Assault On A Female Aged 16 Or Over	1
Indecent Exposure	1
<b>Total</b>	<b>15</b>

Source: Warrington and Halton Youth Offending Team

We are also able to look at the ages of the perpetrators at the time of the offence. Table 27 shows that the majority (67%) of offences are committed by 17 year olds. With 15 year olds being the next most prolific offenders with 20% of the Sexual Offences recorded during 2009-10.

**Table 27 Age at Time of Sexual Offence 2009-2010**

Age at Time of Offence	Number of Offences
13	1
14	1
15	3
16	0
17	10
<b>Total</b>	<b>15</b>

Source: Warrington and Halton Youth Offending Team

The 15 offences are split by six individual offenders. However, the sexual offences information is concerning as the ten offences recorded against the 17 year olds was actually a single offender who committed sexual offences against five boys aged eight to ten.

### Sexual Crime – Outcomes

Table 28 shows **the most prolific sexual offence is indecent assault on a female under 16** with 4 out of 15 of the YO offences. Indecent exposure, indecent assault on a girl under 14 and female rape were the next most common offences

**Table 28 Type of Sexual Offence Presented at Court 2009 - 2010**

Offence	Total
Indecent Assault On A Female Under 16	4
Indecent Exposure	2
Indecent Assault On A Girl Under 14 - Contrary To S14 And Schedule 2 Of The Sexual Offences Act 1956	2
Rape - Female	2
Other / Unspecified Sexual Offences	1
Unlawful Sexual Intercourse With A Female Under 16	1
Indecent Assault On A Female Aged 16 Or Over	1
<b>Total</b>	<b>13</b>

Source: Warrington and Halton Youth Offending Team

There were a total of 13 outcomes. Table 29 shows the range of outcomes received by offender during 2009-2010.

**Table 29 Sexual Crime Court Outcome/Sentence**

Outcome	Total
Referral Order	5
Section 226 (Public protection)	3
Costs	3
Final Warning	1
Referral Order Extension	1
<b>Total</b>	<b>13</b>

Source: Warrington and Halton Youth Offending Team

The 13 outcomes are concentrated on 7 offenders. The offenders were white male and aged 14 – 17. The most prolific offending age group were 15 year olds.

### 6.3.7 Number of Children and Young People (CYP) victims of Domestic Abuse and Sexual Violence

The area of children and young people is a vital area to cover when examining the issue of DASV. Children and young people can be perpetrators, victims and witnesses of domestic abuse and sexual violence.

Table 30 illustrates the monthly number of referrals to Halton Council. In total there were 331 referrals in which June 2009 was a peak month for referrals (43) followed by October (36), February (35) and January (34).

**Table 30 Monthly Domestic Violence Referrals to Halton Children and Young People Directorate**

Month	Total Number of Domestic Violence Referrals
Apr-09	29
May-09	15
Jun-09	43
Jul-09	24
Aug-09	18
Sep-09	18
Oct-09	36
Nov-09	25
Dec-09	25
Jan-10	34
Feb-10	35
Mar-10	29
<b>Total</b>	<b>331</b>

Source: Halton Children and Young People Directorate - CYP CareFirst Support Team

The ethnicity of the referrals follows a similar pattern to defendants and perpetrators, with the majority of referrals (83%) being white British.

**Table 31 Ethnicity of Child or Young Person referred to Halton Children and Young People Directorate**

Ethnicity	Total DV Referrals
Any Other Ethnic Group	1
Gypsy Traveller	6
Information not yet obtained	33
Not stated-Client Does Not Know	4
Not Stated-Not Appropriate To Ask	2
Not Stated - Referrer Does Not Know	1
White and Asian	2
White and Black Caribbean	3
White British	276
White Irish	1
White Other	2
<b>Total</b>	<b>331</b>

Source: Halton Children and Young People Directorate - CYP CareFirst Support Team

Table 32 demonstrates the most prominent wards in which referrals originate from.

**Table 32 Ward of Referral to Halton Children and Young People Directorate**

Ward	Total
Grange	42
Norton South	39
Windmill Hill	28
Halton Lea	24
Kingsway	21
Appleton	20
Norton North	19
Halton Brook	18
Castlefields	17
Mersey	17
Halton View	15
Riverside	13
OOB	9
Heath	8
Hough Green	8
Broadheath	7
Ditton	7
Birchfield	6
Hale	6
Farnworth	4
Daresbury	2
Beechwood	1
<b>Total</b>	<b>331</b>

Source: Halton Children and Young People Directorate - CYP CareFirst Support Team

The data indicates that Grange had 42 referrals accounting for 13% of the total referrals to Halton Borough Council.

### 6.3.8 Number of children with Child Protection Plans and Children In Need plans that list DASV as directly related issues

The number of children with protection plans at year end March 2010 was 83.

**Table 33 Breakdown of CYP with CP Plans by Sex**

Sex	CYP with CP Plan
Male	46
Female	34
Unborn	3
<b>Total</b>	<b>83</b>

Source: Halton Children and Young People Directorate - CYP CareFirst Support Team

The majority of children with Protection Plans were male (55%) with the highest risk age category being one to six years of age (52%).

**Table 34 Breakdown of CYP with CP Plans by Age**

Age	CYP with a CP Plan
Unborn	3
Under 1 Year	7
1-3 Years	22
4-6 Years	21
7-11 Years	19
12+ Years	11
<b>Total</b>	<b>83</b>

Source: Halton Children and Young People Directorate - CYP CareFirst Support Team

Table 35 shows the categories for which a Child Protection Plan is instigated. These include actual abuse and high likelihood of abuse taking place. The most prevalent categories for Halton are Neglect and Emotional Abuse accounting for 34% and 22% respectively.

**Table 35 Prevalence of CP Plans by Category**

Category of CP Plan	CYP with a CP Plan
Emotional Abuse	18
Likelihood of Emotional	8
Likelihood of Neglect	8
Likelihood of Physical	9
Likelihood of Sexual	5
Neglect	28
Physical Abuse	7
<b>Total</b>	<b>83</b>

Source: Halton Children and Young People Directorate - CYP CareFirst Support Team

Runcorn is the area within Halton that has the largest number of CYP with Protection Plans, 63% of the 83 CYP with plans are resident in this area.

**Table 36 Geographical Location of CYP with Protection Plans**

Town	CYP with a CP Plan
Runcorn	52
Widnes	29
Out of Borough	2
<b>Total</b>	<b>83</b>

Source: Halton Children and Young People Directorate - CYP CareFirst Support Team

The majority of CYP (41%) have been subjects of a Protection Plan for six to 12 months. Zero to three months is also a frequent length of plans with 35% of CYP being the subject of a Protection Plan lasting that period of time.

**Table 37 Length of time CYP have been subject to CP Plans**

Length of time subject to CP Plan	CYP with a CP Plan
0-3 Months	29
3-6 Months	17
6-12 Months	34
Over 12 Months	3
<b>Total</b>	<b>83</b>

Source: Halton Children and Young People Directorate - CYP CareFirst Support Team

Parental risk factors are identified at an initial conference. Table 38 demonstrates that the largest risk across the 09/10 period was domestic abuse with 33 cases identified with this risk. Secondary risk factors were mental health and alcohol with 17 cases each.

**Table 38 Risk Factors Identified at Initial Conference**

Risk Factor	Quarter 1		Quarter 2		Quarter 3		Quarter 4	
	N	%	N	%	N	%	N	%
Drugs	5	28%	3	25%	3	13%	2	29%
Alcohol	6	33%	2	17%	8	26%	1	14%
Mental Health	4	22%	4	33%	8	26%	1	14%
Domestic Abuse	11	61%	3	25%	17	55%	2	29%
Adult Identified as posing a risk or potential risk to children	2	11%	2	17%	1	3%	1	14%

Source: Halton Children and Young People Directorate - CYP CareFirst Support Team

It should be noted that for some of the families considered at Initial Conferences, these parental risk factors may not have been an issue of concern

at all. For other families more than one risk factor might have been an issue of concern.

### 6.3.9 Number of Missing Children

It is important to look at the prevalence of missing children as this can be crucial in identification of CYP at risk of becoming victims of sexual exploitation.

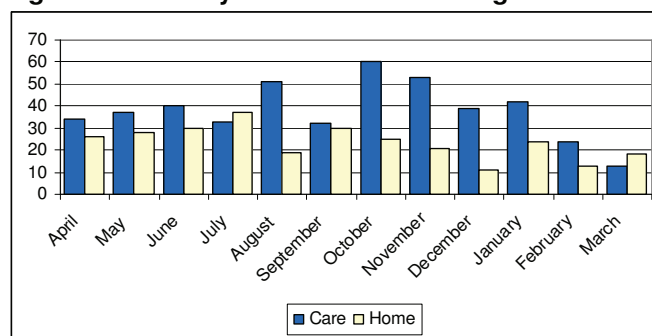
**Table 39 CYP Missing from Care or Home in 2009/10**

	Care	Home	Total
<b>2009/10 Total</b>	<b>458</b>	<b>282</b>	<b>740</b>

Source: Barnardo's

In total 740 CYP went missing in 2009/10. The majority (62%) of these were from a Care environment. Interestingly those going missing from care peaked in October with 60 reports, whereas those missing from home peaked in July with 37 reports. **This peak in CYP missing from home would seem to correlate with the school summer holidays which may be an area to explore at a later date**

**Figure 13 Monthly trend of CYP Missing from Home**



Source: Barnardo's

### 6.3.10 Number of Older People and Vulnerable Adults victims of Domestic Abuse and Sexual Violence

The data provided in Table 40 relates only to Public Protection Unit investigations and does not reflect investigations across other policing departments that will at various times deal with vulnerable adult victims.

Police involvement means specialist Police Officer has given advice only and not physically left the office). Police Investigation means specialist Police Officer attended strategy meetings or case conference or the alleged perpetrator voluntarily attending the Police station for an interview under caution)

**Table 40 Safeguarding Vulnerable Adult Police Investigations.**

	Referrals	Police Involvement	Police Investigation	Crown Prosecution Service (CPS) Advice	Alleged Perpetrator Charged
Runcorn	19	4	14	1	1
Widnes	10	0	9	1	1
<b>Total</b>	<b>29</b>	<b>4</b>	<b>23</b>	<b>2</b>	<b>2</b>

Source: Halton Safeguarding Adult Board

Table 40 shows us that there are a **higher proportion of vulnerable adult referrals in Runcorn**. This has also led to a higher proportion of Police Investigations.

## Conclusions

This chapter has illustrated the prevalence of DASV in Halton. Due to the data capturing tools and the availability of the data it is difficult to assert whether statistically the issue is worse in Halton than in other areas robustly.

We have looked at evidence from partners to gain a comprehensive picture of the prevalence and nature of DASV. The key points to consider with this chapter are;

- More females and girls are affected by DASV in Halton
- Alcohol appear to be a major contributing factor to DASV
- Violent YO appears to be an issue to focus on going forward in terms of early intervention.
- Vulnerable adults and children are a focus of intervention and focus within Halton
- The large proportion of DAI is occurring at standard and medium risk level.



## CHAPTER 7: Provision, Protection and Prevention

### Chapter Summary

#### Provision

- The role of the Independent Domestic Violence Advocates (IDVA) is to provide a service to victims at high risk. In 2009/10 there were a total of 556 referrals to the IDVA.
- A total of 145 people received support from the Rape & Sexual Abuse Support Centre (RASASC) in the year 2009/10.
- Registered Social Landlords in Halton dealt with 25 cases of domestic abuse. From the data available there were only two male cases and a total of 27 children were involved.

#### Protection

- PPU Detective Sergeants with responsibility for domestic abuse are also the coordinators of the local MARAC (Multi-Agency Risk Assessment Conference), chaired by the Detective Inspector on a monthly basis and work closely with the IDVA (Independent Domestic Violence Advocates).
- The overall costs for Sanctuary Scheme during the period January 2010 to October 2010 was £17,641.17 excluding VAT. In total 39 households received sanctuary measures, with 44 jobs being completed.
- The average cost for sanctuary measures, for this period, is around £500 per household versus £2,500 per family for moving due to DASV.
- There were 189 cases processed through the MARAC. A total of 239 children were identified. 92 victims and perpetrators were identified as having alcohol issues. In total 126 people were identified with contributing factors including drugs and mental health.
- The NSPCC Young Witness Support dealt with 45 referrals during 2009/10, 26 of these children being victims of DASV.

#### Prevention

- There was a total of 146 cases were processed through the Special Domestic Violence Court (SDVC). From these cases there were 251 outcomes with costs and compensation being the most common outcomes.
- The Probation service reported for the period July 2009 to 2010 Halton had a total of 116 women offenders, of these 63 (54%) had experience of domestic abuse.
- In 2009/10 a total of 27 male offenders completed Community Domestic Violence Programme (CDVP), against a target of 20.

### 7.1 Provision

#### Introduction

There is a wide variety of provision available for victims and perpetrators of DASV. These are provided through statutory agencies as well as third sector and voluntary organisations. This section looks at the services available and where possible

analyses the data of usage that is currently available.

#### Halton Domestic Abuse Service (HDAS)

**There are two provision services provided within the Halton borough. These are:**

- Independent Domestic Violence Advocate (IDVA)
- Floating Support

**The role of the IDVA is to provide a service to victims at high risk. Although the role is to work in partnership with a number of organisations, there is an expectation that the IDVA's independence is maintained, at all times. The areas they will cover are:**

- Crisis intervention
- Needs and risk assessment
- case work
- independent advice
- multi-agency working
- outcome monitoring
- attendance at MARAC
- support for clients through the Specialist Domestic Violence Court, or other criminal justice interventions
- work in partnership with the Independent Sexual Violence Advisor

A recent multi site evaluation of this role confirmed the effectiveness of the IDVA model in reducing and preventing further abuse. The report notes that the abuse had stopped completely for two thirds of victims working with IDVAs, with more than two thirds of these women having children of mostly school age or younger<sup>10</sup>.

In 2009/10 there were a total of 556 referrals to the IDVA, with 94% (521) of these referrals originating from the police. Other sources of referral are Health (7), Social Services (3), Housing (13), Refuge (1) and Other (including CPS) (11).

**83% (459) referrals were successfully contacted by the IDVA service.** 81% of these referrals engaged with the service. 56% (312) of referred cases were identified as high risk at point of referral with a further 14% (80) being identified as very high risk. **43 male referrals were made with ten of those being 'very high risk' at point of referral.** 93% of referrals were white with the remaining clients having no ethnicity recorded.

49 IDVA clients were involved in a court process with 47 of these being supported through the process. Only two Victim Personal Statements were taken by Police/CPS and 40 clients meet the prosecutor at court. Only one case continued after a victim retraction. However we do not have the data to show overall how many retractions took place.

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<sup>10</sup> Hestia Fund, Sigrid Rausing Trust, and Henry Smith Charity, Safety in Numbers: A Multi-Site Evaluation of IDVA Services, November 2009

73 clients of the IDVA service sought a civil injunction and of these, 49% (36) received an injunction.

A range of support is offered to clients including housing, benefits, education, refuge, health, target hardening, immigration and support groups. The top three most popular forms of support during 2009/10 were:

1. Education
2. Housing
3. Support Group

### **Floating Support Service**

**The Floating Support service will provide support covering a range of tasks, for low to medium risk cases, including although not limited to:**

- Help to maintain, identify or access accommodation
- Help with financial management
- Help with accessing benefits
- Help with accessing appropriate support services
- Practical support to live independently and manage a home

Data was not available for inclusion in this report due to full period data not being available

### **Halton Domestic Abuse Forum – Service Users FOCUS Group**

Halton has the FOCUS group, a service user group that meets on a monthly basis to act as an activism forum and an informal support system for survivors of domestic abuse. It is open to all victims of domestic abuse regardless of age, gender and sexuality based on the current groups wishes to be inclusive. The group have been instrumental in terms of service development, offering guidance on promotional work and offering a direct conduit for consultation. For example, in 2010 our local group participated in a pan-Cheshire consultation with Cheshire Police to review victim experiences of police and criminal justice system responses to domestic abuse. This has led to identification of practice changes to improve effectiveness and victim experiences and satisfaction. The FOCUS group have also actively campaigned to promote awareness of Domestic Abuse and guided recent promotional material development to ensure materials are effective at reaching the target

audience. This group is currently funded by Halton Borough Council to cover the cost of crèche and refreshments to allow survivors the opportunity to attend. It is managed and hosted by HADWAA and has been integral to developing service user led approach to domestic abuse.

### Service User Survey

In 2010 a service user survey was developed with the feedback and support of the FOCUS group and has been launched electronically on line and is available via direct links for those who require independent support to complete the surveys. This survey offers service users the opportunity to guide the development of the existing services through offering outcome feedback from support and suggestions for positive developments in the future.

### Halton Intranet and Internet Service

A revised internet sight has been developed in line with government guidelines and with a revised URL to ensure suitability for promotion. This website offers information about the structure in Halton to address domestic abuse alongside promotional materials and useful contacts.

Due to recent government revisions on Local Authority website content it has not been possible to provide access to policy materials. To ensure practitioners have access to these materials an intranet site has been established with a document repository to ensure that risk assessment forms, strategies and policies are available for staff to access. External agencies can access such material via the coordinator.

### Rape & Sexual Abuse Support Centre (Cheshire & Merseyside) (RASASC)

#### Mission Statement:

The Rape and Sexual Abuse Support Centre aims to be a Centre of Excellence in the provision and delivery of services to individuals and families who have been affected by sexual violence.

#### Aims:

- To provide free counselling, support and advocacy to women, men and young people who have experienced sexual violence
- To raise public awareness of sexual violence and to challenge myths and stereotypes in relation to sexual violence and abuse
- To respect the rights of the women, men and young people who access our service

- To evaluate the service on a regular basis and to develop provision in response to identified need

#### A Free Service that provides:

- Independent Sexual Violence Advisors
- Crisis Intervention & Outreach
- Counselling
- Information, Advocacy & Support
- Young Peoples Services
- Group Work & Workshops
- Training & Consultancy

The agency is a registered charity (1049826) established in Warrington in 1995 to provide advice and support to women, men and young people affected by any form of sexual violence. RASASC central office is now based in St Helens with satellite premises in Halton; support is also offered from outreach locations across Cheshire and Merseyside.

RASASC have a staff team of 12 and a bank of 20 volunteers. During 2008 RASASC provided 4220 hours of direct support across its commissioned areas, including Cheshire East; Cheshire West & Chester; Halton; Knowsley; Liverpool South; St Helens; & Warrington.

### Independent Sexual Violence Advisor (ISVA) Service

Current services provided throughout Halton include adult counselling and the Independent Sexual Violence Advisor (ISVA) project, which provides practical and emotional support to individuals who have experienced sexual violence, including support in accessing health services and the Criminal Justice System. Self referrals and referrals from other agencies are accepted by telephone through RASASC central office.

The aim of the service is to increase the wellbeing and emotional safety of people in Cheshire who have experienced sexual violence. The service will help them to rebuild their lives and create a safer environment for them to live in. Because of the strong links between domestic abuse & sexual assault/rape, the Independent Sexual Violence Advisor will play an integral part in the support of the victim alongside, if necessary, the Independent Domestic Violence Advisor.

The ISVA service will provide seamless aftercare service to users of Cheshire SARC by the provision of community based Independent Sexual Violence

Advisors. The ISVA service will provide practical and emotional support as well as initial counselling.

Defined outcomes:

- To increase access to support and health services for victims of domestic abuse and sexual violence
- To continue to improve the criminal justice response to domestic abuse and sexual violence
- To maximise the prevention of domestic abuse and sexual violence
- To improve data collection and information systems

In 2002, a report was published outlining the joint thematic inspection into rape investigation by Her Majesty's Crown Prosecution Service Inspectorate (HMCPSI)/Her Majesty's Inspectorate of Constabulary (HMIC). This document identified the concept of dedicated, multi agency facilities as good practice and an area that Forces should seek to develop in the quest for improved victim care. This should lead to increased reporting of offences as victims gain confidence in the Criminal Justice process.

Overall benefits of SARC's were evidenced in the 2004 Home Office commissioned study by Lovett et al 'Sexual Assault Referral Centres: developing good practice and maximising potential's this has led to Home Office investment and support in establishing SARC's across the UK.

SARC's have been developed because rape has the highest health-related costs of any violent crime at £73,487 per case. Violence against women is the most common cause of depression and mental health problems in women, and treating the related physical injuries and mental health problems costs the NHS nationally almost £1.4 billion a year.

Table 41 shows the various organisations referring into the RASASC. It is evident that there is a range of sources however it is clear that the predominant source is from either self referral or police referral accounting for a total 70% of the 93 referral sources recorded in 2009-2010.

**Table 41 Source of Referrals to RASASC**

Source of referrals	Total
Self	35
Police	30
Women's Aid	5
Relationship Centre (IDVA)	5
GP/Mental Health	3
Education	3
SARC	2
Barnardos	1
YMCA	1
Connexions	1
Arch Initiatives	1
Victim Support	1
Primary Care	1
Community Mental Health Team	1
Employer	1
Social Services	1
Youth Worker	1

Source: Rape & Sexual Abuse Support Centre (Cheshire & Merseyside)

**A total of 145 people received support in the year 2009/10.** Of these 93% were women and 97% were white. The ages 83 new referrals were recorded in the year 2009-10. **23% of these new referrals were under the age of 18.** This age group was followed by those aged 44 and over at 13% and 18-19 at 12%. These figures appear to illustrate that those being affected by sexual assaults are those in the younger and older age categories. There is a fairly even spread of referrals within the other age bands.

**Table 42 Age Band of RASASC Referrals 2009/10**

Age band of new referrals	Total	%
Under 18	19	23%
18 – 19	10	12%
20 – 24	9	11%
25 – 29	9	11%
30 – 34	8	10%
35 – 39	9	11%
40 – 44	8	10%
Over 44	11	13%
<b>Total</b>	<b>83</b>	<b>100%</b>

Source: Rape & Sexual Abuse Support Centre (Cheshire & Merseyside)

Victims also received referrals on to other agencies. These agencies were varied but **the main two onward referral organisations were the GUM clinics (29%) and Victim Support (18%).**

Management information is currently collected around three outcomes:

1. Service users' needs are effectively identified and addressed in a structured counselling relationship.
2. The impact of rape or sexual assault on the individual and their risk is minimised as a result of interventions offered by RASASC and through referral /signposting to other agencies.
3. To support victims through the criminal justice system and manage perpetrators to reduce risk.

*Outcome 1:*

95% of referrals were contacted within 24 hours. 78 assessments were completed in 2009/10 against a target of 80, with the longest waiting time for a one to one assessment being 72 hours. During the year 627 sessions were delivered against a target of 480.

*Outcome 2:*

118 clients accessed one-to-one counselling during 2009/10 and 44 clients accessed regular emotional telephone support.

*Outcome 3:*

Little evidence was available for the year in regards to this outcome. RASASC reported that 100% of clients received a risk assessment update and overall 100% were assessed on exit – closed case. However there was no reporting available on the number of clients who had given evidence in court and no further supportive evidence was available in relation to the proportion or number of clients who were offered special measures at court.

**5 Boroughs Partnership – NHS Trust Safeguarding Unit**

The Trust has developed a domestic abuse strategy which underpins the professional and legislative responsibilities of the 5 Boroughs Partnership NHS Trust. It is recognised that solutions to domestic abuse are best identified through a partnership approach and that through multi agency working victim survivors stand a better chance of achieving change in their lives.

The overall aim of the Trust is to:

- Increase awareness
- Reduce prevalence
- Enable early identification
- Improve service delivery
- Increase protection and support for victims of domestic abuse

- Identify any safeguarding children issues in relation to domestic abuse in order that children are protected

The outcome is to create a consistent quality response to the issue of Domestic Abuse across the 5 Boroughs Partnership NHS Trust. This will support the aim to reduce inequalities and improve the mental health and well-being of the people who use the Trusts services by ensuring that routine screening of all service users for domestic abuse is provided by all mental health professionals.

The strategy will be supported by an action plan, containing key deliverables and best practice, which will be delivered through adherence to the Trust's Domestic abuse policies and guidance.

**Registered Social Landlords (RSL's)**

Registered Social Landlords in Halton dealt with 25 cases of domestic abuse. From the data available there were only two male cases and **a total of 27 children were involved in 48% (12) of the cases.** A breakdown by RSL can be seen below.

<b>Domestic Abuse Cases with Registered Social Landlords (RSL)</b>
<b>HHT</b> registered seven cases of domestic abuse within their social housing. One victim was male and there were three cases with no children at the premises. Of the four remaining cases there were a total of eight children involved.
<b>Liverpool Housing Trust (LHT)</b> dealt with nine cases in the Halton. Four cases did not involve children. Of the five remaining cases a total of 12 children were involved.
<b>Plus Dane</b> registered five cases of domestic abuse. One male case, however data regarding children involvement was not available. Two cases were transfers from other Plus Dane properties, two cases were nomination and one case was from the waiting list.
<b>Riverside Housing</b> had four cases of domestic abuse. All of which were female and there were seven children involved.

## The Relationships Centre

A therapeutic based intervention and service provider. The key elements of any of the services offered are:

- to safeguard clients and break the cycle of abuse.
- to offer services to reduce the impact of abuse and harmful behaviour patterns.
- to enable clients to address the effects of abuse and reduce/stop engaging in repeat behaviour.

The focus of any intervention would be on direct delivery with clients to raise awareness of the impact of unhealthy and abusive relationships on themselves and their families.

### 'Talk Don't Walk'

'Talk Don't Walk' is an award winning example of The Relationships Centre's ability to manage innovative projects and engage stakeholders to work in partnership, to deliver a holistic service for clients. It is designed to tackle the problem of under 18s running away from home by:

- Working with Young People to address their personal problems such as issues at school, difficulties with parents and siblings.
- Working with families to resolve wider relationship issues such as family breakdown and new partners.
- Preventing young people from becoming repeat runners.
- Educating young people on the dangers of running away including crime, substance misuse and sexual exploitation.
- Family mediation

### Positive You – development programmes

10 week course which take a positive approach to helping survivors move on to a healthier lifestyle. These include:

- Life coaching through action planning and personal journals.
- Personal development activities to explore values, beliefs and aspirations for the future.
- Developing confidence, assertiveness and self esteem.
- Preparing to return to work, training or education.

## Victim Support

Victim Support are the national charity giving free and confidential help to victims of crime, witnesses, their family, friends and anyone else affected

across England and Wales. They also speak out as a national voice for victims and witnesses and campaign for change.

Victim Support is not a government agency or part of the police and you don't have to report a crime to the police to get our help. You can call us any time after the crime has happened, whether it was yesterday, last week or several years ago.

They have offices throughout England and Wales and run the Witness Service in every criminal court.

Table 43 shows the police referrals to Victim support and highlights the higher proportion of females being referred into the service. This majority is as expected.

**Table 43 Police Referrals to Victim Support**

	Halton	Warrington
No. Of victims referred to victim support	185	234
Gender of referred victim	Male 25 Female 160	Male 18 Female 215

Source: Victim Support

## Summary

This section has demonstrated the range of provision that is currently available. This section has illustrated the following areas and types of provision:

- HDAS including the IDVA and Floating Support services
- RASASC and the ISVA service
- 5 Boroughs Partnership
- Registered Social Landlords
- The Relationship Centre
- Victim Support

This exploration of services highlights that on a local level we are not geared to provide services for certain demographic groups within Halton.

These groups include:

- Older People
- Vulnerable Adults
- Lesbian, Gay, Bisexual and Transgender community (LGBT)
- Black, Minority, Ethnic community (BME)

## 7.2 Protection

### Introduction

MAPPA stands for Multi-Agency Public Protection Arrangements and MAPPA has now been in place since 2001 in all 42 Police and Probation areas/Trusts in England and Wales. These arrangements provide the framework for the coordinated risk management of potentially dangerous offenders by different agencies. Its aim is to protect the public from these offenders once they are given community sentences or are released from prison.

There are three categories of offenders managed under the MAPPA arrangements:

1. **Registered Sex Offenders (RSO's)**
2. **Violent and other sexual offenders**
3. **Other offenders assessed as posing a risk of serious harm to the public**

There are also three levels of risk which offenders fall into under the MAPPA process: **Level 1 is the lowest risk** - Offenders will be managed by a single agency, usually the Probation Service or the Police but also the Youth Service or other agencies.

**Level 2 offenders pose a higher risk** - Offenders are managed by Multi-Agency Risk Management Meetings, drawing staff from across statutory & voluntary sectors.

**Level 3 is the highest risk** - It is reserved for the critical few who present a risk of serious harm in the community. Comprehensive assessment tools are used to ensure that they are properly identified, monitored and supervised.

**On March 2009 there were 639 registered sex offenders in Cheshire, Halton and Warrington.** There were 43 Sexual Offences Prevention Orders (SOPs) applied for. There was also five Interim Sexual Offences Prevention Orders granted and 38 full Sexual Offences Prevention Orders imposed between 1st April 2008 and 31st March 2009.

### Cheshire Constabulary Northern Public Protection Unit (PPU)

The Northern Public Protection Unit was set up in 2005 and covers both the Warrington and Halton areas of Cheshire, with offices located in both Runcorn and Warrington. The formation of the unit, led by a Detective Inspector had long been needed and addressed the requirements that were being

brought about as a result of national enquiries such as Victoria Climbié, Bichard and others.

Each office is staffed by officers specialising in the investigation of child abuse, domestic abuse, vulnerable adult abuse, management of Registered Sex Offenders or missing persons, who are supervised by Detective Sergeants with specific areas of responsibility.

Detective Sergeants with responsibility for domestic abuse are also the coordinators of the local MARAC (Multi-Agency Risk Assessment Conference), chaired by the Detective Inspector on a monthly basis and work closely with the IDVA (Independent Domestic Violence Advocates) and other agencies in putting measures in place to reduce the risk to very high risk victims of domestic abuse.

The police response to referrals regarding vulnerable people, whether adults or children is a priority of the Cheshire Constabulary and in order to enhance our ability to prioritise this work a Referral Unit was set up to process and risk assess all referrals coming into the unit to assist in: -

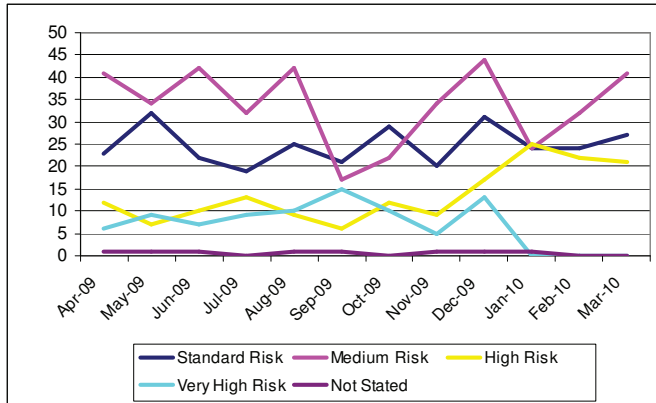
- Protecting children/adults who are at risk as a result of abuse;
- Investigating all reports of child abuse, domestic abuse and vulnerable adult abuse;
- Facilitating effective action against offenders so that they can be held accountable through the criminal justice system;
- Adopting proactive multi-agency approaches in preventing and reducing risk; in particular, maximising information sharing to provide the best opportunity to supporting victims and witnesses alike.

In fulfilling these obligations, Cheshire Constabulary works in partnership with other criminal justice agencies, including statutory and voluntary sector services.

Figure 14 illustrates the levels of different risk categories for victims of DASV as inputted on to the CAVA (Children and Vulnerable Adults) database by the PPU.

The data shows peaks in occurrences around the middle of summer in July and during December. This would seem to correlate when families traditionally spend more time together.

**Figure 14 Domestic Abuse Incidents by Risk Category**



Source: CAVA Database

## The Sanctuary Scheme

The **Sanctuary** Scheme should be able to provide a secure and safe environment whereby victims (and their children) can be protected from a violent partner, or ex-partner within their own home. This will include target hardening measures such as reinforced doors, locks and general crime prevention adjustments.

From the start of 2010 there has been a new database established to collect the details of sanctuary measures installed at properties within Halton. This includes the cost of the measure and items that are used. We have presented this new information within this section to provide evidence of the cost implications to the borough for the last ten months and the usage of measures.

In total 39 households received sanctuary measures, with 44 jobs being completed. The majority of households had one target hardening measure however five household received two jobs.

The overall costs for the period January 2010 to October 2010 was £17,641.17 excluding VAT. This breaks down in the following ways. The table below shows the average cost for a target hardening item. The most expensive item is a reinforced door. There were a total of 18 doors installed at a total cost to the borough of £10,310.84 including VAT.

**Table 44 Item Costs for Sanctuary Scheme**

Minimum Item Cost	Average Item Cost	Maximum Item Cost
£8.03 Bolt - Tower	£91.40	£487.51 Reinforced Door

The total cost can also be broken down to individual household level. The table below illustrates the costs per household.

**Table 45 Household and Job Costs for Sanctuary Scheme**

Minimum Household Cost	Average Household Cost	Maximum Household Cost
£30.37	£531.50 per household £471.10 per job	£2,092.93

Nb. These costs are inclusive of VAT

## Multi-Agency Risk Assessment Conference

The investigation around DASV is dependent on the assessed level of risk. The victims that are identified as high risk result in a Multi Agency Risk Assessment Conference (MARAC). Halton's MARAC has reviewed its criteria around Domestic Abuse to reflect that some teenage victims have been identified and require access to such services. Subsequently, current MARAC definitions acknowledge that the model is for 18 years and above but considers victims of 16 years and above on a case by case basis.

Table 46 shows the level of repeat victims identified through the CAVA database. It illustrates that there were 189 repeat victims during 2009/10. These would usually considered to be high risk victims and are likely to have been processed through the MARAC system.

**Table 46 Domestic Abuse Repeat Incidents**

Month	Count
April	17
May	16
June	19
July	22
August	25
September	17
October	17
November	23
December	34
January	21
February	22
March	30
<b>Total incidents involving repeat victims</b>	<b>263</b>
<b>Cumulative number of repeat victims</b>	<b>189</b>

Source: CAVA Database



The MARAC is a conference meeting whereby various agencies and services gather to discuss individual domestic abuse cases assessed as being high risk. The purpose of this model is to ensure that all actions and supports that can be offered are put in place to protect the victim from further incidents of abuse. Victims consent is always sought for their details to be taken to MARAC but this is not always given and non consent is not seen as a barrier to sharing case details due to the risks involved for such victims suitable for this arena. Upon being presented to the MARAC agencies share their knowledge of the individuals involved (both victim and perpetrator) whether current or historic. Subsequently, actions are identified that various agencies and services can implement to ensure victim or child safety. Cases are not discussed again unless a further repeat incident occurs.

Members of the MARAC include:

- Police
- Probation
- Children's Social Care
- Adult Social Care
- Housing
- Fire Service
- Voluntary agencies – Women's Aid, Victim Support
- Drug and Alcohol Services
- IDVA services
- Family Intervention Projects
- 5 Boroughs Mental Health Services
- Adult Mental Health Services
- Education
- PCT Safeguarding and Midwife representatives

All of these agencies may or may not have historic contact with cases and after case discussion may volunteer to attempt to engage an individual in the interest of risk management. This is all then documented by the MARAC administrator in minutes. They are also responsible for producing case summaries prior to conferences to ensure that agencies and services can search their files for contact information.

All of these members are signed up to an Information Sharing Protocol which outlines confidentiality and caveats to this in terms of breaching data protection on the grounds of risk.

Table 47 shows that there were 189 cases processed through the MARAC. The highest case volume was 23 which occurred in January and March 2010.

**Table 47 Halton MARAC Data**

Month	No. of Cases	Total no. of children aged 0-5 (including unborns)	All children living in household (0-18)	No. of pregnant women	No. of vulnerable adults	LGBT	Disability
APRIL	22	1	23	2	0	0	0
MAY	8	4	7	0	1	0	0
JUNE	12	8	15	2	0	0	0
JULY	7	4	11	0	0	0	0
AUG	17	9	22	0	0	0	0
SEP	9	5	8	1	0	0	1
OCT	12	6	24	0	0	0	0
NOV	22	14	31	1	0	0	0
DEC	11	9	19	0	0	0	0
JAN	24	6	26	0	0	0	1
FEB	22	9	22	2	1	0	0
MARCH	23	18	31	2	0	0	0
<b>TOTAL</b>	<b>189</b>	<b>93</b>	<b>239</b>	<b>10</b>	<b>2</b>	<b>0</b>	<b>2</b>

Source: Halton MARAC

**A total of 239 children were identified as being associated with the MARAC cases.** This equated to approximately 1.3 children up to the age of 18 per case. **39% of these children were aged nought – five with 10 being unborns.**

The level of vulnerable adults and those with disability was low with only two cases of each recorded. There were no cases where LGBT was identified in the 12 month period.

Within the 189 cases reviewed through the MARAC the contributing factors to the case are also recorded. The main factors are:

- Alcohol
- Drugs
- Mental Health

**Table 48 Halton MARAC Contributing Factors**

Month	No. of Cases	ALCOHOL		DRUGS		MENTAL HEALTH	
		Victim	Perpetrator	Victim	Perpetrator	Victim	Perpetrator
APRIL	22	3	5	0	0	1	0
MAY	8	0	2	0	0	0	0
JUNE	12	1	2	0	2	1	0
JULY	7	0	0	0	1	0	0
AUG	17	2	6	0	0	1	0
SEP	9	3	3	1	2	0	0
OCT	12	2	5	0	0	0	1
NOV	22	3	7	0	1	0	0
DEC	11	4	8	0	2	0	0
JAN	24	5	15	0	5	1	4
FEB	22	1	4	0	0	0	0
MARCH	23	2	9	0	5	0	6
<b>TOTAL</b>	<b>189</b>	<b>26</b>	<b>66</b>	<b>1</b>	<b>18</b>	<b>4</b>	<b>11</b>

Source: Halton MARAC

Table 48 illustrates that contributing factors are most evident in the perpetrator. **The most prevalent factor was alcohol.** 92 victims and perpetrators were identified as having alcohol issues. In total 126 people were identified with contributing factors.

### Halton And District Women's Aid Association (HADWAA) Refuge

The property is owned by Riverside/EDHG, and capacity of the service is 16, with each unit able to accommodate a family unit.

**62 women accessed the service during 2009-2010.**

**Table 49 Age Range of Women staying in the Refuge**

Age ranges:	No.
18 – 20	8
21 – 25	17
26 – 30	10
31 – 35	9
36 – 40	7
41 – 45	6
46 – 50	3
51 – 55	1
56 – 60	1

Source: Halton Women's Aid

Of the 62 women, 18 were living in Halton prior to accessing the service (includes 2 service users who had only lived in Halton for 60 days each prior to going into the refuge) and 39 women had children who also stayed at the refuge.

**Table 50 Number of Children per Refuge Parent**

Total number of children per victim	No of Women
1	16
2	17
3	4
4	1
5	1

Source: Halton Women's Aid

**A total of 71 children up to the age of 16 were resident in the refuge during 2009-10. There were 39 girls and 32 boys.**

Table 51 shows the utilisation of the refuge over a two year period. The average utilisation during 2009/10 was 80.9% compared to the previous year of 79.3%.

**Table 51 Refuge Utilisation**

	2008/9	2009/10
Q1	91.4	86.2
Q2	95.2	77.3
Q3	84.0	74.5
Q4	76.6	85.4

Source: Halton Women's Aid

The majority of moves out of the refuge were planned and victims either returned to their previous address or entered into RSL tenancy properties.

### Summary

This section has highlighted the protection measures that are in place for people who are victims of DASV in Halton. These include:

- Police Protection Unit (PPU)
- The Sanctuary Scheme
- Multi Agency Risk Assessment Conference
- Halton And District Women's Aid Association Refuge

These measures highlight the protection that is available in terms of 'target hardening' measures and women's refuge. However from the data presented in chapter 6 it has demonstrated that there needs to be an exploration into measures that specifically cater for 13-16 year olds who are victims of serious sexual offences and also fall into the most prevalent young offenders group.

We can also identify through the evidence that there are measures in place for high risk victims such as refuge and MARAC, however there is very little specific measures targeted at the medium risk category. High risk victims are a small percentage of the overall DASV issue with the largest number of victims falling into the medium risk category.

The evidence suggests that exploration into protection measures for this medium risk group need to be explored.

## 7.3 Prevention

### 7.3.1 Introduction

The prevention of DASV is an area that is crucial to the reduction of prevalence. Prevention can be achieved in a number of ways. The following section looks at raising awareness, safeguarding and education and training.

### 7.3.2 Her Majesty's Court Service (HMCS)

Prosecution around DASV has always been a contentious issue in terms of victim support and the court process. This section describes the role and objective of the court service plus the witness services that are available.

The role of HMCS Legal Advisors is to ensure effective and efficient summary justice by providing quality advice and support to Magistrates, staff and court users. The use delegated powers to actively case manage both inside and outside of the court room (note: these powers are limited to certain decisions). The Advisors also facilitate a structured decision making process for Magistrates as well as plan the business of the court room, advise in various courts e.g. criminal, family, youth, private prosecutions, road traffic

It is important to note that legal advisers can only advise Magistrates in court as ultimately, the decisions will be made by the Justices after hearing representations from all concerned.

Figures from HMCS show us that there were a total of 424 Domestic Violence cases in Runcorn Magistrates court. The peak month was September in which 16% of cases went before the court.

**Table 52 Domestic Violence Cases in Local Magistrates Court**

Month/Year	Runcorn Magistrates Court
Apr-09	14
May-09	28
Jun-09	29
Jul-09	42
Aug-09	29
Sep-09	69
Oct-09	41
Nov-09	45
Dec-09	40
Jan-10	40
Feb-10	25
Mar-10	22
<b>Total</b>	<b>424</b>

Source: HM Court Services

### 7.3.3 Halton Specialist Domestic Violence Court (SDVC)

Many victims of domestic violence are reluctant to pursue the prosecution of perpetrators as it may put them at risk of further incidents in the future. Victims are also known to be reluctant to be witnesses in court because of their relationship with the perpetrator, particularly where children are involved. Many feel vulnerable and intimidated and find the prospect of going to court daunting.

The SDVC was established to tackle the problem of low levels of prosecutions for domestic violence cases. Halton SDVC aims to provide an increased level of support to victims to address the issue of victims withdrawing from the criminal justice system.

**Table 53 Monthly defendant total at Halton SDVC**

Month	No. of defendants
April	5
May	12
June	8
July	18
August	8
September	35
October	16
November	10
December	0
January	13
February	10
March	8
<b>Total</b>	<b>143</b>

Source: HM Court Services – Halton SDVC

87% of defendants were male (125). However the ethnicity of defendants is poorly recorded and cannot be presented at this time. However the information that is available appears to demonstrate that defendants are the vast majority white.

The table below demonstrates the range and use of possible outcomes for the Halton SDVC against the defendants listed above.

Table 54 SDVC Outcomes

Outcome	Count
COSTS	62
COMPENSATION	39
COMMUNITY ORDER without PERPETRATOR PROGRAMME	24
DISMISSED	22
COMMUNITY ORDER incl PERPETRATOR PROGRAMMES	20
CUSTODY (not deferred or suspended)	12
CONDITIONAL DISCHARGE	11
CUSTODY SUSPENDED	11
RESTRAINING ORDER	10
C/C Trial	10
FINE	8
DISCONTINUED	5
FOUND NOT GUILTY	5
DNEO	3
C/C S6 TRIAL	3
C/C SENTENCE	2
BOUND OVER	1
C/C S51	1
4 MONTH DTO	1
REFERRAL ORDER	1
ABSOLUTE DISCHARGE	0
<b>TOTAL</b>	<b>251</b>

Source: HM Court Services – Halton SDVC

The top five outcomes account for 67% of all outcomes with Costs (25%) and Compensation (16%) being the most prevalent outcomes. 9% of defendant were dismissed. The data provided illustrates that on average a defendant incurs 1.76 outcomes within the SDVC.

### 7.3.4 The Magistrates' Court Witness Service

The Magistrates' Court Witness Service is a free and confidential service, involving trained volunteers, who offer witnesses, victims and their families and friends:

- the opportunity to talk to someone in confidence (but not about the evidence)
- a pre-trial familiarisation visit to the court and, where possible, an informative visit to a courtroom
- information on court layout and procedures
- a quiet place to wait during their time in the court building
- someone to accompany them into the courtroom if staff resources allow it and the court permits it

- preparation for a possible verdict and other potential outcomes
- practical help, for example, assistance with expense forms
- support and practical help for any person accompanying a witness, for example a teacher or social worker
- access to those in a position to answer specific questions about their case
- an opportunity to talk about the experience of giving evidence following the case
- referral onwards for further help.

The purpose of the service is to enable witnesses and victims along with their families and friends to deal with the experience of attending court and giving evidence.

The Witness Service addresses the practical requirements of the witness as well as being sensitive to their anxieties caused by the impending court appearance.

Witnesses are encouraged to look over their own statements and the WS volunteers help in obtaining these from the CPS prosecutor or the defence solicitor - though they do not discuss the evidence or coach the witness in any way.

The WS keep the witnesses informed of the chronological progress of the trial and the likely time when the witness will be called into court. The WS do not discuss anything that has been said in court before the witness has given their evidence. The WS volunteer may need to contact other agencies such as the Crown Prosecution Service if the victim or witness has any particular questions that cannot be answered.

WS Volunteers provide emotional support to the witness or victim and acknowledge the particular anxieties and fears that a court appearance will bring up. However, care is taken to ensure that this support does not stray into a discussion of the evidence.

When called to give evidence, the WS volunteer offers to accompany the witness into court, though the victim's wishes are respected if this offer is declined. Volunteers offer this aspect of the service routinely and in a manner that will not create the impression that they are being particularly needy. The scope for support within the courtroom is limited. The volunteer cannot communicate with the witness in any way, even by eye contact, as this may be prejudicial to the trial. The volunteer always explains the need for this detachment prior to going

into the courtroom so that the witness is not confused by the apparent lack of encouragement. The volunteer may sit in the public gallery or in a seat closer to the witness box as agreed by the court.

However, although direct support is not appropriate or feasible within the courtroom, accompanying a victim or witness into court is important for two reasons. Firstly, the victim knows that there is at least one person in the room who is there to support them and this is often of comfort in its own right. Secondly, once they have given evidence, the victim or witness will want to discuss their experiences with somebody who was present and aware of what happened in court. The volunteer can also explain any legal jargon or a decision that took place.

Some victims, particularly of rape or indecent assault, may prefer a Witness Service volunteer to go into court rather than a relative, as the victim may be unwilling for the full details of the incident to be heard by somebody close to them. Often a volunteer will also need to reassure the family or friend(s) that it is important for the victim to make his or her own decisions.

Following the giving of evidence the witness may want to talk over their experience of being in the courtroom. Volunteers can also help with other practical matters such as expense claim forms or arranging for the victim or witness to find out the result of the case, particularly if they are unable or do not wish to remain in court.

The Witness Service, as described above, aims to support victims or witnesses in advance, during and shortly after their court appearance. If the victim or witness needs further support, he or she can be referred to their local Victim Support Scheme or other appropriate agency.

### 7.3.5 National Society for the Prevention of Cruelty to Children (NSPCC) Young Witness Support

NSPCC have a Service Level Agreement with Cheshire Police, Cheshire, Warrington and Halton Children's Services to deliver this service. All children who attend court to give evidence both as a victim or witness, are prepared for court and supported throughout the process. Counselling/therapeutic services are provided following the court hearing. Clearly a number of

these children may be witnesses to domestic abuse.

**Halton received 33% of the total referrals to the young witness service of these 58% were victims of DASV themselves.** There were only minimal cases where the service was not taken up by the family.

**Table 55 Overview of Referrals to Young Witness Service**

	Halton	Total
<b>Number of Young Witness Referrals</b>	<b>45</b>	<b>136</b>
Of these no. who were victims	26	<b>96</b>
Number of cases refused by Young Witness Support Service	0	<b>0</b>
Number of cases where service not taken up by family	3	<b>6</b>

Source: Young Witness Support Project

Assault and sexual offences were the most common presenting concern on referral. 39% of total referrals presenting with Assault to the programme were in Halton and a quarter were sexual offences concerns referred to the service.

**Table 56 Number of referrals/presenting concern**

	Halton	Total
Sexual Offences	15	<b>59</b>
Assault	25	<b>64</b>
Theft	2	<b>7</b>
Other-n/k (Driving Offences/Criminal Damage etc.)	3	<b>4</b>

Source: Young Witness Support Project

**The majority (47%) of young witnesses were between 14-16 years of age.** This corresponds to the pattern of usage for the service in Cheshire.

**Table 57 Age Categories of Young Witnesses**

Age Category:	Halton	Total
5 – 7 yrs	0	<b>2</b>
8 – 10 yrs	5	<b>16</b>
11 – 13 yrs	7	<b>28</b>
14 – 16 yrs	21	<b>65</b>
17 yrs	10	<b>23</b>
Not Known	2	<b>2</b>

Source: Young Witness Support Project

With regards to the outcomes of the cases for which the young witnesses were referred to the programme, the majority were still involved in ongoing cases. The next most common outcome was a guilty plea.

**Table 58 Outcome of cases involving Young Witnesses**

Verdict/Outcome:	Halton	Total
Found Guilty	4	20
Pleaded Guilty	13	40
Not Guilty	6	12
Ongoing	16	42
Service not taken up by family/discontinued etc.	6	22
No. of Young Witnesses requesting pre trial therapy	8	24
No. of young witnesses requesting post-trial therapy/support.	9	29

Source: Young Witness Support Project

### 7.3.6 Cheshire Probation Service

The Probation Service has a major role to play in changing the behaviour and reducing the risk posed by perpetrators of domestic violence as well as responding to victims under their supervision.

The Probation service reported for the period July 2009 to 2010 **Halton had a total of 116 women offenders, of these 63 (54%) had experience of domestic abuse.** This data was highlighted as part of a needs analysis of all women offenders in Halton during this period and discovered that. 61% of these women had children under 18

The female offenders can be further analysed in the following ways:

- 46% had no known experience of domestic abuse,
- 41% were victims only
- 10% were both victims and perpetrators
- 3% were perpetrators only

**33 of the 63 (52%) women who have experienced domestic abuse are still in a relationship and of these 22 women (67%) are in a negative relationship.**

There are 30 women who have committed offences of 'violence against a person' who have full OASys assessment records present. 21 (70%) have experienced domestic abuse.

As a result of this analysis and in response to the Corston Report on Women with Particular Vulnerabilities in the Criminal Justice System which highlighted the failure of the CJ System to effectively meet the needs of women offenders, Cheshire Probation developed an action plan to

address the relevant issues.

They assisted The Relationship Centre in formulating a bid to the Corston Independent Coalition Fund and were successful in securing funding for 2 years in order to develop the Halton Women's Centre to offer a one stop shop approach as a new sentencing option specifically for women offenders.

The SAFE requirement (Specified Activity for Female Empowerment) was launched to local sentencers in November 2010. This new sentence requires women to participate in activities at the women only centre, and each woman will have a bespoke package of interventions specifically designed to meet their individual needs. These usually include the 'Positive You' course and a Positive Parenting Course where relevant.

**During the period November to January 18 SAFE Requirements have been made in local courts,** indicating an excellent take up rate by sentencers. In addition, a targeted information campaign for sentencers which included a conference on Women Offenders at HMP Styal highlighting the needs of women offenders and the detrimental effects of custody on women and children was driven forward at the end of 2010. Comparison of the custodial rates for women offenders **in Cheshire between Q3 09/10 and Q3 10/11 indicate a reduction of over 30% in the use of custody for women.**

### 7.3.7 The Community Domestic Violence Programme (CDVP)

CDVP is a cognitive behavioural programme delivered by the Probation Service which offers rehabilitation opportunities for offenders who are convicted for offences related to domestic abuse.

The CDVP is designed to reduce the risk of re-offending by adult male domestic violence offenders. It reduces risk by:

- increasing the offender's awareness of the consequences of abusive behaviour
- increasing the offender's ability to respond non-abusively
- increasing the offender's ability to change abusive beliefs
- increasing the offender's ability to empathise with his victim(s)
- increasing the offender's ability to identify high risk situations and more effectively manage these in the future.

The Programme directly promotes and requires co-operation between the agencies concerned with domestic violence and prioritises women and children's safety. A key part of the Programme is the service offered to the victims and/or current partners of the men on the Programme. This service to women includes a minimum of four contacts at specific stages of the Programme to work on:

- safety planning for women and children
- provision of information about the Programme and any risk issues
- facilitating the referral of women to local services for ongoing support and assistance
- gathering information from the women to contribute to the evaluation of the Programme.
- It is a requirement for all offenders sentenced to the Programme to be managed in accordance with Multi Agency Public Protection Arrangements
- (MAPPA). This involves the communication and review of domestic violence cases by key organisations (i.e. probation, police, social services, housing, mental health, etc.) to monitor and manage risk to partner, children, and others.

**Eligible Offenders** - The Programme is for:

- male offenders who have committed at least one offence within the context of domestic violence against a female victim
- offenders who have been assessed as medium and high risk of relationship violence
- offenders who have been assessed as having the ability to participate and learn from the group work
- experience
- offenders who have indicated a willingness to agree to the aims of the Programme, including giving consent for victims and/or current partners to be contacted.

The programme comprises 6 modules - 29 weekly sessions of 2.5 hours duration in total. Offenders are expected to comply with the demands of the programme by attending appointments as arranged by their Offender Manager and by attending all programme sessions.

**In 2009/10 a total of 27 male offenders completed CDVP, against a target of 20.**

The overall aim of the CDVP is to eliminate the physical, sexual, emotional, psychological, and financial abuse of intimate partners; and to

eliminate all violent and abusive behaviour within the family unit generally. This is achieved by:

- assisting the participants to understand why they use violence and abuse against partners and ex-partners and the effects of this behaviour on the (ex)partners, children, others and themselves
- encouraging participants to take responsibility for their abusive and violent behaviour in their relationships
- motivating participants to take specific positive steps to change their behaviours in their relationships, and
- encouraging the men to learn how to use non-controlling behaviour strategies in their relationships

The Programme is delivered within the context of Multi-Agency Public Protection Arrangements and Child Protection Procedures. It relies on a holistic approach from staff and relevant agencies to working with the perpetrators and supporting the victims/current partners of these men in order to be effective.

Offenders attending the CDVP group are required to sign the *Statement of Agreement to the Release of Information*. This enables the Probation Service to share information about the offender with other agencies and also with the victim and current partner. It also obtains the offender's agreement not to interfere in any way with his partner or victim's access to Women Safety Workers.

Women Safety Workers (WSW) - are Probation staff who offer contact to the known victims and current partners of offenders on the CDVP group at regular intervals. Their main role is to enhance the safety of victims and partners to ensure that risk to them does not increase as a result of the perpetrator's participation on the programme. The WSW will give victims/partners general information about the offender's attendance and will ask them for their own experience of his behaviour – which is fed back to facilitators and Offender Managers. Similarly, they will contact the victim/partner if facilitators or Offender Managers become aware of any increase in risk posed by the offender.

**Cheshire Probation currently has one WSW working in Halton with a current workload of 41 cases.**

Performance monitoring of the CDVP flagged some concerns in terms of the numbers of perpetrators who were successful in completing the programme. Research indicates that risk posed by offenders

can increase if the treatment is not successfully concluded. Subsequently, a detailed, whole service action plan was launched in October 2010 to address this concern. **The completion rate as of January 2011 had improved by 5% as a direct result of the targeted action plans that have been put into place.**

### 7.3.8 Northumbria Sex Offenders Group (N-SOG)

NSOG is a nationally-accredited programme based upon research into what works to prevent sexual re-offending. It can be a Requirement of a Community Order or Suspended Sentence Order or a condition of a licence.

The programme is suitable for men aged 21 and over who have committed contact or non-contact sex offences against children or adult victims of either gender.

The programme is not suitable for female sex offenders, men with an IQ of less than 80, men with mental health problems or severe drug/alcohol misuse, men assessed as psychopathic or men in total denial of their sexual offending.

The programme consists of two stages and is delivered to groups of up to 10 offenders.

Stage 1 is a core group work programme where the offender will:

- Complete 32-36 full day sessions organised into 4 blocks or alternatively two evening sessions a week if in employment
- Be challenged about attitude and behaviour
- Learn new ways of coping with risk situations and feelings
- Analyse and identify relevant risk factors
- Learn how to make clear decisions to avoid difficult places, situations and patterns of behaviour

Stage 2 is a relapse prevention programme in which the offender will:

- Complete 12 weekly sessions of 3 hours duration each
- Assess in detail strategies for avoiding re-offending

### 7.3.9 Cheshire Fire & Rescue Service (CF&RS)

CF&RS can link into the issue of Domestic Abuse in the following ways;

1. Referral process.
2. Post incident response.
3. Technical fire advice to the sanctuary scheme.

#### 1. Referral process:

- CF&RS undertake 60,000 home safety assessments year on year from 2005 until 2010 throughout Halton, Warrington and Cheshire.
- This equates to approx 12, 000 households in Warrington each year and is achieved by a direct engagement strategy (agreed with Warrington Trading Standards - TS) and through a number of established, multi agency, referral systems.
- The Home Safety Assessment (HSA) is a holistic home safety assessment and looks at the dangers of fire, slips trips and falls and also addresses doorstep crime issues in conjunction with Warrington TS.
- This unique survey looks at each case on its merits and is sometimes undertaken as a joint agency case assessment. Referrals are received from many different agencies through agreed frameworks and there is also referral of clients to a third party (with their consent) when it is believed / discussed intervention is appropriate.

#### 2. Post Incident:

- The symptoms of DA can show themselves through incidents of arson, either as part of the ongoing DA, as a tool for intimidation to the victim or self harm/cry for help. Intelligence from such incidents can be reported back through agreed lines of communication.

#### 3. Technical advice to the sanctuary scheme:

CF&RS advise on enhancing the fire protection measures of a property where the victim chooses to remain in the property following DA. These measures cover both life and property protection.

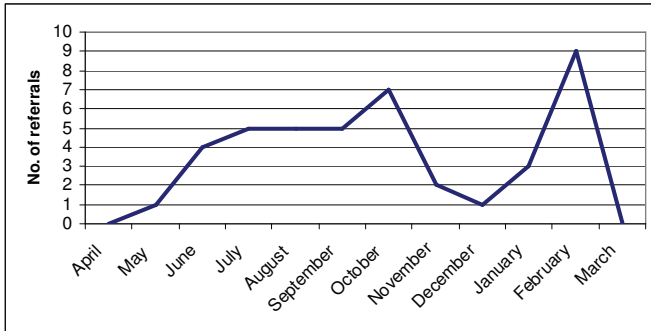
The data presented below confirms the number of referrals for the Halton area. The numbers are low in Halton for the beginning of 2009 as the centralised collation of information did not exist.

In respect of which agencies have made what referrals unfortunately data is not available.

Figure 15 illustrates the level of referrals received. The numbers are relatively low. However there was a peak in referrals in October and February.



**Figure 15 Domestic Violence Referrals received by Cheshire Fire and Rescue 2009 - 2010**



Source: Cheshire Fire and Rescue

The table below shows the monthly referrals by area. The data also shows that overall the **Runcorn area has the most referrals with 64% of the visits being made to this area.**

**Table 59 Monthly Referrals by Area for CF&RS**

Month	Runcorn	Widnes	Total
April	0	0	0
May	1	0	1
June	0	4	4
July	2	3	5
August	4	1	5
September	3	2	5
October	7	0	7
November	1	1	2
December	1	0	1
January	3	0	3
February	5	4	9
March	0	0	0
<b>TOTAL</b>	<b>27</b>	<b>15</b>	<b>42</b>

Source: Cheshire Fire and Rescue

### 7.3.10 Family Intervention Project (FIP)

The Family Intervention Project aims to improve the outcomes for families caught in a cycle of low achievement, anti-social behaviour and crime through supporting and training parents/carers and young people to tackle the root causes of their behaviour.

There are currently two types of FIPs running in Halton. These are:

- Youth Crime Prevention
- Antisocial Behaviour

The **Youth Crime FIP** was established in July 2009 and is currently staffed by two designated key workers. **To March 2010 13 adults and 30 children have been supported.** The average size of family receiving support has four or more children. 30% of total referrals were female and 70% were male with the majority being white.

**The largest proportion of young people referred to the service was between the ages of six and 11 years. 36 Police incidents were recorded of these 42% related to domestic abuse issues.**

With regards to the **Antisocial Behaviour FIP** the current staffing levels include two designated key workers and one team leader. 23 families have been supported since April 2009. This equates to 48 adults and 92 young people. The average size of family receiving support has three or more children. 55% of those supported are male and 45% are female. The largest proportion of young people referred to the service was between six and nine years of age.

**It is reported that each following intervention with the Family Intervention Project there is likely to be 28 less police incidents recorded. This also equates to a substantial cost saving.**

### 7.3.11 Halton Safeguarding Adult Board (HSAB)

Local authority adult social care departments play a co-ordinating role in developing local arrangements for safeguarding adults. All partner agencies, however, play a vital role in ensuring the best possible outcomes for those people in our community who are vulnerable to abuse and those who have experienced abuse and many of them are represented on the Safeguarding Adults Board. As a Board, the vision for adults whose circumstances render them vulnerable to abuse is encompassed in the following statements:

- “A Halton where vulnerable people are safe from abuse/harm; empowered to make their own choices and to choose risks; where people are supported and developed to deliver this.”
- “The Safeguarding Adults Board will lead and co-ordinate multiagency strategy and direction, with energy and commitment, to achieve our shared vision.”
- “By working together with top-level commitment from all agencies, the Board will raise awareness and inspire positive changes in people’s lives.”

Halton’s framework for safeguarding adults has been set up and developed in accordance with the government guidance ‘No Secrets’ (Department of Health 2000) and ‘Safeguarding Adults’ (Association of Directors of Social Services 2005).

At the centre of local developments is:

- The multi-agency strategic decision-making body, the Safeguarding Adults Board
- Sub-groups of the Board
- Links with related services
- Individual partner agency developments

The Board, its sub-groups and reporting arrangements have developed over recent years, reflecting a growing understanding of safeguarding, including a stronger focus on the prevention of abuse, the establishment of better strategic links between partners to ensure effective response to concerns, and the need to engage more effectively with the wider community.

The Board reports formally to the Safer Halton Partnership, which forms part of the Halton Strategic Partnership with an overall aim:

- To ensure pleasant, safe and secure neighbourhood environments, with attractive, safe surroundings, good quality local amenities and the ability of people to enjoy life where they live.

Additionally, public sector agencies report Safeguarding Adults developments through their internal governance arrangements, for example Halton Borough Council's Policy and Performance Boards (Safer Halton and Healthy Halton). In 2009 the Board reviewed its operation and decided to rationalise the groups to make them re efficient, effective and more outcome focused.

*Achievements and developments 2009/10:*

- Public sector partner agencies have individually worked to improve their systems and processes, with the aim of informing their internal developments and contributing improved standard of data reporting to the Board and Quality & Performance sub-group.
- Halton Borough Council has developed an electronic recording form, which will be implemented in 2011
- Halton Borough Council (HBC) has collected data about referrals received during the year and this has informed the graphs and commentary provided below
- Presentation of Local Data and Commentary
- Figure 16 shows the total number of referrals in Halton:
  - Rose by a total of 110% over a 3-year period 2004-05 to 2006-07
  - Fell by just over 2% in the year 2007-08
  - Fell a by further 24% in the year 2008-09
  - Fell by a further 3.7% this year 2009-10

**Figure 16 Annual Adult Abuse Referral Figures**



Source: Halton Adult Safeguarding Board Annual Review 2009/10

Further work has been done with the assessment and care management teams, on screening possible safeguarding referrals to better enable managers and staff to distinguish safeguarding allegations from other concerns, providing guidance on options of approach depending on circumstances. The further small decrease in referrals could be ascribed to this process. Marketing and training strategies continue to raise awareness of safeguarding and Dignity in Care, which should help to ensure that referrals continue to occur where abuse is suspected or occurs. Halton's referral numbers by service user group during 2009-10 reflects the same pattern as occurred in 2008-09, showing the greatest number of alleged victims to be older people, followed by people with learning disabilities and those with mental health issues, followed by those with physical & sensory disabilities, with a small number of those who misuse substances:

**Table 60 Public Protection Unit Investigations**

	Runcorn	Widnes	TOTAL
Referrals	19	10	29
Police Involvement	4	0	4
Police Investigation	14	9	23
Crown Prosecution Service Advice	1	1	2
Alleged Perpetrator Charged	1	1	2

Source: Halton Adult Safeguarding Board Annual Review 2009/10

**Nb.** Data does not reflect investigations across other policing departments that will at various times deal with vulnerable adult victims. It should also be seen in the context of the reduction in referrals shown in figure 16

*Links with Domestic Abuse*

- The Domestic Abuse Coordinator joined the Safeguarding Adults Board and links with the Safeguarding Adults Coordinator, to inform both

service strategies and participate in specific developments

- Links between Safeguarding Adults and Domestic Abuse services strengthened e.g. through a review of Adult Social Care procedures regarding the Multi-Agency Risk Assessment Conference (MARAC) forum.

### 7.3.12 Halton Safeguarding Children's Board (HSCB)

Safeguarding and promoting the welfare of children requires effective co-ordination in every local area.

For this reason, the Children Act 2004 required each Local Authority to establish a Local Safeguarding Children Board (LSCB).

The LSCB is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do. Halton Safeguarding Children Board is a statutory body consisting of agencies and professionals responsible for promoting and safeguarding the welfare of children and young people across the borough.

The Agencies include Health, Social care, Education, the Police, Probation, Connexions, the NSPCC, Youth Offending Service, CAF/CASS, Community Services and voluntary or independent organisations that work with children and young people. A parent representative also sits on the board.

The Board carries out a range of activities to safeguard children and young people in Halton, aged between 0-19.

The role of Halton's Safeguarding Children Board includes:

- Developing schemes to reduce harm to children
- Create, watch over and review inter-agency Safeguarding Children procedures
- Collect and study information related to safeguarding children
- Promote and provide training
- Increase professional and public awareness of safeguarding agenda

- Enquire into cases of abuse and neglect where a child has died or suffered serious harm and to review important issues arising from such enquiries

Safeguarding children and young people is not the sole responsibility of the Safeguarding Children Board, or the professionals who care for children. *Safeguarding children is everyone's business.*

The Halton Safeguarding Children Board (HSCB) was formally established in February 2006, ahead of the Government's timetable of 1st April 2006.

The Board has a very clear vision that places safeguarding at the centre of the borough's overall commitment to supporting and valuing the community it serves:

*"All children and young people in Halton will grow up and thrive in safe environments, communities, homes and families. Where children are harmed, or at risk of harm, all agencies will actively cooperate to promote their welfare".*

This vision embeds the work of the HSCB firmly into the overall Children and Young People's Plan that has been endorsed by Halton's Alliance Board.

While the HSCB contributes to all the five outcomes for children and young people, its particular focus is on keeping children and young people safe from maltreatment, neglect, violence and sexual exploitation, and it is seeking to do this through promoting high standards of safeguarding work and by fostering a culture of continuous improvement.

The HSCB currently reports on a variety of key performance and process measures under the following three priorities:

Priority 1: Improve parenting support to children in need of safeguarding

Priority 2: Ensure robust safeguarding processes are in place

Priority 3: Improve outcomes for children in need of safeguarding

### Common Assessment Framework

CAF offers a standardised approach to conducting an assessment of the needs of a baby, child or young person and deciding how they can best be met. It helps practitioners of all agencies undertake a holistic assessment of need, determine the level of need and identify an appropriate response, i.e.:

- Single agency response
- Referral to outside agency
- Multi-agency response

#### 1. CAF consists of:

- A common process for understanding and articulating the range of needs of an individual baby, child or young person, their parents or carers.
- A common format to help practitioners record the findings from the assessment in a systematic way, which will evidence the analysis of need while being understandable to parents, carers, young people and practitioners from other agencies.
- A common format for sharing assessment information with other agencies as appropriate, with the consent of the young person, parent or carer.

#### 2. The principles underlying the approach to common assessment are that it:

- Is undertaken with consent, therefore needing to be built around co-operation;
- looks at the whole child, not just the policy focus and statutory obligations of a particular service;
- takes account of strengths as well as needs and understands the role of parents/carers and a wide range of family and environmental factors on child development;
- is simple to use and geared towards the practical delivery of support to children, young people and their family members;
- is empowering for families, completed in partnership with children and families at all stages, where possible enabling them to take the lead, and ensuring they have a copy of all the relevant documentation;
- enables and encourages information held by agencies to follow the child, e.g. as they get older, change schools or move house, subject to controls to protect confidentiality;
- Is a tool to support practice; is not used mechanically or when it adds little value; and supports and enhances ongoing and effective

communication within and between agencies. Communication should not end with the completion and forwarding of the common assessment.

**During April 2009 to March 2010 Halton CAF received a total of 151 referrals.** Assessments were initiated on 55 of these and additional 7 were discontinued.

### The White Ribbon Campaign

The White Ribbon Campaign (WRC) is the UK branch of the global campaign to ensure men take more responsibility for reducing the level of violence against women. The WRC is unique as the first male oriented organisation to oppose violence against women.

In Halton, the campaign aims to encourage people to pledge never to commit domestic violence. Halton Domestic Abuse Forum invites men and women to wear a white ribbon to challenge the acceptability of domestic abuse, encouraging a united front and helping all victims to break the silence and speak out against violence and abuse in the home.

### Education and Training

Local multi-agency training is delivered by the Halton Domestic Abuse Forum through the area co-ordinator. This currently offers a basis awareness course and a practitioner's specific course.

#### **Level 1 Domestic Abuse Training: Basic Awareness**

The aim of the course is to enable staff, volunteers and service providers in Halton to recognise and respond appropriately to domestic abuse in order to increase the safety of victims and their children, and the accountability of perpetrators for their behaviour through a co-ordinated community response.

The Objectives of the course are:

- To increase awareness of what constitutes Domestic Abuse and its impacts on victims, children and others
- To develop awareness of indicators for abuse and methods of routine enquiry
- To explore suitable responses to concerns around Domestic Abuse & Safety planning
- Increase awareness of risk assessment and appropriate information sharing

- To outline the links between Domestic Abuse and Safeguarding (both children and vulnerable adults) and general safeguarding duties
- To outline the support services & joint working available within the Halton Area

### **Level 2 Domestic Abuse Training: Practitioner Level**

The aim of the course is to improve best practice responses in safeguarding adults, children and young people exposed to domestic abuse.

The Objectives of the course are:

- To examine some specific elements that represent a challenge to practitioners e.g. teen domestic abuse or issues of no recourse to public funds
- To promote and facilitate the implementation of DASH risk assessment and safety planning.
- Develop awareness and understanding of the MARAC process and its relationship to individual roles
- Develop identification of Perpetrators and Victims
- Explore measures that support the recovery of victims, including children and young people

### **Police Training**

The Police provided training in January for front line officers with regard to Domestic Abuse, Stalking and Harassment and Honour Based Violence (DASH). This captured approximately 670 officers.

Training was also completed with Custody Officers and Custody investigation staff. This training was delivered to approximately 100 staff.

The police are currently organising an e-learning package for officers followed by a days training in early 2011. This will refresh officers already trained and provide further training to encompass the Criminal Investigation Department (CID) and PPU's

### **Summary**

There are many measures in place with the aim of preventing and prosecuting DASV. These measures also include the prevention of repeat victims and perpetrators. These include:

- Specialist Domestic Violence Court (SDVC)
- Witness Support
- Probation Service projects i.e. SAFE
- Community Domestic Violence Programme (CDVP)

- Northumbria Sex Offenders Group (N-SOG)
- Cheshire Fire and Rescue
- Halton Safeguarding Children Board (HSCB)
- Halton Safeguarding Adults Board (HSAB)
- Common Assessment Framework (CAF)
- White Ribbon Campaign
- Education and Training courses.

It is evident that there are many measures in place to guide and support both victims and perpetrators. However many of these measures are provider and professional led.

There appears to be areas of prevention that could be explored further. These are:

- Early intervention and education with children teaching about relationships and appropriate behaviour
- Raising awareness within the community - including the workplace as this is the third most likely place for people to inform when a victim.
- Engaging and involving community groups to support each other.

## CHAPTER 8: Violence against Women and Girls (VAWG)

### Chapter Summary

#### The New Government Strategy Overview

- The new VAWG strategy highlights that society needs to: **Prevent** violence through challenging attitudes and behaviours and through early intervention; **Provide** adequate levels of support; **Work in partnership** to obtain the best outcome for victims and their families; **Reduce the risk** and ensure perpetrators are brought to justice
- A focus on early intervention through education of children and young people on healthy relationships, including sexual relationships, to reduce cultural acceptance and teenage pregnancy

#### Local Implications of the New Strategy

- Locally there will be a need to respond to the CEVAWG Action Plan in Spring 2011
- Continued national quality assurance of MARACs
- Improve commitment to and involvement of victims and communities in the DASV process
- **Police data** does not currently provide a gender split
- **HBV, FGM and FM data is not readily available for analysis** and forms areas of increased concern for the new government
- The Halton **Youth Offenders** database does not currently allow for an aggregated picture of male/female offences to be analysed
- **Hospital admissions are in the majority female** – The data indicates that 84% of domestic abuse hospital admissions are female. It is evident that further work needs to be done with regards to early reporting at A&E and data capturing
- **GP data and engagement** – across the UK this is identified as an issue, however locally it has not been possible to collate any data on cases of DASV presenting at surgeries and health centres

### 8.1 Overview

The government has released a new strategy entitled 'Call to End Violence against Women and Girls' (CEVAWG). At the heart of the governments approach is the need for prevention.

This chapter outlines the new strategy. Local data is presented in Chapter 6 and 7 and to reduce repetition, data will not be presented in this chapter however references will be made to other areas of the strategy to provide local evidence.

This chapter focuses on the vision and key components of the strategy and also highlights the key areas of concern that specifically affect women and girls.

The strategy advocates the need for families and communities to work with the government to change attitudes towards domestic abuse and sexual violence. In order to achieve this there is a focus for central funding to be provided on a stable basis.

The action plan will be published in spring 2011 and will illustrate the collective actions of the government and the details of the strategy.

## 8.2 Strategic Vision

**In 2009/2010, women were the victim of over seven out of ten incidents of domestic violence. 36% of all rapes recorded by the police are committed against children under 16 years of age.** The focus of the strategy is based on the UN Convention on the Elimination of all Forms of Discrimination against Women (CEDAW).

The strategy is the first time that the government will be working towards a single definition and they will be specifically including girls in the approach.

The vision is for a society in which no woman or girl has to live in fear of violence. To achieve this vision, society needs to:

**Prevent** violence through challenging attitudes and behaviours and through early intervention.

**Provide** adequate levels of support.

Work in **partnership** to obtain the best outcome for victims and their families.

**Reduce the risk** and ensure perpetrators are brought to justice.

The strategy also recognises that women and girls face violence in the context of commercial and sexual exploitation. There are separate initiatives to deal with these issues. A new strategy to combat human trafficking is due to be published in 2011.

The CEVAWG strategy sets out the government approach and framework and will provide a strategic direction for local areas. It is important that local areas are able to work together to develop an approach that addresses their local needs in order to optimise their existing services.

This strategy is part of the coalition Governments overall approach to tackling all forms of crime which will be set out in the forthcoming crime strategy.

## 8.3 The Context

The strategy is placed in the context of historically too much emphasis was being put on criminal justice outcomes and enforcement without equal

attention being paid to preventing this violence from happening in the first place.

The ideas presented in the CEVAWG strategy also reflect those echoed by the previous government who launched a Violence Against Women and Girls (VAWG) Strategy along with several specific reviews, namely The Sexualisation of Young People by Dr Linda Papadopoulos and the 'Taskforce on the Health Aspects of Violence against Women and Children' chaired by Sir George Alberti. The latter report outlined 23 recommendations for the NHS in response to DASV. These recommendations can be seen in Annex C. In general they echo the current CEVAWG focuses on health interventions into this issue. Overall, these documents shifted focus onto the human rights issue being identified around the level of violence experienced in disproportionate levels by women and girls.

Another of the driving forces behind the altered focus around violence against women was the joint research by Equality and Human Rights Commission (EHRC) and the End Violence Against Women Campaign which reviewed provision within Local Authority areas of specialist services for this issue. They conducted a review known as 'Map the Gaps' which highlighted what services each area was offering and where victims may be left without adequate support. Overall, their review in 2007 and 2009 labelled provision as varied and a postcode lottery. They highlighted the need for greater awareness of the need for specialised service provision for women and identified the possibility of legal action should areas not take action to remedy their provision. Thus, a focus on this as a human rights issue that needs to be addressed with adequate provision and prevention measures has been created.

**Evidence of the significant nature of this issue is the indicative figure for the minimum and overlapping cost of violence against women in the UK estimated to be £36.7bn annually.** The current government plans to support local areas to address this problem and deliver the services that are right for their communities by stripping away unnecessary central government targets and initiatives.

The idea behind the strategy is to spread effective practice and innovations from across the country. There is also a drive to radically change the way these services are commissioned and delivered and encourage the involvement of local

communities in deciding which local priorities should be funded.

The government will ensure that the Home Office funding for national help lines, independent sexual advisers (ISVAs), independent domestic violence advisers (IDVAs) and Multi-Agency Risk Assessment Conferences (MARACs) and their coordinators will continue on a stable basis.

## 8.4 Prevention

### Attitudes, behaviours and practices

The government is committed to challenging the attitudes, behaviours and practices which cause women and girls to live in fear.

The focus around prevention is the drive to eliminate negative messages which contribute to the excessive commercialisation and premature sexualisation of children. Other issues include forced marriage, 'honour' based violence and female genital mutilation.

To ensure effective action to prevent these crimes from occurring, the strategy is seeking to encourage greater reporting. It is therefore vital for women and girls to be able to seek the support most appropriate to them.

The government, amongst other activities, will:

- Develop a cross-government communications strategy which will raise awareness of sexual violence
- Run a targeted communications campaign on violence against women and children for NHS staff.
- Raise awareness of forced marriage among communities and frontline practitioners.
- Raise awareness of 'honour' based violence (HBV). Develop a resource pack about forms of HBV for new and recent entrants to the UK.

### Intervening Early

Children can be exposed to violence from birth and, unless an alternative view is established, are likely to grow to accept that behaviour as normal.

**The current government is looking to help children to develop an early understanding of the meaning of consent in relation to sex and relationships.** Including teaching models of healthy relationships and dealing with conflict.

Schools need to be aware of how violence can affect a child's behaviour and there is guidance available for schools.

**Alcohol use is associated with a four fold risk of violence from a partner and is more common when sexual violence is involved.** Both of these forms of alcohol related violence disproportionately affect women and particularly so when a woman is pregnant or just after she has given birth. **30% of domestic violence starts during pregnancy and up to 9% of women are thought to be abused during pregnancy or after giving birth.**

Domestic violence is also known to be a major cause of miscarriage and still-birth. There is also a connection between violence and teenage pregnancy. Midwives and health visitors who are in contact with pregnant women need to be appropriately skilled to recognise domestic violence.

Domestic violence is a significant issue for families supported by family intervention projects. The projects were shown to reduce the proportion of families reported to have this issue with domestic violence from 26% to 12%.

The government's new strategy aims to:

- Consider how to improve the teaching of sexual consent within the curriculum
- Investigate a new approach to provide greater support for families with multiple problems
- Freeing social workers to spend more time with children and families

### Getting the First Response Right

The police have an important role to play in preventing harm before it occurs. The strategy aims to deliver training and effective practice to frontline practitioners including ensuring that awareness of violence against women and girls is part of the information provided to alcohol and drugs workers.

The funding of the development of an e-learning course aimed at GPs. The course will cover domestic violence, sexual violence and child sexual abuse and practices. The course will also highlight the importance of engagement with MARAC which has traditionally been lacking in GP engagement.

## 8.5 Provision

The government ambition by 2015 is to have created a robust commissioning framework for the



provision of violence against women and girls services supported

### Frontline Services and Funding

The Home Office has allocated a flat cash settlement of over £28m over the next four years for work to tackle violence against women and girls and stated that tackling the issue will remain a key objective over the coming spending review period hence the commitment to stable funding.

Through this funding the government want to encourage local decision-makers to ensure violence against women and girls is not only seen as a national priority but a local one also.

The role of MARACs, IDVAs and ISVAs at a local level is effective in protecting high risk victims and supporting victims. The government is determined to demonstrate to the local level the importance of continued provision through the commitment to continued central funding, however it remains important for some aspects of service provision to remain national, for example the quality assurance of MARAC.

Some women enter the UK on a spousal visa and are subsequently forced to flee that relationship as a direct result of domestic violence. The government's intention is to support these women and children while their case for indefinite leave to remain in the UK is developed and considered.

There is also the recognition that it is important to consider the needs of child victims of sexual and domestic violence. Local authorities, and in due course GP commissioning consortia, have a statutory duty to ensure that they safeguard and promote the welfare of all children.

In order to provide the identified service areas the government aims to:

- Provide funding to support IDVA posts, ISVA post and MARAC co-ordinators.
- Make £900K per year over the next four years available to support national help lines
- Ensure that information for the provision of services for women and girls in rural, as well as urban, areas is available to commissioners
- Create a sustainable funding model for rape support centres
- Fund the establishment of the Diploma in the Forensic and Clinical Aspects of Sexual Assault
- Continue support to victims of forced marriage
- Continue work with victims of trafficking and victims of torture

### Effective Practice and Training

The CEVAWG strategy is focused on providing pathways to share information and effective practice. The government will ensure that agencies have the training they need to deliver effective outcomes.

The government will support information sharing and effective practice in the criminal justice system. There will also be a review of the multi-agency statutory guidance for dealing with forced marriage. This also involves highlighting the sensitivities in dealing with cases of forced marriage especially with victims who are women and girls with learning disabilities.

### Sustainability of the Sector

In order to sustain the sector there is the idea of developing community budgets which means pooling departmental budgets for families with complex needs to get better results.

Within the identified need for joint commissioning the health sector is important. The proposed establishment of Health and wellbeing boards would work to promote partnership working between the NHS, social care, public health and other local services and improve accountability.

Value for money will be a key driver in commissioning services. It is important in these austere times that new models and ways of working are identified which help support sustainability.

*Examples of this are:*

Social Impact Bonds – contract between a public sector body and social impact bond investors

Women's Resource Centre – specifically researching the social return on investment for women's organisations.

## 8.6 Partnership Working

### Working with Sector Organisations and Communities

Partnership working is essential in these budget constrained times. It is vital that local partners, including community and voluntary groups, work with local and national government to create a stronger response for women and girls.

Effective partnerships to tackle the issues will be enabled through participatory budgeting involving

local people to decide how to allocate part of a public budget to address a particular issue.

Community coaching encourages the women and girls to work together to identify how they might influence the way in which local support services are delivered and improve the outcomes for more victims.

For partnerships to work there needs to be a transparency of information including maps of crime priorities and priority local areas.

The new government are advocating the development of an online tool to aid the understanding of the prevalence of violence against women and girls might be in their area and what the optimum level of service provision to meet it might be.

### **International Work**

Tackling violence against women and girls extends beyond the UK borders. Issues such as FGM and FM can affect women either being forced to come to the UK or forced out of the UK as victims.

It is essential to continue the support strongly the implementation of the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and the Operational Protocol and other international human rights treaties. It will be important to annually assess the progress the UK is making.

For relevant local data Chapter 6 shows the extent of FGM and FM in the Halton area. Although currently more focused on the city areas of Manchester and Liverpool as a key transit town it is important to recognise the international issues on a local level.

## **8.7 Risk Reduction and Justice Outcomes**

### **Legislation and Justice Outcomes**

The introduction of the Equality Act 2010 will ensure that it is essential to record the relevant data on how public bodies are tackling violence against women and girls, therefore allowing the public to be able to hold them to account as public bodies will be required to publish data of their work.

Legislation will also bring into law the requirement on local areas to hold a multi-agency review following a case of domestic homicide.

In terms of outcomes for victims it is important for them to know what measures are in place for them to ensure their financial support is secure if they decide to leave an abusive relationship.

Cases of stalking and harassment can be difficult to prosecute because of their nature. Therefore the proposal to publish new guidance for prosecutors is a welcome move. It is acknowledged that there needs to be a commitment to improving communication with victims across the Criminal Justice System. This will hopefully increase the trust in the system and also reduce the level of repeat victimisation.

**Reducing the Risk for Victims and Supporting Women Offenders** - Almost half of women prisoners report having suffered from violence at home and about one third reporting having suffered sexual abuse.

There is a drive to continue provision of over £10 million in funding until March 2011 to develop a network of effective community based alternatives to custody. There is also a focus on the MARAC through a review and to identify whether there is a case for putting MARACs on a statutory basis and whether the MARAC structure could be applied in cases of sexual violence.

## **8.8 Local Implications of the CEVAWG Strategy**

The strategy outlined in this section leads to numerous issues on a local level. This section highlights these issues with reference to the local picture presented in chapters 6 and 7.

The overarching issue for Halton is that data is not currently presented in a gender split. The data on DASV is presented on overall numbers as standard.

### Areas of concern for Halton:

In order to align local strategy with the governments overall ambition for the CEVAWG strategy the following areas of concern have been identified on a local level.

**1. Police data currently not provided with a gender split** – this data is relied on heavily for identifying domestic abuse incidents in the area however the data is not currently provided to partners by a male/female split (see Chapter 6).

Although national data would lead us to believe females are the majority victims. The evidence to corroborate this is not available at a local level at this stage.

However, it is corroborated by MARAC data which shows 95% of high risk victims are female. SDVC data also shows that the majority of defendants (87%) are male. However, these are a minority percentage of the smallest group of DASV victims and perpetrators and are not representative of the general population.

The need for police data to clearly identify the issues of HBV, FGM and FM is also a priority as this is not readily available for analysis and forms areas of increased concern for the new government.

**2. Top 5 sexual offences are all against women and girls** – in Halton the top 5 sexual offences are all committed against women and girls (see Chapter 6 section 6.2.3). This indicates that the data surrounding these offences needs to be thoroughly analysed to identify areas where funding and resources can be targeted effectively for prevention purposes.

**3. Youth Offending data** – the youth offending database does not currently allow for an aggregated picture of male/female offences to be analysed (see Chapter 6, section 6.3.6). We gain a perspective of the gender split when the offences get to outcome stage and are recorded as part of the conviction process. The only way to gain a gender perspective is to analyse individual case files which is resource intensive in terms of both time and cost.

It would be beneficial to be able to tabulate the types of offences committed by female youth offenders. This would allow for targeted early intervention and effective allocation of funding.

**4. Hospital admissions are majority female** – The data presented indicates that 84% of domestic abuse hospital admissions are female (see Chapter 6, section 6.2.8). However, there is limited additional data available. In order to monitor DASV presenting at hospital both in A&E and general admissions more work needs to be done with health care partners to identify cases and effectively deliver a comprehensive initial response as highlighted in the CEVAWG strategy.

**5. GP data and engagement** – across the UK this is identified as an issue, however locally it has not been possible to collate any data on cases of DASV presenting at surgeries and health centres. This leads to a major gap in terms of the identification of the prevalence of DASV at this primary level. It is essential to fulfil the vision of the strategy that this early identification and intervention encouraged at a GP level. This links to collation and provision of data but also the engagement in services such as MARAC.

## 8.9 Conclusions

The key areas highlighted by the strategy are Prevention, Provision, Partnerships and Reducing the Risk. In order to achieve these goals Halton Borough Council needs to act upon the following areas:

- Data needs and gaps need to be addressed primarily within police, health and social care data. The voluntary sector and other commissioned services tend to provide gender detail in the regular submissions to the Halton Domestic Abuse Forum.
- Linkages and engagement with GP services needs to be improved in order to gain a perspective of the prevalence of DASV towards women and girls.
- Review the Halton Borough Council Domestic Abuse and Sexual Violence Action plan against the national government action plan in the spring.
- Develop a sustainable model for the IDVA, ISVA and MARAC services to continue in line with the current government's priority service areas.
- The CEVAWG strategy explicitly highlights the need for local co-ordination. The focus on partnership is the constant theme throughout the strategy. There are many partners within the DASV field and in order to bring these together in an efficient and effective way requires a central coordinating role within the area.

## CHAPTER 9: Performance and Partnerships

### Chapter Summary

- The evidence has demonstrated that the Halton Domestic Abuse Forum is performing well and through approaches implemented to date is meeting need in some areas, however there are areas of weakness in the partnership that require focus.
- Police crime data by ward level is not currently robust, in these austere times when funding and resources need to be focused more efficiently it would be beneficial to be able to target problem localities. Therefore being able to analyse data within a local authority and be able to map the areas of concern would aid in the focus of services.
- The assessment of provision has highlighted that Halton is not currently geared up to provide specialist services. These include vulnerable adults, Lesbian, Gay, Bisexual and Transgender (LGBT), BME, older people.
- There are many protection measures in place however these measures are primarily focused on the highest risk victims. These victims form the smallest percentage of victims.
- Within the subject of prevention the main gaps that were identified were issues surrounding community and cultural awareness.
- There is concern around funding sustainability, as experienced nationally, and this requires resolution to ensure greater costs are not experienced through lack of maintenance of key services.

### 9.1 The Excellence Model and Current Provision

This chapter focuses on the performance and partnerships aspects of the Halton Domestic Abuse Forum and will draw together the conclusions and findings from the previous chapters and highlight the areas of strength and weakness from the current Halton Domestic Abuse Partnership. In order to assess the performance of the current partnership we have identified 12 key components that contribute to an 'excellence' model. These components have been derived from current research and policy direction including the new government's CEVAWG strategy.

Guidance has also been provided by Anthony Wills of Standing Together in advance of the publication of his recent work on effective partnership models. This work was sponsored by the Home Office to produce guidance for domestic violence partnerships which would allow them to meet their full potential. This process has been supported by 10 domestic abuse partnerships across the UK and the final product is planned to be distributed in the New Year. Unfortunately this did not fit with the

strategy's timetable, so full sight of the document was not possible, however we were able to seek guidance and review a presentation from the researcher to direct our approach to be inline with future possible best practice models.

Thus this chapter will firstly present the excellence model, as presently interpreted from the information available, and then assess the current performance and partnership of Halton against this. The section will then move towards illustrating the strengths and weaknesses before looking ahead to recommendations and actions for the future. There will also be the identification of innovative practice from other areas for consideration. The chapter will conclude through identification of a revised Action Plan for the HDAF, with clear performance indicators recognised and included in the associated annex.

From the evidence that has been collated throughout chapters four to eight, 12 components have been identified that contribute to the 'ideal' Domestic Abuse Partnership to operate effectively and to target need on a local level. Figure 17 illustrates the components that have been identified.

**Figure 17 Domestic Abuse Partnership Excellence Model**



Source: Anthony Wills, Standing Together  
 Nb. This is an interpretive diagram of the 12 components as  
 The model has yet to be formally released and approved

Throughout this strategy we have presented an overview of local and national strategies and policies to provide the context and background for the issue of domestic abuse and the strategic thinking that currently exists around how to tackle DASV. This model captures the current and previous focuses within this field including the currently preferred provision, protection, prevention and partnership focuses of recent strategy.

The strategy has also presented evidence on the current prevalence and nature of DASV and the current provision, protection and prevention measures that are in place locally. Descriptions of the services and measures have been provided and where possible data evidence to enable a robust analysis of the prevalence and services available could be achieved.

This information has now been assessed against the model demonstrated above to highlight those key areas for focus. The evidence has demonstrated that the Halton Domestic Abuse Forum is meeting need in some areas; however there are areas of gaps and weakness in the partnership from a data, diversity and resource perspective. These are outlined and reviewed in the following section and are visually represented in the red, amber green colour coded performance table.

## 9.2 Halton Domestic Abuse Forum Current Performance

This section concentrates on the assessment of the services for DASV available in Halton plus the identification of current gaps in information and services that has been revealed during the process of producing this strategy. An important factor that became evident very quickly within the collation of information for this strategy was the barrier that was created in actually gathering information. This included identifying the gatekeepers of the information plus determining the capability of the data collection tools. This barrier is a consistent theme across the strategy and is highlighted in the sections that follow.

This following sections provides an overview of the main gaps identified with regards to the four key themes presented in the strategy

### Need

Police crime data by ward level is not currently robust, in these austere times when funding and resources need to be focused more efficiently it would be beneficial to be able to target problem localities. Therefore being able to analyse data within a local authority and be able to map the areas of concern would aid in the focus of services.

The categorisation of crime leads to a misleading picture about the prevalence of DASV. Due to DASV being a cross cutting issue across many areas of other crime it is essential to be able to recognise DASV as part of other crime categories and at this present time this aspect appears to be missing and therefore the prevalence of DASV as recorded in figures is likely to be lower than the actual rate of incidents.

The lack of recording of contributing factors also leads to difficulties in understanding the issue of DASV as part of wider social issues and in context.

It is recognised that victims of DASV are likely to present at a health care setting, either hospital, GP or health centre for example. Current information is limited. Patients are not asked routinely about DASV and only hospital admissions are recorded. Therefore those presenting at A&E can be missed.

Surgeries and health centres currently do not have a protocol to collect data about victims of DASV. It would be hugely beneficial to work with these health settings to identify victims and also work with doctors to raise awareness of services that could be signposted

With current government focus on specific issues of HBV, FM and FGM data is only available on a national level. Therefore it is difficult to identify whether the issue is of real concern to the area.

Youth Offending Team (YOT) currently does not collate data about victims or perpetrators of DASV other than within case notes. Therefore to be able to aggregate the level of DASV within the YOT field is impossible without labour intensive case reviews.

Within the identification of need there is also the lack of data surrounding the prevalence of DASV affecting certain groups; vulnerable adults, LGBT, BME, older people, Women and Girls or Men.

### Provision

The assessment of provision has highlighted that Halton is not currently geared up to provide specialist services. These include vulnerable adults, LGBT, BME, older people which was commented above. The increased capacity in IDVA provision will go some distance in clearly identifying the issues with these groups and meeting the demand.

An identified barrier to wider provision is the local need not thoroughly being established due to information sharing weaknesses or lack of information.

### Protection

There are many protection measures in place however these measures are primarily focused on

the highest risk victims. These victims form the smallest percentage of victims.

Protection measures for the majority of victims which include standard and medium risk victims is limited and lacks capacity to cater for this larger group

### Prevention

In terms of prevention there are many aspects in place such as Cheshire Fire and Rescue and the Safeguarding Boards. However, within the subject of prevention the main gaps that were identified were issues surrounding community and cultural awareness. This includes the education of young people about healthy relationships.

An essential aspect of prevention that appears to not currently be at forefront is the community engagement. There are voluntary organisations who are working to raise awareness however breaking down the stigma of DASV within the community is still lacking

The following table takes the issues noted above and brings together the evidence that has been presented throughout the strategy to identify more specifically the current strengths and areas for development identified. Within this table a traffic light rating system has been established for current self assessment. This system will also be bought into the Performance Management Framework illustrated in Annex E. By using this simple colour code system it allows for easily identifiable progress tracking in the future.

**Table 61 Current Strengths and Areas for Development Against Excellence Model**

Component	Current Rating	Current Strengths	Area For Development
Shared Objectives		<ul style="list-style-type: none"> <li>Common objectives clearly stated in terms of agreement for partnership working</li> <li>Objectives agreed and signed off by members of the strategic group</li> </ul>	<ul style="list-style-type: none"> <li>Competing priorities in the current economic climate need to be monitored to ensure common objectives are continued.</li> </ul>
Structure and Governance		<ul style="list-style-type: none"> <li>Current HDAF structure and governance effective.</li> <li>Strategic and Operational group established with structure and protocols</li> </ul>	<ul style="list-style-type: none"> <li>To ensure the Line of delegation is always clear.</li> </ul>
Strategy		<ul style="list-style-type: none"> <li>Previous strategy directed work and allowed for national and local policies to be at the centre of actions and responses</li> </ul>	<ul style="list-style-type: none"> <li>Strategy 2011 – 2014 will ensure a comprehensive strategy is in place for the future.</li> <li>There is a need for regular action updates to the strategy to ensure timeliness and response to emerging policies</li> </ul>

Component	Current Rating	Current Strengths	Area For Development
Representation		<ul style="list-style-type: none"> <li>The representation at strategic and operational groups is wide.</li> <li>There is representatives from both statutory bodies and voluntary agencies</li> </ul>	<ul style="list-style-type: none"> <li>Inclusion of survivor voices to aid in full representation and participation in discussion of issues at a strategic level</li> <li>Review membership of strategic forum to ensure it is of a sufficiently authoritative level</li> </ul>
Resources		<ul style="list-style-type: none"> <li>Current resources have allowed for effective and efficient coordination of DASV services in Halton</li> <li>White Ribbon Campaign is planned to become self-sustaining and has effectively been used as tool to raise awareness of DASV within the community</li> </ul>	<ul style="list-style-type: none"> <li>To identify funding streams to ensure appropriate IDVA capacity as identified in the needs analysis.</li> </ul>
Coordination		<ul style="list-style-type: none"> <li>HDAF is well structured and the coordination of the operational and strategic groups has led to the implementation of a successful, in the main, PMF process.</li> <li>Coordination allows for efficient communications of updates and the ability to react in a timely fashion to ad hoc queries from both internal and external agencies.</li> </ul>	<ul style="list-style-type: none"> <li>Continuation of coordination to ensure excellence model is maintained and services do not exist in silos.</li> </ul>
Training		<ul style="list-style-type: none"> <li>Training has been delivered to partners.</li> <li>Police have delivered awareness training</li> <li>Bespoke training has been developed, designed and delivered. For example, to the YOT, ASC, Drug and Alcohol Service Workers and Dedicated Child Protection leads in Local Schools</li> </ul>	<ul style="list-style-type: none"> <li>Deliver DASH and Domestic Abuse Training via dedicated safeguarding sessions for GP's to enable identification of DASV at a primary level.</li> <li>Prioritise Domestic Abuse and DASH training to the Team Around the Family Services</li> </ul>
Data		<ul style="list-style-type: none"> <li>Implementation of PMF framework has allowed for quarterly measurement.</li> <li>Data from voluntary agencies allows for analysis of usage of services including diversity.</li> </ul>	<ul style="list-style-type: none"> <li>To ensure data collection processes are consistent allowing comparison and progress to be measured.</li> <li>The Strategic Forum will scrutinise and challenge partners to ensure timely submission of useful data to inform service development.</li> </ul>
Policies, Protocols		<ul style="list-style-type: none"> <li>Policies for HDAF are in existence and are kept up to date by the Coordinator.</li> </ul>	<ul style="list-style-type: none"> <li>The Strategic forum will implement a monitoring system for reviewing partner's policies in relation to Domestic Abuse</li> </ul>
Specialist services		<p>There is a range of services available across Halton including:</p> <p>MARAC IDVA ISVA</p>	<ul style="list-style-type: none"> <li>To ascertain through data provision the need of specialist services locally for minority groups</li> </ul>

Component	Current Rating	Current Strengths	Area For Development
	Yellow	HDAS	<ul style="list-style-type: none"> <li>To progress provision for lower risk groups e.g. wider provision for medium risk clients</li> <li>To ensure commissioning of a voluntary perpetrator programme is concluded.</li> </ul>
Diversity	Red	<ul style="list-style-type: none"> <li>There are an adequate range of services for the majority of groups in Halton</li> <li>The voluntary organisations are available on a national level for specific groups and HDAS provides signposting to these services</li> </ul>	<ul style="list-style-type: none"> <li>As above and develop services as need is identified.</li> </ul>
Survivor Voices	Yellow	<ul style="list-style-type: none"> <li>There is the use of survivor voices from the FOCUS group at an operational level.</li> </ul>	<ul style="list-style-type: none"> <li>To ensure that survivor voices are influencing responses at a Strategic level.</li> </ul>

### 9.3 Future Developments – areas for further investigation

Whilst the table above establishes the structure of actions and recommendations for HDAF it is important to retain a level of flexibility and innovation that allows the area to respond to developments and local challenges as they arise. With a view to aiding the area to do this, this section explores some of the recent innovative practice that is ongoing in other areas for consideration.

The sections below provide a description of ideas in other localities that could be explored or could lead to more national programmes in the future. There is also a section highlighting the key policy developments that are scheduled to be published in 2011.

#### 9.3.1 Integrated Offender Management

Is essentially the coordination of agencies involved in reducing re-offending. It aims to assist partnerships to target resources effectively at those offenders that present the highest risk of re-offending or causing harm. It offers an approach that not only aims to deter but also to address the wider causes of offending such as the motivation of the individual offender with the view that supporting offenders in particular ways may assist them to “navigate their way out of crime”.

In Cheshire this approach has been developed through the Multi Agency Public Protection Arrangements (MAPPA) and Prolific and Priority Offender (PPO) schemes. IOM is seen as an

opportunity to bring these approaches together and extend this approach of multi agency cooperation and problem solving to a wider offender group.

However, due to the intensive resourcing required for such an approach it is reserved for those that represent the higher levels of risk. Cheshire has developed a tiered system to address this of Specialist, Targeted and Universal. Specialist provision refers to those requiring the highest level of intervention, targeted is for problematic offenders falling short of the specialist requirements and Universal is for those offenders that can be signposted and where agencies will aim to effectively work together to avoid maintaining the offenders existing cycle of behaviour.

In an effort to develop this approach locally a pathfinder pilot has been initiated by Cheshire Constabulary and partners to create a Navigate Cohort. This cohort aims to draw offenders who commit acts of repeat violence, such as domestic abuse, acquisitive criminals or repeat anti social behaviour. This cohort will include both statutory and non statutory offenders. This cohort will not seek to include those offenders managed under existing arrangements such as MAPPA as these are identified as specialist level interventions. It is aimed that this project will assist agencies to focus on the following factors to assist offenders to break the cycle of violence:

- Ability to access and sustain suitable accommodation
- Focused education, training and employment opportunities
- Improved health, physical and mental well being



- Improved access to drug and alcohol rehabilitation programmes
- Assistance in managing finances
- Improved coordination of support for children and families of offenders
- Improvements in the attitudes or behaviour which lead to offending and greater acceptance of responsibility in managing their own behaviour and understanding of the impact of their offending on victims and on their own families

Currently there is little provision within the Domestic Abuse arena to hold non statutory offenders to account for their behaviour. The models and approaches used are victim centred which has left a cohort of domestic abuse perpetrators that are potentially not being challenged nor assisted out of their own cycle of violence. MARAC is focused on risk management for the victim and has no authority to challenge the perpetrators. This project will offer the opportunity for offenders to have additional assistance to break their cycles and reduce the likelihood of repeat victimisation of current and future partners.

### 9.3.2 PICADA

This was an intervention programme for children and mothers to break the intergenerational cycle of violence through education and support. It can be used alongside the Freedom programme for women to ensure mothers are able to identify and address their own issues around domestic abuse incidents.

This is an intervention currently being provided in partnership with Berkshire East & South Bucks Women's Aid who have now run a second successful PICADA programme. PICADA is a 12 week community based programme for children aged eight to twelve years old, and their mothers, who have experienced domestic abuse. Referrals were open to local agencies working with families, or families could make referrals directly. This project was developed from the Sutton pilot of this initiative called the Community Group Treatment Programme originally developed from a scheme in Canada. It ran over a 12 week period for children aged 4 to 16, with children divided into age-specific groups to address a range of issues. These include validation of the children's experiences, understanding abuse, reducing self-blame, safety planning and managing appropriate and inappropriate expressions of emotion.

The programme offers a concurrent component for mothers to attend groups and the sessions have

been most successful when both mothers and children attend. Mothers are supported to understand how the violence has impacted on the child and how best to help them through the healing process. This occurs through the parent attending an information session regarding the support session the child will later attend. This allows them to be prepared for the potential issues the sessions may cause and support the children after the session to discuss and work through the issues it raises.

Sutton report that the results have been excellent. In the first year Sutton ran six groups for children. All children were assessed pre and post group to confirm the expected outcomes and at the end of the group mothers and children complete satisfaction ratings. This revealed that the majority of children who started the group completed it, indicating enjoyment and satisfaction with the programme.

Children also improved in their ability to identify abusive actions after the group. Far fewer indicated they would try to intervene in abuse episodes, a cause of great risk to children. Fewer children subsequently condone any kind of violence in relationships or feel they are the cause of abuse or violence. Children also developed problem-solving skills to help them resolve conflicts.

This project has potential to assist children to break the intergenerational cycle of abuse as a form of early intervention. Alongside this initiative it also offers mothers the opportunity to assist in the process and alongside a victim focused initiative has the potential to move families that have experienced domestic abuse away from unhealthy patterns of behaviour.

### 9.3.3 DA Pro-social modelling - Pilot Programme

Blaenau Gwent has been chosen by the Home Office as one of three places in Britain to pioneer the use of former domestic abusers to assist in developing ways to stop others from becoming violent and abusive to their partners.

This approach is part of many being developed by the Home Office as schemes that build on the current governments plans to create a 'Big Society' approach. It is aimed that the project will mean more involvement from people in Blaenau Gwent in coming up with ways of dealing with domestic abuse and stopping it at its root. In coming months local charity Blaenau Gwent Domestic Abuse

Services will lead the work in coming up with solutions and project ideas.

A so-called phoenix fund will be available to groups with an idea on promoting healthy relationships and reducing domestic abuse. They can apply for funding to make their project a reality, with applications reviewed by a panel made up of young people and previous victims of domestic abuse. The best initiatives will be invited to an event where they can present their idea and take part in a vote on which projects get funding, with thousands of pounds available to fund the winning groups' ideas.

Alongside this, the project will incorporate a "community coaching" element where it will seek out individuals who have previously been abusive to their partners – either physically or emotionally, but have now stopped. The workers behind the initiative want to discuss how this change came about, what skills, methods or tactics they used and if they had any support. The process will involve interviews with trained facilitators and group work to find common themes.

This pilot may prove a source for future innovative community based interventions for use locally.

#### 9.3.4 Croydon Family Centre

Victims of abuse and their families have access to a unique collaboration of resources including medical and legal services, police officers, probation officers, doctors, counsellors, advocates, social workers, housing providers, benefit advice, education providers, children's services and adult education groups, all from a centralised location.

The centre addresses the full range of social, welfare, economic, safety, accommodation, criminal and civil justice needs of individuals living with or escaping from abuse. Importantly, it is a safe place where victims of domestic violence, family violence, elder abuse, children and extended families can receive all the help they need to rebuild their lives.

It also plays a role in supporting the success of the courts in Croydon. These are crucial to bringing more abusers to account for their actions.

Together, these agencies hope these services will:

- reduce the number of domestic/family violence murders and serious incidents
- reduce incidents of child and elder abuse
- end homelessness caused by domestic violence
- increase the options available to victims
- provide culturally sensitive services

- hold abusers accountable by coordinated monitoring

The Croydon model is seen as an example of effective co located multi agency working that allows ease of access for victims.

#### 9.3.5 Runcorn Alcohol Pilot

A small pilot project was commenced within Runcorn in October 2010 based around homes with a high number of call outs due to Alcohol related Domestic Incidents. After a review of violence with injury (VWI) rates it was identified that Halton had high levels that did not appear to be reducing. Subsequently, it was decided to pilot a short intervention programme to see if this would reduce the number of incidents being seen. This involved beat managers attending homes at key incident periods, such as Saturday and Friday evenings, to offer the residents support with any issues they may have. These visits involved passing information pertaining to local alcohol, drug and domestic abuse services to highlight that support was available. Those addresses targeted were those not currently being seen at higher level interventions such as MARAC but that were representing a significant resource demand.

It was noted a month after commencement that VWI rates had decreased. Feedback was also sourced from a current Domestic Abuse client after a visit who shared that the visit was seen to be reassuring and supportive. This allayed some fears that approaching domestic abuse in this manner may simply discourage victims from calling the police when in need. Obviously, further reviews of the effectiveness and impact of the pilot are required to offer robust evidence of its impact. Nevertheless, the short term feedback suggests that the pilot has potential to bring positive impacts on the rate of incidents seen in the local area if adopted as standard police practice.

#### 9.3.6 Strathclyde

Strathclyde Police force has established an elite task force for Domestic Abuse. This comes after the recognition that domestic abuse creates a significant amount of crime and is associated with a significant level of harm. Subsequently, Strathclyde force have developed a dedicated task force, the only one of its kind, to proactively target offenders rather than continuing in the traditionally "victim centred" vein. As a result of this approach and a strong zero tolerance message for the more 'minor' crimes associated with abuse, such as breach of bail, they have seen an increased level of

awareness of crimes and reductions in specific areas. For example, in its first year of operation officers from the Domestic Abuse Task Force have arrested 105 dangerous offenders for a total of 370 crimes including attempted murder, rape, serious assault, breach of the peace and stalking cases. Of those 370 crimes, 320 had previously never been made known to the police.

More than 800 domestic abuse offenders were targeted prior to the Old Firm game on 3 January 2010. On average, over the past five Old Firm games, domestic abuse has fallen by 23 per cent. Attempted murder, serious assault and breach of the peace have also fallen.

- Attempted murder - reduced by 29%.
- Serious assault - reduced by 32 %.
- Breach of the peace – reduced by 23 %.

This taskforce is made from a specialist team that focus on those offenders that represent the most significant harm to victims and families. They investigate the criminal lifestyle of the offender covering a range of criminal behaviours such as drug dealing, gang violence or disqualified driving, working on the assumption that proactive prosecution of these will reduce the opportunities to commit domestic abuse. This team utilises techniques from serious crime responses, previously only used in murder or other serious crime investigations. This is due to the acknowledgment that Domestic abuse is difficult to investigate as there are rarely independent witnesses and forensic opportunities can often be limited. Therefore this taskforce concentrate on investigative techniques, forensic awareness, and the ability to exploit all available intelligence opportunities. The team have focused predominantly on the most serious/serial offenders who present a very real threat to victims and families. Serial offenders are those who abuse more than one partner. Investigations undertaken by the task force have found that this behaviour often spans many years with partners who may live in different areas of the Force and throughout the country. Often, these offenders will behave in exactly the same way with the partners they become involved with, committing the same serious crimes against them.

In the last year, officers have carried out numerous dawn raids and surveillance operations in their efforts to track down and arrest these offenders, resulting in a positive outcome for victims.

Alongside this work there has been considerable promotion of the no tolerance attitude through

positive press releases of the impact of this approach.

Overall, Strathclyde police force appear to have experienced significant positive improvements through the adoption of this approach that may have implications for current local policing tactics in the approach taken to domestic abuse.

### 9.3.7 Gypsy and Traveller Community Projects

A paper by the Equality and Human Rights Commission, suggests that women from the Gypsy and Traveller communities who report domestic violence will often have suffered it more severely and over a considerably longer period than other women. Although there is no conclusive evidence about the prevalence of this abuse, the paper cites a study in Wrexham, which found that between 61 and 81% of married Gypsy and Traveller women, had experienced direct abuse from a partner.

The Leeds Gypsy and Traveller Exchange Domestic Violence Project sent gypsy and traveller women on training. This training did pose risks and barriers but then also created spear heads in the local community that others can talk to for advice and guidance. Training also included a child protection element.

The training and engagement lead to positive actual changes in the right direction such as the increased understanding of domestic violence and a willingness to challenge accepted behaviour. The impact on the women was very good. They learned that power was a key element and that they were accepting domestic violence.

After the training one participant noted that “I saw on one occasion one of the young women remove her sisters kids when a row was going on because of what she had seen, and was talking about, on the domestic violence training; that even if the kids don't see it they can hear it”.

### 9.3.8 The Identification and Referral to Improve Safety (IRIS) Project

This is a three year project that was been established in Bristol to develop engagement of GPs in responding to domestic abuse. This IRIS team were designed to work with a range of GP practices to train and support these practices to identify and support patients presenting with Domestic Abuse.

The project involves the identification of a specialist domestic abuse worker to train clinicians and act as

a point of contact for any women identified as requiring assistance.

This project offers a model that has been tested to address GP engagement with Domestic Abuse.

### **9.3.9 Policy Developments**

Over 2011 there are three key policy developments that may have an impact on the strategy. These are:

- Call to End Violence against Women and Girls – Action Plan
- The Crime Strategy
- Hate Crime Strategy for Halton

## **9.4 Conclusions**

This chapter identified the ongoing action plan for HDAF for 2011-14 based around an excellence structure that allows for flexibility to respond to innovations within the field. This is captured in specific measures within the areas Action Plan in annex D.

This action plan responds to some of the weaknesses this strategy has outlined, such as consistent and comparable data provision, whilst also reflecting the strengths the area has achieved to date. This offers the HDAF a clear guide to performance and focuses ongoing and will act as the template for future developments and progress reviews.

The entire strategy process has enabled Halton Borough Council to clearly map current data and identify areas where possible work is needed. It has allowed for a comprehensive analysis of available information coupled with the opportunity to engage further with partners. The process has also led to exploration and inclusion of current innovative practice to inform development work to ensure HDAF is aspiring towards an excellence model.

## TECHNICAL ANNEX – Contents

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## Annex A – Method – Ten Steps to reproducing the strategy

The table below outlines the overall method and approach that should be adopted to recreate the strategy.

Step	Description
1	<b>Identification of structure</b> of report and intended audience
2	<b>Identification of partners and stakeholder</b> input required during the process.
3	<b>Gather the required evidence from partners and analyse</b> – this forms the need section of the audit
4	<b>Identify the current provision that is available in the local area</b> – Including statutory and voluntary provision – This forms your Provision, Prevention and Protection section
5	<p><b>Produce a gap analysis</b> – this is achieved by cross referencing the need and provision section and identifying where the current provision is not meeting the need of the local area.</p> <p>During this process it may also become apparent that there is some provision in the local area that is actually in excess of what the local need necessitates.</p>
6	<b>Assess and present the strengths and weaknesses</b> – highlight the areas where improvement is needed
7	<p><b>Produce Action Plan</b> – this plan need to include SMART measures and key accountability in order to assess the impact of the action plan</p> <p>It is vital to set review dates for the action plan and to identify strategically the direction and speed of impact that is being sought.</p>
8	<p><b>Consult on Action Plan</b> – An action plan will not work without consultation with the key partners and stakeholders. Especially those included in the action plan.</p> <p>For the actions to fully be implemented ‘buy in’ and engagement of these groups is essential. Consultation provides these partners and stakeholders with the opportunity to take ownership of the actions and provide their input to ensure accuracy.</p> <p>It is important that both the consultation period allocated and the method of consultation is considered to be sufficient to allow submission of feedback and encourage partner inclusion. Proposals consultation and timelines should therefore be approved at Strategic Level to enable this to take place, before the agreed consultation is undertaken.</p>
9	<p><b>Produce Performance Management Framework</b> – This PMF framework allows partner data to be analysed and for specific measures to be consistently mapped. The creation of a consistent and robust PMF allows strategic groups to accurately trend developments within the topic.</p> <p>PMF can enable longitudinal mapping and trends to be identified. Plus also highlights specific issues and enable intervention</p>
10	<p><b>Publish and distribute</b> – the strategy and action plan need to be distributed to raise awareness of the actions being implemented. It would be recommended to produce three documents:</p> <ul style="list-style-type: none"> <li>○ <u>The full strategy</u> – A reference tool with all the data and full details</li> <li>○ <u>A condensed strategy</u> – A useful tool for partners and stakeholders to use in meetings that highlights the key issue and actions</li> <li>○ <u>Easy Read</u> – An information tool for local communities that is presented in a format that can enable understanding and highlight planned work streams and interventions.</li> </ul>

## Annex B – Crime Figures

### Regional and local crime statistics

NORTH WEST	2002/03	% change	2003/04	% change	2004/05	% change	2005/06	% change	2006/07	% change	2007/08	% change	2008/09	% change	2009/10
<b>Total Offences</b>	794968	3.2%	820737	-5%	780105	0.3%	782151	-4.2%	749668	-11.7%	661762	-5.8%	623583	-10.8%	556127
<b>Sexual Offences</b>	7167	14.7%	8224	-4%	7899	-4.5%	7542	-8.8%	6877	-6.0%	6464	-9.3%	5866	7.9%	6327
<b>VAP - With Injury</b>	59103	23.8%	73173	2%	74398	1.9%	75845	-10.5%	67883	-14.0%	58367	-9.3%	52914	-8.5%	48436
<b>VAP - Without Injury</b>	44406	23.6%	54868	26%	69375	-1.5%	68311	-1.7%	67172	-9.9%	60502	-6.8%	56401	-5.5%	53312

CHESHIRE	2002/03	% change	2003/04	% change	2004/05	% change	2005/06	% change	2006/07	% change	2007/08	% change	2008/09	% change	2009/10
<b>Total Offences</b>	84574	9.0%	92223	-3%	89300	6.7%	95297	-6.6%	89023	-10.9%	79277	-5.3%	75098	-10.7%	67032
<b>Sexual Offences</b>	738	18.4%	874	7%	936	5.0%	983	-10.0%	885	-14.5%	757	-6.9%	705	-0.1%	704
<b>VAP - With Injury</b>	4127	9.4%	4516	21%	5455	104.7%	11169	-18.3%	9125	-15.9%	7676	-9.8%	6925	-0.3%	6902
<b>VAP - Without Injury</b>	6575	45.4%	9558	6%	10153	-27.6%	7348	10.8%	8144	-8.8%	7428	-2.5%	7244	-9.6%	6546

HALTON	2002/03	% change	2003/04	% change	2004/05	% change	2005/06	% change	2006/07	% change	2007/08	% change	2008/09	% change	2009/10
<b>Total Offences</b>	12659	8.8%	13778	0%	13722	2.8%	14100	-9.6%	12746	-5.8%	12002	-1.9%	11777	-15.4%	9969
<b>Sexual Offences</b>	186	-5.4%	176	-7%	164	-7.3%	152	-13.2%	132	-3.0%	128	-19.5%	103	-4.9%	98
<b>VAP - With Injury</b>	781	13.7%	888	9%	971	82.3%	1770	-14.1%	1520	-12.8%	1326	-6.6%	1238	-5.7%	1167
<b>VAP - Without Injury</b>	915	68.0%	1537	17%	1800	-42.5%	1035	13.7%	1177	-9.4%	1066	4.4%	1113	-18.2%	910

WARRINGTON	2002/03	% change	2003/04	% change	2004/05	% change	2005/06	% change	2006/07	% change	2007/08	% change	2008/09	% change	2009/10
<b>Total Offences</b>	16674	9.8%	18313	4%	19120	4.2%	19918	-4.8%	18957	-10.7%	16929	-9.6%	15301	-8.4%	14021
<b>Sexual Offences</b>	205	15.6%	237	7%	253	-7.1%	235	-3.0%	228	-34.6%	149	11.4%	166	-3.0%	161
<b>VAP - With Injury</b>	740	13.9%	843	44%	1212	91.9%	2326	-16.2%	1949	-15.0%	1657	-19.2%	1339	7.5%	1440
<b>VAP - Without Injury</b>	1103	49.4%	1648	21%	1992	-20.9%	1575	10.8%	1745	-4.0%	1676	-4.4%	1603	-9.5%	1450

## Annex C – ‘Responding to violence against women and children – the role of the NHS’, Alberti Recommendations

1. NHS staff should be made aware of the issues relating to violence and abuse against women and children, and of their role in addressing those issues.
2. Primary Care Trusts (PCTs), their partners in Local Strategic Partnerships and NHS Trusts should ensure that women and children who are experiencing violence or abuse are provided with information that helps them to access services quickly and safely.
3. All NHS staff should have – and apply – a clear understanding of the risk factors for violence and abuse, and the consequences for health and well-being of violence and abuse, when interacting with patients. This should include:
  - appropriate basic education and training of all staff to meet the needs of women and children who have experienced violence and abuse;
  - more advanced education and training of ‘first contact’ staff and those working in specialties with an increased likelihood of caring for women and children who have experienced violence or abuse; and
  - staff awareness of the associations and presentations of violence and abuse and how to broach the issue sensitively and confidently with patients.

Universities and other providers of education and training, employers, and regulatory and professional bodies should work together to make this happen.

4. Midwives and health professionals should be trained to provide information to mothers from communities which practise female genital mutilation (FGM). Ideally this should take place during the antenatal assessment. The use of targeted questioning in those communities where FGM is practised should be employed as part of an integrated local pathway of care for FGM.
5. PCTs and NHS Trusts should have clear policies on the use of interpretation services that ensure women and children are able to disclose violence and abuse confidently and confidentially.
6. PCTs and NHS Trusts should work together with other agencies to ensure that appropriate services are available to all victims of violence and abuse.
7. Every NHS organisation should have a single designated person to advise on appropriate services, care pathways and referrals for all victims of violence and abuse, providing urgent advice in cases of immediate and significant risk.
8. NHS organisations should have health and well-being policies specifically for staff who are victims of domestic and sexual violence. A clear pathway should be implemented in every NHS-funded organisation so that staff and managers know where and how to access support.
9. NHS organisations should ensure that information relating to violence and abuse against women and children is treated confidentially and shared appropriately. This means that:
  - there should be consistency and clarity about information sharing and confidentiality;
  - staff should be equipped, through training and local support from local leads on violence against women and children and Caldicott Guardians, to share information appropriately and with confidence. In the case of safeguarding children, advice should come from the named doctor and nurse for safeguarding;
  - women and children disclosing violence or abuse should feel assured that their information will be treated appropriately; and
  - the Government should clarify the grounds for public interest disclosure in relation to ‘serious crime’.
10. Clear, outcomes-focused commissioning guidance on services for violence against women and children should be issued by the Department of Health, with a particular emphasis on involving women and children in commissioning.



11. Consistent and practical data standards should be agreed relating to the health aspects of violence and abuse against women and children to underpin the analysis of quality, activity, outcomes and performance management by commissioners and NHS and third sector providers.
12. NHS commissioners should assess local needs and local services for victims of sexual violence and/or sexual abuse and ensure that appropriate commissioning arrangements are in place.
13. Commissioners/PCTs with their partners in Local Strategic Partnerships should ensure that appropriately funded and staffed services are put in place along locally agreed care pathways.
14. The Department of Health and the Home Office should make it clear to the immigration agencies and the NHS that direct treatment needs should be met for women and children experiencing violence and abuse, whatever their immigration status.
15. NHS organisations should ensure that there is sustained and formalised co-ordination of the local response to violence against women and children through a local Violence Against Women and Children Board. NHS organisations should participate fully in multi-agency fora, such as Multi- Agency Risk Assessment Conferences (MARACs), set up to prevent or reduce harm to victims of violence. These arrangements should link appropriately to local structures in place for safeguarding children and vulnerable adults.
16. PCTs and NHS Trusts should nominate local 'violence against women and children' leads, supported by the Violence Against Women and Children Board, to work with women and children and the NHS to drive change and improve outcomes.
17. The Government, PCTs, Local Authorities and statutory bodies should ensure that partnerships with the third sector are outcome-focused, funded appropriately to meet service users' identified needs, involve women and children, and are supported, promoted and encouraged locally and nationally.
18. Arrangements should be put in place to ensure leadership on this issue across the system – from Ministers and the Department of Health and system leaders, through to Strategic Health Authorities (SHAs), PCTs and NHS Trust boards. Boards should nominate a senior member to ensure that effective services for victims are put in place in line with this report.
19. Regulators of health and social care services (in particular the Care Quality Commission (CQC)) should embed the issue of violence against women and children in their work programme, including registration. The CQC should consider undertaking a special review of how well the NHS deals with the issues highlighted in this report after implementation of the initial Government response.
20. The Government should ensure that clear processes for clinical governance, supervision and regulation are put in place for Sexual Assault Referral Centres (SARCs), and these should be effectively communicated to those managing and working in SARCs and the National Support Team on the Response to Sexual Violence.
21. The Department of Health should work with the relevant regulators and professional bodies to ensure that clinical staff undertaking forensic medical care are:
  - appropriately trained, skilled and experienced;
  - employed by the NHS;
  - integrated into NHS clinical governance;
  - working within a quality standards framework agreed by the Forensic Science Regulator and the Faculty of Forensic and Legal Medicine; and
  - commissioned in sufficient numbers to meet the needs of women and children.
22. A national steering group should be established to oversee implementation of this taskforce's recommendations.
23. The Government should review the evidence base with a view to identifying and addressing significant gaps in the evidence base.

## Annex D – Action Plan

From the assessment of strengths and areas for development plus the overview of other innovative practice we can now confidently identify key actions and recommendations for the Halton Domestic Abuse Forum from 2011 – 2014.

#	Aim	Action/Recommendation	Accountability	Measure
1	<b>Shared Objectives</b>	Production and sign up to partnership strategy and model	HDAF	Commitment to and final sign off of DASV Strategy April 2011
		Review of Terms of Reference of Strategic group to reflect focuses and commitment of strategic partners	HDAF	Production of revised TOR reflective of strategy July 2011
2	<b>Structure and Governance</b>	Endorsement of current model and approach as best practice and to be continued	HDAF	Partner sign up to strategy April 2011
		Endorsement of suggested revised PMF and reporting structure as identified in strategy for ongoing performance management and quality assurance	HDAF	Quarterly provision of data templates by partners for review quarterly and annually
3	<b>Strategy</b>	Annual review - of progression against entire action plan to ensure it is adapted and updated inline with progress and policy developments	HDAF	Annual Review Report including annual data review, outlining current progress and on going action plan to strategic group by coordinator at year end
		Quarterly review – of relevant actions	HDAF	Sign off of actions as closed by HDAF
		Review and refresh of DASV Strategy by 2014	HDAF	Completed strategy for 2014 onwards by April 2014
		Review CEVAWG Action Plan inline with Halton DASV Strategy and identify implications for current action plan	HDAF	Report to HDAF July 2011 of implications and actions by coordinator
4	<b>Representation</b>	Review of membership of HDAF Strategic Group to ensure partners are of sufficiently authoritative level	HDAF – Chair	Reviewed list agreed July 2011
		Identification of changes in representation range in respect of new guidance. Specifically centred on: <ul style="list-style-type: none"> <li>• Health (GPs, Ambulance Service)</li> <li>• Voluntary sector (Age UK,)</li> </ul>	HDAF	Demonstrated by achieved outcome above
		Members to nominate suitable alternatives for	HDAF –	Average 75% attendance performance – monitored through

#	Aim	Action/Recommendation	Accountability	Measure
		attendance at strategic meetings with sufficient authority to sanction actions by proxy	Individual Partners	attendance register
5	<b>Resources</b>	<p>Review current funding available against innovative alternative approaches to seek long-term sustainable effective models of support</p> <p>To identify a lead to manage the current self-sustaining White Ribbon Campaign and to identify how campaign funds will be utilised in November 2011</p> <p>Identification of funding and strategy for publicity and general awareness raising</p> <p>Annual review and update of Intranet and Internet resources to ensure timely and accurate information is readily available</p>	<p>HDAF</p> <p>HDAF</p> <p>HDAF</p> <p>HDAF</p>	<p>Identification of funding streams to ensure ongoing service provision in line with capacity identified in needs analysis by January 2012</p> <p>A lead identified July 2011 &amp; raised awareness leading up to Christmas period and continued generation of income to sustain 2012 campaign</p> <p>April 2011 presentation of planned 12 month strategy with potential funding sources</p> <p>April 2012 review OR when significant practice or service changes occur</p>
6	<b>Coordination</b>	To ensure continuation of coordination of HDAF partnership in line with excellence model	HDAF	Visible coordination presence by April 2011
7	<b>Training</b>	<p>Review the impact of revised training timetable and sessions on raising awareness of DASV after 6 month trial with a view to identify maintainable and appropriate approach</p> <p>Identification of ongoing training provider</p> <p>Implement DASH and Domestic Abuse Training via dedicated safeguarding sessions for GP's to enable identification of DASV at a primary level</p> <p>Prioritise Domestic Abuse and DASH Training to the Team Around the Family Services</p>	<p>HDAF – Training Provider</p> <p>HDAF</p> <p>Coordinator/ Training Provider</p> <p>Coordinator/ Training Provider</p>	<p>Report on attendance, feedback and range of agencies attending pilot Domestic Abuse Training by April 2011</p> <p>Agreed and implemented Training timetable for 2011 by April 2011</p> <p>Delivery of and verbal update on training within safeguarding sessions by year end 2011</p> <p>Delivery and verbal update of bespoke training session by October 2011</p>
8	<b>Data</b>	Identification of PMF indicators for regular reporting – example in Annex E	HDAF	Final sign off of revised PMF April 2011

#	Aim	Action/Recommendation	Accountability	Measure
		Partners to take ownership of their data and interpretation – data identified in Annex E	HDAF	Provision of quarterly data and qualitative context offered in PMF submissions (see Annex G) during 2011
		Diversity measures to be included in data submission of all data	HDAF	The Strategic Forum will scrutinise and challenge partners to ensure timely submission of useful data to inform service development (included in PMF submissions) - Ongoing
		Partners to embed data collection into their processes	HDAF	Updated data protocols to be presented to HDAF July 2011
		Identification of primary and secondary contacts for data collection and queries within partner organisations – in Annex F	HDAF	Completed spreadsheet of contacts by April 2011
9	<b>Policies, Protocols and Procedures</b>	Review MARAC Operating Protocol	HDAF – Strategic Group	Review in April 2011 and then on annual basis
		Review MARAC Information Sharing Protocol	HDAF – Strategic Group	All MARAC participating agencies have established secure email facilities by April 2011. Sign off of revised Information Sharing Protocol July 2011 with annual review in line with MOP ongoing
		Develop and sign off any necessary information sharing protocols required to obtain the identified necessary data for PMF	HDAF – Strategic Group and individuals identified in Annex E	Signed protocols and provision of necessary data as outlined under Data section
		Ratification of Halton Sanctuary Policy	HDAF and The Housing Partnership	Presentation of draft Sanctuary Policy July 2011 with full sign off by HDAF and associated Registered Social landlords by October 2011
		Adoption and implementation of CAADA case management and IDVA policies in full by HDAS	HADWAA	Implementation in full by April 2011 to be confirmed to HDAF
		The Strategic forum will implement a monitoring	HDAF	Confirmation all partners have internal policy in place by

#	Aim	Action/Recommendation	Accountability	Measure
		system for reviewing partner's policies in relation to Domestic Abuse		January 2012
10	<b>Specialist Services</b>	Identify sustainable mainstream funding source for Halton Domestic Abuse Service for IDVA and Floating Support medium risk client service.  Monitor and support the provision of local ISVA and SARC services  Establish Voluntary Perpetrators Programme  Explore options for establishing Circles of Support and Accountability for registered sex offenders within Halton  Explore demand for a male focused specialist support service	HDAF  HDAF  HDAF/ Service Provider  Probation/Coordinator  Police Strategic PPU	See section 5  Quarterly updates provided by Strategic PPU on SARC progression and partnership commitment to ISVA funding  Number of men attending programme plus tracking of recidivism to be reported to HDAF Strategic Group quarterly by July 2011  Number of men receiving support plus tracking of recidivism to be reported to HDAF strategic group quarterly once established  Number of male victims identified and feedback from consultation
11	<b>Diversity</b>	Improve the representation of minority groups within the services available. Specifically in Halton LGBT, BME, Males and Older People  Improved numbers presenting in the current service of the minority groups identified above  To ascertain through data provision the need of specialist services locally for minority groups	HDAF  HADWAA – Additional capacity IDVA post  HDAF/Coordinator	CAADA sheet figures and HDAS PMF  Increase in the numbers referred and engaged in HDAS between April 2011 - March 2012  Report to HDAF based on partners revised data provision, impact of additional IDVA capacity as to needs basis for specialist services by January 2012
12	<b>Survivors Voices</b>	Ensure survivor voices are influencing responses at a strategic level	HDAF – Chair	Presence of survivor input at future quarterly meetings

#	Aim	Action/Recommendation	Accountability	Measure
		Sustaining the Focus Group to ensure victim consultation and involvement occurs	HDAF and HADWAA	Identify and secure sustainable funding source by March 2012
		Utilisation of community in addressing the issue of DASV	HDAF	Explore the utilisation of rehabilitated offenders to challenge unhealthy cultural norms report on pilot progress to strategic group by October 2011
		Monitor development of sexual survivors support group	RASASC – Julie Evans	Provide quarterly update of progress and activities to HDAF ongoing

## Annex E – Performance Management Framework (PMF)

All data should be submitted with a breakdown of gender and BME where possible to fulfil legislative requirements of the Equality Act 2010

Provider	Current data included in PMF		Suggested Revised Data for PMF		Responsibility
<b>Police</b>	Repeat Victims	Line chart	Domestic Incidents (DI)	Bar chart	Strategic PPU – Angie Burns
			Domestic Abuse Incidents (DAI)	Bar chart	
			Number of DAI by Risk categories	Table	
			Repeat Victims	Bar chart	
			Contributing factor	Bar chart	
			Number and type of serious sexual offence (SSO)	Bar chart	Cheshire Constabulary –Fiona Knight
	Commentary on overall patterns and data				Strategic PPU – Angie Burns
<b>Community Safety Partnership</b>	Incidents	Bar chart	<b>RELIABILITY &amp; AVAILABILITY OF DATA UNCERTAIN Mike Andrews to Review</b>		
	Sanction Detections	NO DATA			
	Arrests	Bar chart			
<b>MARAC</b>	Source of Referral	Pie Chart and table	Source of Referral	Bar chart and table (Table to include no. by Q and YTD %)	MARAC Coordinator – Wendy Whitely

Provider	Current data included in PMF		Suggested Revised Data for PMF		Responsibility
	Number of cases discussed (Discussed/Repeat)	Bar chart	Number of cases discussed (Discussed/Repeat)	Bar chart	
	Number of children discussed	Bar chart	Number of children discussed (No of children 0-5)	Bar chart	
	BME breakdown	Commentary	Contributing Factors (Alcohol/drugs/mental health)	Bar chart	
	MARAC attendance	Bar chart	BME breakdown	Statement and commentary	
			MARAC attendance	Bar chart	
			Commentary on overall patterns and data		
<b>CPS</b>	Pre-charge/charge	Table	Pre-charge/charge	Table	Crown Prosecution Service – Sarah Antrobus TBC by Claire Lindley
	Prosecution	Table	Prosecution	Table	
	Gender	Table	Gender	Table	
	Ethnicity	Table	Ethnicity	Table	
	Principal Offences	Table	Principal Offences	Table	
	Reasons for unsuccessful cases	Table	Reasons for unsuccessful cases	Table	
			Commentary on overall patterns and data		



Provider	Current data included in PMF		Suggested Revised Data for PMF		Responsibility
<b>SDVC</b>	Successful Outcomes	Pie Chart and table	Successful Outcomes	Bar chart and table (Table to include no by Q and YTD %)	HMCS – John Gaunt
	Unsuccessful cases	Table	Unsuccessful cases	Bar chart and table (Table to include no by Q and YTD %)	
			Commentary on overall patterns and data		
<b>Cheshire Probation</b>	Probation Outcomes	Bar chart	Probation Outcomes	Bar chart	Kim Thornden-Edwards and David Wallace
	Probation programmes	Table	CDVP – Numbers of programme requirements made	Table	
			CDVP – Numbers of completers	Table	
			CDVP – Average wait time		
			Number of partners/ex partners contacted		
			NSOG – Numbers of offenders receiving rehabilitative treatment (Core or RP)	Table	
	NSOG – Numbers completed				
NSOG - Average wait					

Provider	Current data included in PMF		Suggested Revised Data for PMF		Responsibility
			Commentary on overall patterns and data		
<b>HDAS - IDVA</b>	High-risk referrals received	Table	High-risk referrals received	Table	HADWAA – Frances Stewart
	Number of IDVA clients supported through the court process	Bar chart	Number of IDVA clients supported through the court process	Bar chart	
	Contact made/engaging clients (% referrals engaged)	Bar chart	Contact made/engaging clients (% referrals engaged)	Bar chart	
	Referral source	Pie chart and table	Referral source	Bar chart and table (Table to include no by Q and YTD %)	
	Number of high risk cases downgraded	Bar chart	Number of high risk cases downgraded	Bar chart	
	Planned exits – case closed (planned/unplanned)	Bar chart	Planned exits – case closed (planned/unplanned)	Bar chart	
			Number accessing the Sanctuary scheme	Statement	
			Commentary on overall patterns and data		
<b>HDAS - Floating Support</b>	Cases referred and engaged	Bar chart and table	Cases referred and engaged	Bar chart and table	HADWAA – Frances Stewart
	Cases currently managed by floating	Bar chart	Cases currently managed by floating	Bar chart	

Provider	Current data included in PMF		Suggested Revised Data for PMF		Responsibility
	support (by risk)		support (by risk)		
	Number of cases downgraded	Statement	Number of cases downgraded	Statement	
	Number of cases increased risk	Statement	Number of cases increased risk	Statement	
	Planned exits – case closed (planned/unplanned)	Statement	Planned exits – case closed (planned/unplanned)	Statement	
	Number accessing the Sanctuary scheme	Statement	Number accessing the Sanctuary scheme	Statement	
<b>HDAS - Sanctuary Scheme</b>			Sanctuary Quarterly cost/YTD	Table	HADWAA – Frances Stewart
			Commentary on overall patterns and data		
<b>Halton DV Midwife</b>	How many asked if they were victims	Table	<b>WILL NO LONGER BE INCLUDED</b>		
	How many disclosures of DA were achieved	Table			
	How many MARAC cases identified	Table			
	No. referred to appropriate service	Table			
<b>ISVA</b>	Number of referrals	Pie chart and table	Referrals IN by source	Bar chart	RASASC – Julie Evans

Provider	Current data included in PMF		Suggested Revised Data for PMF		Responsibility
	Number of assessments completed	Statement	Referrals OUT by source	Bar chart	
	Longest waiting time	Statement	Number of new clients	Table (Table to include no. by Q and YTD)	
	Number of sessions delivered	Statement	Number of existing clients		
			Number of clients discharged		
			Number of clients going through CJS		
			Number of individual care plans provided		
			Number of assessments completed		
			Longest wait for 1:1 assessment		
Number of training sessions delivered					
		Commentary on overall patterns and data			
<b>Refuge</b>	Number of service users (service users at end of quarter/left during quarter)	Bar chart	Number of service users (service users at end of quarter/left during quarter)	Bar chart	HADWAA – Frances Stewart
	Planned and unplanned moves	Bar chart	Occupied Units as a percentage of available	Bar chart	

Provider	Current data included in PMF		Suggested Revised Data for PMF		Responsibility
			units		
	Occupied Units as a percentage of available units	Bar chart	Origin location of victim	Table	
			Commentary on overall patterns and data		
<b>Health</b>	<b>PREVIOUSLY NOT INCLUDED</b>		Number of DA Attendances	Statement (including Gender breakdown)	Warrington and Halton Hospitals – Nicola Richardson
			% of victims pregnant at time of incident	Statement	
			Commentary on overall patterns and data		
<b>Youth Offending Team</b>	<b>PREVIOUSLY NOT INCLUDED</b>		Number and type of Sexual Offences	Table	Warrington and Halton Youth Offending Team – Pauline Burke and Lisa Blanchard
			Number and type of Violence Against a Person Offences	Table	
			Number and type of Outcome by Offence	Table	
			Number and type of Outcome by Offence	Table	
			Commentary on overall patterns and data		
<b>Training</b>	Number given DASH training	Statement	Number receiving training by type (e.g. DASH,L1, L2)	Bar chart	Training Provider – Rosemary Lyden

Provider	Current data included in PMF		Suggested Revised Data for PMF		Responsibility
	Feedback evaluation	Bar chart	Feedback evaluation by each type of training	Bar chart	
	Level 1 training	Bar chart	Commentary on overall patterns and data		

## Annex F – Spreadsheet of Data Contacts

The template below contains the area of data collection with the associated representative and source. Obviously, due to staff and representative changes, this table may become out dated. Therefore, it is designed to be a working template that is updated at HDAF strategic meetings for accuracy.

The identified strategic representative will be responsible for notifying the HDAF strategic group of any necessary changes or amendments.

Data Focus	Source	Primary Data Contact	Secondary Data Contact
<b>Domestic Abuse &amp; Sexual Violence Offence Related Data</b>	Strategic PPU	<a href="mailto:Angela.Burns@cheshire.pnn.police.uk">Angela.Burns@cheshire.pnn.police.uk</a>	
		<a href="mailto:Fiona.Knight@cheshire.pnn.police.uk">Fiona.Knight@cheshire.pnn.police.uk</a>	
<b>Community Safety</b>	Community Safety Team	<a href="mailto:Mike.Andrews@Halton.gov.uk">Mike.Andrews@Halton.gov.uk</a>	
<b>MARAC</b>	MARAC Administrator	<a href="mailto:Wendy.Whiteley@cheshire.pnn.police.uk">Wendy.Whiteley@cheshire.pnn.police.uk</a>	
<b>CPS</b>	Crown Prosecution Service	<a href="mailto:sarah.antrobus@cps.gsi.gov.uk">sarah.antrobus@cps.gsi.gov.uk</a> (TBC by Claire Lindley)	
<b>SDVC</b>	HMCS	<a href="mailto:john.gaunt@hmcourts-service.gsi.gov.uk">john.gaunt@hmcourts-service.gsi.gov.uk</a>	
<b>CDVP &amp; NSOG</b>	Cheshire Probation	<a href="mailto:Kim.Thornden-Edwards@cheshire.probation.gsi.gov.uk">Kim.Thornden-Edwards@cheshire.probation.gsi.gov.uk</a>	
		<a href="mailto:David.Wallace@cheshire.probation.gsi.gov.uk">David.Wallace@cheshire.probation.gsi.gov.uk</a>	
<b>HDAS:</b> ○ IDVA ○ Floating Support ○ Sanctuary Scheme	HDAS provider HADWAA	<a href="mailto:francesstewart@hadwaa.org.uk">francesstewart@hadwaa.org.uk</a>	
<b>ISVA</b>	RASASC – Julie Evans	<a href="mailto:julie@rapecentre.org">julie@rapecentre.org</a>	
<b>Refuge</b>	HADWAA	<a href="mailto:francesstewart@hadwaa.org.uk">francesstewart@hadwaa.org.uk</a>	
<b>Hospital</b>	Warrington and Halton Hospitals	<a href="mailto:Nicola.Richardson@nch.nhs.uk">Nicola.Richardson@nch.nhs.uk</a>	
<b>Youth Offending</b>	Warrington and Halton Youth Offending Team	<a href="mailto:Pauline.Burke@halton.gov.uk">Pauline.Burke@halton.gov.uk</a>	
		<a href="mailto:Lisa.Blanchard@halton.gov.uk">Lisa.Blanchard@halton.gov.uk</a>	
<b>Training</b>	Training Provider	<a href="mailto:Rosemary.Lyden@Halton.gov.uk">Rosemary.Lyden@Halton.gov.uk</a>	

## Annex G – PMF DATA Submission Form

<b>PERFORMANCE MANAGEMENT FRAMEWORK – DATA SUBMISSION FORM</b>	
Agency/ Organisation:	
Author: (with contact details)	
Dates covered:	
Version No:	
<b>Data</b>	
<p>Authors should include data as outlined in the PMF reference document.</p> <p>Please reference appropriate file names if attaching Excel or Word attachments in order to maintain PMF record accurately.</p>	
<b>Data Commentary</b>	
<p>Authors should provide a brief comment that identifies both the period to which data relates, whether it is actual or estimated, and whether there are any limitations as to its use i.e. whether the data is complete or incomplete for the period to which it relates.</p> <p><i>For example</i>  <i>Although this report covers the period 01<sup>st</sup> April to 30<sup>th</sup> of June 2009 actual (or estimated) data is only currently available for April and May and this excludes data from Halton Hospital which would have a significant / moderate / minimal affect upon the overall figure.</i></p>	
<b>General Performance Commentary</b>	
<p>Authors should provide a general statement as to the level of performance that has been achieved during the quarter and draw the reader's attention to any relevant factors that may have had an influence. Such factors could be the result of seasonal variation, national or local trends or initiatives etc.</p> <p><i>For example: whilst acquisitive crime has fallen overall there remain two areas within the borough where such crimes have increased.</i></p> <p>Where proxy measures have been used / are relevant details of such should be included within this section.</p> <p><i>For example: Although data in relation to this measure are only collected on a biennial basis usage of community centres across the authority continues to rise and has shown an increase of x over the same period last year / last month etc:</i></p>	
<b>Summary of key activities undertaken / planned during the year</b>	
<p>Authors should provide a synopsis of <b>key activities</b> that have been undertaken or are planned which are intended to positively influence progress during the course of the current financial year.</p> <p>Authors should use discretion in determining the volume of information being provided and it is suggested that a number of short paragraphs (of 2 or 3 sentences) that highlight the reason for the activity and it's actual or intended outcome may provide a useful means by which information can be effectively communicated.</p> <p>In some cases it may also be relevant for the reader to be signposted to related documents that have been made publicly available.</p>	



## Annex H – Walby Cost Calculations

In 2004 Professor Sylvia Walby<sup>11</sup> attempted to calculate the overall and potential specific costs that were associated with Domestic Abuse. Using a Home office costing crime framework she utilised the British Crime Survey self completion module on Inter Personal Violence (BCS IPV) to identify the extent of Domestic Abuse and the costs being experienced by various services. She followed the Home Office definition of Domestic Violence to include aspects beyond just physical violence, including male and female victims, but focused solely on intimate relationships.

Her research focused on three types of costs:

1. Services, largely funded by government, such as the Criminal Justice System, Health Care, Social Services, Housing and Civil legal
2. Economic output losses, sustained by employers and employees;
3. Human and emotional costs, borne by the individual victim.

From her research she was able to extrapolate the likely costs over a one year period for England and Wales based on 2001 data. This research was reviewed in 2009<sup>12</sup> against the available 2008 data to demonstrate the most current likely costs of Domestic Abuse, including sexual assault elements. The findings of the latest review are outlined below:

**Table 62 Walby Costs of Domestic Violence, 2001, 2008**

	<b>Costs 2001 £m</b>	<b>Costs 2008 £m</b>
<b>Services</b>	3111	3856
<b>Economic Output</b>	2672	1920
<b>Human and emotional costs</b>	17,086	9954
<b>Total</b>	22,869	15,730

It is noted that the reduction in cost for economic output is a result of decreased Domestic Abuse as a result of development and increased use of public services. It should be noted though that economic output losses are focused solely on time off work and do not include additional associated costs such as stress and subsequent performance impacts. As a result of the increased use of public services the costs can be seen to have increased, this also reflects inflation impacts.

Walby notes that the investment in public services to address Domestic Violence has been cost effective as a whole.

<sup>11</sup> Walby, S. (2004) *The Cost of Domestic Violence*, Women & Equality Unit: UK

<sup>12</sup> Walby, S. (2009) *The Cost of Domestic Violence: Up-date 2009*, Lancaster University: UK

## Annex I – Halton Cost & Saving Calculations

The strategy researcher has utilised Walby's approach to cost calculation to offer a potential Halton Domestic Abuse cost framework. The following costs have been estimated using a similar approach to Walby by extrapolating BCS IPV responses to the population demographics of Halton and applying Walby's cost findings. The researcher then applied the national (England & Wales) estimates to identify a per person average cost which was aggregated up by the population size of Halton. This provides a crude estimate rather than confirmed costs. It should be noted that taking this approach can not take into account individual population characteristics. In relation to Halton this means the deprivation levels and other area specific issues can not be adjusted for. Therefore, these costs could be a conservative estimate.

**Table 63 Overall Cost Breakdown for Halton across 3 Cost Types**

Overall Breakdown	£M	Overall Breakdown	
Services	£5,308,560	Services	25%
Economic Output	£2,548,109	Economic Output	12%
Human and Emotional Cost	£13,377,571	Human and Emotional Cost	63%
<b>Total</b>	<b>£21,234,240</b>	<b>Total</b>	<b>100%</b>

This table represents the likely costs across Walby's three cost categories, outlined in Annex H, for Halton. These costs are based on the population figure of 70,080 which is the proportion of Halton residents currently recorded as between the ages of 16-59. This age group has been utilised to reflect that range targeted in the original research and BCS IPV. The costs per person have been identified as £303 including Human and Emotional Costs or £112 when focusing solely on service and economic output costs. Using these as local alternatives to Walby's national figures the total cost is estimated to be approximately 21 million pounds. The calculations demonstrate, as per Walby's findings, that the Human and Emotional costs are likely to be most significant but that local employers and government funded services are experiencing significant costs from Domestic Abuse. Overall, excluding Human and Emotional costs, the area could expect costs to be around **£7,856,669**

**Table 64 Breakdown of Service costs across Walby Categories**

Services Breakdown	£M	Services Breakdown	Walby % Allocation
Health	£2,123,424	Health	40%
Criminal Justice System	£1,592,568	Criminal Justice System	30%
Civil Legal Costs	£530,856	Civil Legal Costs	10%
Social Services	£424,685	Social Services	8%
Housing and Refuge	£318,514	Housing and Refuge	6%
Mental Health	£318,514	Mental Health	6%
<b>Total</b>	<b>£5,308,560</b>	<b>Total</b>	<b>100%</b>

Applying Walby's percentage allocation of costs researchers were able to estimate the allocation of cost across the range of services covered by government spend. These estimates demonstrate that Health service providers and the Criminal justice system are likely to experience the greatest financial implications from Domestic Abuse locally.

**Table 65 Prevalence Figures**

Ward	Males	Females	Total
Norton North	80	137	218
Norton South	71	139	210
Mersey	75	132	207
Hough Green	73	134	207
Birchfield	80	126	206
Halton View	75	122	197
Farnworth	72	120	192
Grange	71	120	191
Kingsway	69	122	191
Appleton	70	119	189
Halton Brook	67	120	187
Ditton	69	115	184
Broadheath	65	117	182
Halton Lea	62	116	178
Halton Castle (Castlefields)	67	107	175
Heath	61	100	161
Riverside	55	100	155
Daresbury	55	85	140
Beechwood	43	74	117
Windmill Hill	24	43	67
Hale	18	29	47
<b>Halton</b>	<b>1,325</b>	<b>2,275</b>	<b>3,600</b>

Source: Halton Borough Council Research and Intelligence

n.b. As stated above these figures have to be given with the caveat that they are estimated gender splits and therefore do not necessarily take into account any ward specific variations that in reality may create higher or lower prevalence levels.

This table, using the BCS IPV research, demonstrates how the prevalence for Halton of Domestic Abuse victims was calculated. The BCS IPV suggests the level of Domestic Abuse by gender in a 12 month period for any domestic abuse as 3.9% for males and 6.3% for females. Taking these levels and multiplying against the estimated male and female populations for each ward the numbers that could have experienced any form of Domestic Abuse were estimated. The BCS defines “any form of domestic abuse” as “partner or family non physical abuse, threats, force, sexual assault or stalking”. This placed the estimate of likely prevalence of Domestic Abuse for the area at around 3,600 victims in a 12 month period for any form of domestic abuse. Using this prevalence figure it was then possible to calculate the likely breakdown of victims in that 12 month period across risk category. This is demonstrated in the table below.

**Table 66 Breakdown of Halton Risk Category within Prevalence Estimate**

Risk Category	Estimated Prevalence	Percentage Allocation
Standard	1116	31%
Medium	1512	42%
High	936	26%
Not Stated	36	1%
<b>Total</b>	<b>3600</b>	<b>100%</b>

This risk category breakdown was estimated utilising the known risk category percentage division for Domestic Abuse Incidents reported by the Strategic Public Protection Unit for Halton in 2009/10. Unfortunately, the risk category percentage for all incidents is not currently available for use. Therefore, this data needs to be presented with some assumption acknowledgements. Firstly, it has been assumed that the percentage division of risk across incidents recorded will be an adequate comparison for actual victims. Secondly, that whilst the data only pertains to Domestic Abuse Incidents that it remains reflective of the likely risk division that could be seen within Domestic incidents reported to the police. At this time it has not been possible to identify a more robust likely risk division indicator.

### Local Potential Cost Savings

In order to identify any potential local cost savings the researcher has utilised Coordinated Action Against Domestic Abuse (CAADA) research into MARAC victim costs in “Saving Lives, Saving Money: MARACs and High Risk Domestic Abuse”<sup>13</sup>. CAADA carried out victim case studies on three high risk MARAC victims to identify the contact with public agencies over the course of a year and allocate a unit cost to each contact. This allowed CAADA to identify a weighted average for high risk victim cost which they place at £20,000. CAADA identified from this research that for every £1 spent on MARACs £6 of public money could be saved. This is based on the assumptions that a 43% reduction in abuse is achieved. This reduced abuse reduction % was used to attempt to take into account the variation of need and difficulty across MARAC clients, such as serial perpetrators and potential for abuse to cease without MARAC intervention. Therefore CAADA consider this 6 to 1 ratio to be a conservative estimate due to a higher abuse reduction percentage expected for well established MARACs.

Taking CAADA's assumptions with local figures the researcher estimates local cost savings to sit between £1.6 and £2.2 million depending on the % of abuse reduction utilised. As the Box below demonstrates Halton is potentially saving significant sums of money through the utilisation of such models of intervention with High risk victims. In line with CAADA models of reporting this means that for every £1 the local area spends the potential saving could be between £26 and £36. CAADA identify that the main beneficiaries of these savings as those services experiencing the highest costs, such as the Criminal Justice System and Health services.

### Figure 18 Potential Cost Saving Calculation Process

<p><b><u>Step 1 – Calculate High Risk MARAC Victim Local Cost</u></b>  MARAC Victims x CAADA Estimated Cost  189 x 20,000 = £3,780,000.00</p>
<p><b><u>Step 2 – Calculate Reduction in cost with 60% &amp; 43% Repeat reduction</u></b>  Total Cost / 100 x 60  3,780,000.00/100 x 60 = £2,268,000.00  3,780,000.00/100 x 43 = £1,625,400.00</p>
<p><b><u>Step 3 – Calculate Ratio of Saving to Spend</u></b>  Total Saving / Total Spend  2,268,000.00/62,000.00 = 36  1,625,400.00/62,000.00 = 26</p>

These calculations represent potential savings for the area based on the repeat levels utilised by CAADA. The MARAC victim figures represent the level experienced in 2009/10. It should be noted that Halton MARAC repeat levels for 2009/10 period were 23% which is significantly lower than either level utilised above. However, given the individual nature of Domestic Abuse it was noted that a conservative estimate was likely to offer a more robust savings estimate.

<sup>13</sup>CAADA (2010) Saving Lives, Saving Money: MARACs and High Risk Domestic Abuse.

## Annex J – Sanctuary Cost Breakdown

A review of Sanctuary scheme invoices for the period January 2010 to October 2010 provided the area with its first snapshot overview of Sanctuary costs and range of expenditure. This review of individual invoices has allowed researchers to estimate the average cost of Sanctuary per household for the period and identify those items most commonly utilised by the scheme.

The table below offers the background data behind the findings provided in Chapter 7. Overall, there were 39 households supported in this period by a total of 44 jobs, the majority (34) of households having 1 job undertaken. As the table identified the most commonly utilised items for this period are door locks, PIR and Spur point and a replacement door.

**Table 67 Sanctuary Scheme Cost and Use by Item for the Period: 01/01/2010 to 01/11/2010**

Item Required	Quantity	Item Cost (£)	Cost excl VAT (£)	Cost incl VAT (£)
Bolt - barrel	1	11.22	11.22	13.18
Bolt - tower	6	8.03	48.18	56.61
Daywork for time expended	1	14.63	14.63	17.19
Door - handle	2	11.17	22.34	26.25
Door - lock	35	45.34	1586.9	1864.61
Door - repair	6	70.57	423.42	497.52
Door - replace	18	487.51	8775.18	10310.84
Door chain	3	10.94	32.82	38.56
Door viewer	5	11.17	55.85	65.62
Electrical - 28W LV b/head	7	49.62	347.34	408.12
Electrical - Lighting circuit	9	58.20	523.8	615.47
Electrical - PIR	25	68.59	1714.75	2014.83
Electrical - Rampart Light	8	119.70	957.6	1125.18
Electrical - ring main	1	285.71	285.71	335.71
Electrical - Spur point	25	88.39	2209.75	2596.46
Flooring	4	15.76	63.04	74.07
Hinges - friction pivot	1	32.63	32.63	38.34
Nightlatch	4	52.19	208.76	245.29
Padlock	4	24.87	99.48	116.89
Pound job - no SOR item	3	20.00	60	70.5
Stay - renew	12	17.40	208.8	245.34
Window - handle	2	16.39	32.78	38.52
Window - lock	3	22.22	66.66	78.33
Window - repair	8	28.35	226.8	266.49
<b>Totals</b>	<b>193</b>		<b>£17,641.17</b>	<b>£20,728.43</b>

## Annex K – Glossary

<b>A</b>	ACC	Assistant Chief Constable
	ACOP	Association of Chief Officers Of Probation
	ACPO	Association of Chief Police Officers
	ADS	Alcohol and Drugs Service
	AGM	Annual General Meeting
	AOB	Any Other Business
	ASC	Adult Social Care
	ASBO	Anti-Social Behaviour Order
	ASRO	Addressing Substance Related Offending
<b>B</b>	BCS	British Crime Survey
	BCS IPV	British Crime Survey Inter Personal Violence
	BCU	Basic Command Unit
<b>C</b>	CAADA	Coordinated Action Against Domestic Violence
	CAB	Citizens Advice Bureau
	CAF	Common Assessment Framework
	CAFCASS	Children And Family Court Advisory and Support Service
	CAMHS	Children and Adolescent Mental Health Service
	CAVA	Child and Vulnerable Adult database
	CC	Chief Constable
	CDAP	Cheshire Domestic Abuse Partnership
	CDRP	Crime and Disorder Reduction Partnership
	CDT	Community Drugs Team
	CDVP	Community Domestic Violence Programme
	CEOP	Child Exploitation On-Line Protection Centre
	CF&RS	Cheshire Fire & Rescue Service
	CJS	Criminal Justice System
CJSSS	Delivering Simple, Speedy, Summary Justice	

	CMHT	Community Mental Health Team
	CPS	Crown Prosecution Service
	CPU	Child Protection Unit
	CRI	Crime Reduction Initiative
	CRO	Community Rehabilitation Order
	CSC	Children's Social Care
	CVS	Council for Voluntary Services
	CYPD	Children and Young People Directorate
	C&YPTS	Children & Young People Targeted Services
<b>D</b>	DA	Domestic Abuse
	DAAT	Drug and Alcohol Action Team
	DAI	Domestic Abuse Incident
	DASH	Domestic Abuse, Stalking and Harassment and Honour Based Violence Risk Indicator Checklist
	DAT	Drug Action Team
	DAU	Domestic Abuse Unit
	DI	Domestic Incident
	DIP	Drug Intervention Programme
	DLO	Designated Liaison Officer
	DTO	Detention and Training Order
	DTTO	Drug Treatment and Testing Order
	DV	Domestic Violence
	DVEC	Domestic Violence Enforcement Campaign
	<b>F</b>	FGM
FIP		Family Intervention Project
FM		Forced Marriage
FMU		Forced Marriage Unit
FS		Floating Support

<b>G</b>	GGH	Golden Gates Housing
	GONW	Government Office North West
<b>H</b>	HADWAA	Halton and District Women's Aid Association
	HBV	Honour Based Violence
	HDAF	Halton Domestic Abuse Forum
	HDAS	Halton Domestic Abuse Service
	HMCS	Her Majesty's Court Service
	HO	Home Office
	HSA	Home Safety Assessment
<b>I</b>	IDVA	Independent Domestic Violence Advocate
	ISVA	Independent Sexual Violence Advocate
<b>K</b>	Karma Nirvana	An Asian Women's group that provides specialist support nationally
<b>L</b>	LA	Local Authority
	LAA	Local Area Agreement
	LEA	Local Education Authority
	LGA	Local Government Authority
	LSCB	Local Safeguarding Children Board
	LSP	Local Strategic Partnership
<b>M</b>	MAPPA	Multi Agency Public Protection Arrangement
	MARAC	Multi Agency Risk Assessment Conference
	MoJ	Ministry of Justice
<b>N</b>	NACCC	National Association of Child Contact Centres
	NACRO	National Association for the Care and Resettlement of Offenders
	NCDV	National Centre for Domestic Violence
	NCH	North Cheshire Hospitals
	NDVH	National Domestic Violence Helpline
	NFA	No Further Action



	NOMS	National Offender Management Service
	NPS	National Probation Service
	NSOG	Northumbrian Sex Offenders Group
	NSPCC	National Society for the Prevention of Cruelty to Children
O	OOTS	Out Of The Shadows
	OASys	Offender Assessment System
P	PCSO	Police Community Support Officer
	PCT	Primary Care Trust
	PNC	Police National Computer
	POVA	Protection of Vulnerable Adults
	PPO	Prolific and other Priority Offender
	PPU	Public Protection Unit
	PSA	Public Service Agreement
Q	QAF	Quality Assurance Framework
R	RASASC	Rape and Sexual Abuse Support Centre
	RIC	Risk Indicator Checklist (Completed by Officer attending scene)
S	Sanctuary Scheme	Security Measures for homes i.e. Reinforced locks etc
	SARC	Sexual Assault Referral Centre
	SDVC	Specialist Domestic Violence Court
	SLA	Service Level Agreement
T	TBC	To Be Confirmed
	TOR	Terms Of Reference
	TRC	The Relationship Centre
V	VAWG	Violence Against Women and Girls
	VTSS	Vulnerable Tenant Support Scheme
W	WASH	Warrington Association of Secondary Heads
	WBC	Warrington Borough Council

	WDAF	Warrington Domestic Abuse Forum
	WDASS	Warrington Domestic Abuse Support Services
	WSMS	Warrington Substance Misuse Services (Formerly CDT/CRI)
	WWA	Warrington Women's Aid
Y	YJB	Youth Justice Board
	YOI	Youth Offenders Institution
	YOT	Youth Offending Team

**REPORT TO:** Executive Board

**DATE:** 31<sup>st</sup> March 2011

**REPORTING OFFICER:** Strategic Director, Adults and Community

**SUBJECT:** Alleygating

**WARDS:** Borough-wide

### **1.0 PURPOSE OF THE REPORT**

To consider the recommendations of the Safer Halton Policy and Performance Board in respect of the Council's policy on alleygating.

### **2.0 RECOMMENDATION: That Executive Board endorse the revised approach as described in section 3.2**

### **3.0 SUPPORTING INFORMATION**

3.1 On 18 January 2011 the Safer Halton Policy and Performance Board received a report reviewing the Council's existing policy on alleygating. This report is attached as Appendix 1.

3.2 The report suggests a revised set of principles as outlined below

3.2.1 Alleygating involves a balance between (on the one hand) the duty of the Council to keep the highways within the Borough open for the public to use and (on the other hand) the duty of the Council to act to reduce crime and disorder.

3.2.2 Ward members should be involved more fully at an earlier stage of the process to enable their local knowledge of possible issues to be used to assess their merits of proposals.

3.2.3 There will always be highways which the Council can never allow to be gated whatever the level of crime and disorder because of the over-riding importance of maintaining unimpeded access.

3.2.4 Alleygating should not be allowed as a "quick fix" for problems which are unrelated to highways.

3.2.5 Alleygating proposals will be considered in the context of pursuing the well-being of the community and the Council's objectives as set out in its Corporate Plan.

3.2.6 Where evidence exists to justify gating orders to be made the provisions of Section 129A Highways Act 1980 should apply.

3.2.7 All gating schemes will be monitored from time to time to assess their continued relevance and contribution to reducing crime and/or anti-social behaviour.

3.2.8 Appendix 1 sets out the proposed procedures. The proposed procedures are designed to produce a system which is in line with the principles set out above.

#### **4.0 POLICY IMPLICATIONS**

4.1 The recommendation of the Safer Halton PPB if endorsed, represents a revision to existing policy.

#### **5.0 FINANCIAL ISSUES**

5.1 The proposed principles and procedures as set out in the report are cost neutral in terms of the physical costs of erecting and maintaining alleygates, but will save money in processing gating orders.

#### **6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

##### **6.1 Children and Young People in Halton**

None

##### **6.2 Employment, Learning and Skills in Halton**

None

##### **6.3 A Healthy Halton**

Resident's perception that they live in a safe environment aids general well-being.

##### **6.4 A Safer Halton**

Previous studies have indicated that alleygates reduce burglaries, instances of fly-tipping and general anti-social behaviour.

##### **6.5 Halton's Urban Renewal**

By reducing fly-tipping and general litter problems, gates improve the overall appearance of the borough.

#### **7.0 RISK ANALYSIS**

7.1 Alleygates reduce the risk of crime and anti-social behaviour within the Borough.

#### **8.0 EQUALITY & DIVERSITY ISSUES**

8.1 There are no direct implications arising from this report.

#### **9.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

9.1 None under the meaning of the Act.

**REPORT TO:** Safer Policy and Performance Board

**DATE:** 18<sup>th</sup> January 2011

**REPORTING OFFICER:** Strategic Director, Adults and Community

**SUBJECT:** Alleygating

**WARDS:** Borough-wide

### **1.0 PURPOSE OF THE REPORT**

To review the Council's policy on alleygating.

### **2.0 RECOMMENDATION: That**

1) Members of the Safer Policy & Performance Board note and comment upon the report.

### **3.0 SUPPORTING INFORMATION**

3.1 On 21<sup>st</sup> June 2007 the Executive Board adopted a policy on alleygating (Minute EXB 13). It was resolved that 'the policy that requires all future proposed alleygates on public highways (which can include Public Rights of Way) to be supported by a Gating Order, made under the provisions of Section 129A of the Highways Act 1980 be adopted'.

3.2 Experience has shown that the existing policy is difficult to implement in practice.

3.3 Two matters can be highlighted in particular: (1) ward members have considerable local knowledge which is underutilised and (2) the system is predicated on an evidence based approach when evidence is extremely difficult to obtain in this area. Indeed, requests are almost always based on impressions and feelings about the role of highways in crime and anti-social behaviour which are not substantiated objectively by analysis of the facts. The mismatch between the problems as perceived and evidence to back up those perceptions causes frustrations on the part of members and the public.

3.4 At its meeting on 21<sup>st</sup> September 210 the SH-PPB resolved that a short-term working group be established to look at the procedure for Alleygates. The working group concluded that a more radical approach was required which included a review of policy as well as procedures.

3.5 It is therefore appropriate to consider a more flexible approach to establish whether the expectations of the community and members can be accommodated better than with the current system. This also accords with the principle of continuous improvement.

#### **4.0 PROPOSED ALLEYGATING PRINCIPLES**

- 4.1 Alleygating involves a balance between (on the one hand) the duty of the Council to keep the highways within the Borough open for the public to use and (on the other hand) the duty of the Council to act to reduce crime and disorder.
- 4.2 Ward members should be involved more fully at an earlier stage of the process to enable their local knowledge of possible issues to be used to assess their merits of proposals.
- 4.3 There will always be highways which the Council can never allow to be gated whatever the level of crime and disorder because of the over-riding importance of maintaining unimpeded access.
- 4.4 Alleygating should not be allowed as a “quick fix” for problems which are unrelated to highways.
- 4.5 Alleygating proposals will be considered in the context of pursuing the well-being of the community and the Council’s objectives as set out in its Corporate Plan.
- 4.6 Where evidence exists to justify gating orders to be made the provisions of Section 129A Highways Act 1980 should apply.
- 4.7 All gating schemes will be monitored from time to time to assess their continued relevance and contribution to reducing crime and/or anti-social behaviour.

#### **5.0 PROPOSED ALLEYGATING PROCEDURES**

- 5.1 Appendix 1 sets out the proposed procedures. The proposed procedures are designed to produce a system which is in line with the principles set out above.

#### **6.0 CONSEQUENTIAL ISSUES**

- 6.1 The proposed principles and procedures are cost neutral in terms of the physical costs of erecting and maintaining alleygates but will save money in processing gating orders which do not comply with the above principles.
- 6.2 At current prices, the cost of processing gating orders (excluding costs of erecting and maintaining gates) is assessed at to be in the order of £ 1,000.00 to £ 1,500.00 per scheme.

#### **7.0 POLICY IMPLICATIONS**

- 7.1 This report represents a revision to existing policy.

#### **8.0 OTHER IMPLICATIONS**

- 8.1 There are no other implications arising out of this report.

#### **9.0 IMPLICATIONS FOR THE COUNCIL’S PRIORITIES**

- 9.1 **Children and Young People in Halton**  
None
- 9.2 **Employment, Learning and Skills in Halton**  
None
- 9.3 **A Healthy Halton**  
Resident's perception that they live in a safe environment aids general well-being.
- 9.4 **A Safer Halton**  
Previous studies have indicated that alleygates reduce burglaries, instances of fly-tipping and general anti-social behaviour.
- 9.5 **Halton's Urban Renewal**  
By reducing fly-tipping and general litter problems, gates improve the overall appearance of the borough.
- 10.0 RISK ANALYSIS**
- 10.1 Alleygates reduce the risk of crime and anti-social behaviour within the Borough.
- 11.0 EQUALITY AND DIVERSITY ISSUES**
- 11.1 There are no direct implications arising from this report.
- 12.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**
- 12.1 None under the meaning of the Act.

<b>Document</b>	<b>Place of Inspection</b>	<b>Contact Officer</b>
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### Procedures applicable to alleygating applications

<b>ACTION</b>	<b>BY WHOM?</b>
<b>ASSESSMENT PHASE</b>	
1. Request received for alleygate	Received direct by <b>HDL</b> or if received by other persons request is to be forwarded to <b>HDL</b>
2. Request forwarded to: <ul style="list-style-type: none"> <li>Ward Members (<b>WMs</b>). <b>WMs</b> to give views on community feelings about the request.</li> <li>Community Safety Partnership (<b>CSP</b>). <b>CSP</b> simply report on crime etc statistics</li> <li>Highways (<b>H</b>). <b>H</b> asked whether the highway in question could in principle be gated or whether the highway is too strategically important in principle to be gated.</li> <li>Area Forum Co-ordinator (<b>AFC</b>). <b>AFC</b> does nothing at this stage.</li> </ul>	<b>HDL</b>
2. <b>WMs</b> give initial view on request. <ul style="list-style-type: none"> <li>If they recommend approval go to point 5.</li> <li>If the recommend rejection go to point 9.</li> </ul>	<b>WMs</b> give views to <b>AFC</b>
3. <b>H</b> reply to question in point 2 above. <ul style="list-style-type: none"> <li>If they say YES in principle go to point 5.</li> <li>If they say NO in principle go to point 9.</li> </ul>	<b>H</b> give views to <b>AFC</b>
5. Area to be consulted on request agreed	<b>WMs, H</b> and Property Services ( <b>PS</b> ) agree and inform <b>AFC</b> .
6. Budget checked to confirm funds available should request be approved. <ul style="list-style-type: none"> <li>If budget available go to point 7.</li> <li>If budget not available go to point 9.</li> </ul>	<b>AFC</b>
7. <b>CSP</b> asked to canvass community view (i.e. whether the community feel that gating is desirable because of their perceptions of crime and/or anti-social behaviour:- <ul style="list-style-type: none"> <li>Within the area identified in point 5 for general view and</li> <li>Neighbours with a boundary with a proposed gate to establish then they would agree to erection of gate.</li> <li>If outcome of canvas positive go to point 8.</li> <li>If outcome of canvas negative go to point 9.</li> </ul>	<b>CSP</b> report to <b>AFC</b> on outcome
8. <b>AFC</b> convenes meeting with <b>WCs, H, CSP &amp; PS</b> to share all information obtained and agree to proceed to Implementation Phase	<b>WCs, H, CSP &amp; PS</b> instruct <b>AFC</b> to prepare report for Implementation Phase
9. Decide to proceed or discontinue : <ul style="list-style-type: none"> <li>If decision to proceed carry out any missing steps to get to point 8.</li> <li>If decision to discontinue inform persons making the request.</li> </ul>	<b>AFC</b> <b>AFC</b>
<b>IMPLEMENTATION PHASE</b>	
Refer to relevant area forum	<b>AFC</b>
If approved by area forum Property Services implements the gating after obtaining planning permission.	<b>PS</b>
<b>MONITORING PHASE</b>	
Monitoring/review procedures to be designed and outcomes reported to <b>SH PPB</b> periodically	<b>SH PPB</b> to specify requirements



**REPORT TO:** Executive Board  
**DATE:** 31 March 2011  
**REPORTING OFFICER:** Strategic Director - Resources  
**SUBJECT:** Calendar of Meetings – 2011/12  
**WARDS:** Boroughwide

### **1.0 PURPOSE OF THE REPORT**

1.1 To approve the Calendar of Meetings for the 2011/2012 Municipal Year attached at Appendix 1 (N.B. light hatched areas indicate weekends and Bank Holidays, dark hatched areas indicate school holidays).

**2.0 RECOMMENDATION: That Council be recommended to approve the Calendar of Meetings for the 2011/2012 Municipal Year, attached at Appendix 1.**

### **3.0 SUPPORTING INFORMATION**

None.

### **4.0 POLICY IMPLICATIONS**

None.

### **5.0 OTHER IMPLICATIONS**

None.

### **6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

#### **6.1 Children and Young People in Halton**

None.

#### **6.2 Employment, Learning and Skills in Halton**

None.

#### **6.3 A Healthy Halton**

None.

#### **6.4 A Safer Halton**

None.

#### **6.5 Halton's Urban Renewal**

None.

**7.0 RISK ANALYSIS**

Should a Calendar of Meetings not be approved, there will be a delay in publishing meeting dates. This would result in practical difficulties in respect of the necessary arrangements to be made and the planning process regarding agenda/report timetables.

**8.0 EQUALITY AND DIVERSITY ISSUES**

Once a Calendar of Meetings has been approved the dates will be published, hence assisting public involvement in the democratic process.

**9.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

None under the meaning of the Act.

**NB** Lightly shaded areas indicate weekends and Bank Holidays; dark shaded areas indicate school holidays.

	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MARCH	APR
M												
T												
W		1								1 AF – B & HL		
T		2			1			1 Executive Sub Executive Board		2	1 Executive Sub Executive Board	
F		3	1		2			2		3	2	
S		4	2		3	1		3		4	3	
S	1	5	3		4	2		4	1	5	4	1
M	2	6 Dev Control Cttee	4 Dev Control Cttee	1	5 Children, Young People & Families PPB	3 AF – H,HB, G, & M		5 Dev Control Cttee	2	6 AF – Daresbury	5 Employment, Learning, Skills & Community PPB	2
T	3	7 SEMINAR Health PPB	5	2	6 Corporate Services PPB	4	1 Corporate Services PPB	6 SEMINAR	3 Corporate Services PPB	7 SEMINAR	6 Health PPB	3
W	4	8 Employment, Learning, Skills & Community PPB	6 AF – H C, NN, NS & WH	3	7 Standards Committee	5 AF – B & HL	2	7	4 Environment & Urban Renewal PPB	8 COUNCIL	7 SPECIAL COUNCIL	4
T	5	9	7 SEMINAR	4	8 Executive Sub Executive Board	6	3 Executive Sub Executive Board	8	5 Children, Young People & Families PPB SEMINAR	9 Executive Sub Executive Board	8	5
F	6	10	8	5	9	7	4	9	6	10	9	6
S	7	11	9	6	10	8	5	10	7	11	10	7
S	8	12	10	7	11	9	6	11	8	12	11	8
M	9	13 Regulatory Committee	11 AF- Daresbury	8 Development Control Committee	12 Dev Control Cttee	10 Dev Control Cttee	7 Dev Control Cttee	12	9 Dev Control Cttee	13 Dev Control Cttee	12 Dev Control Cttee	9
T	10	14 Safer Halton PPB	12	9 SEMINAR	13 Health PPB	11 AF – H C, NN, NS & WH	8 Health PPB	13	10 Health PPB	14	13 Safer PPB	10 SEMINAR
W	11	15 Environment & Urban Renewal PPB	13	10	14 Environment and Urban Renewal PPB	12 AF – B, F & HV SEMINAR	9 Standards Committee Business Efficiency Board	14 COUNCIL	11 Employment, Learning, Skills & Community PPB	15	14 Environment & Urban Renewal PPB	11
T	12	16 Executive Sub Executive Board, MGEB	14 Executive Sub Executive Board	11	15 SEMINAR	13 Executive Sub Executive Board 3MG Sub-Board	10 SEMINAR	15 Executive Sub Executive Board	12 Executive Sub Executive Board 3MG Sub-Board	16	15 Executive Sub Executive Board MGEB	12
F	13	17	15	12	16	14	11	16	13	17	16	13
S	14	18	16	13	17	15	12	17	14	18	17	14
S	15	19	17	14	18	16	13	18	15	19	18	15
M	16 Dev Control Cttee	20F – B, D, H & HG	18	15	19 Employment, Learning, Skills & Community PPB	17 AF Daresbury	14 Employment, Learning, Skills & Community PPB	19	16 Regulatory Committee	20 Children, Young People & Families PPB	19 Regulatory Committee	16 Dev Control Cttee
T	17 Executive Board (Selection)	21 AF – A, K & R	19	16	20 Safer PPB	18	15 Safer PPB	20	17 Safer PPB	21 Corporate Services PPB	20 SEMINAR	17
W	18	22AF – B, F & HV	20 COUNCIL	17	21 Regulatory Committee	19 COUNCIL	16	21	18 Business Efficiency Board	22 Standards Committee	21 Mayoral Committee	18 COUNCIL
T	19	23	21	18	22 Executive Sub Executive Board MGEB	20	17 Executive Sub Executive Board MGEB	22	19	23	22	19
F	20 ANNUAL COUNCIL	24	22	19	23	21	18	23	20	24	23	20
S	21	25	23	20	24	22	19	24	21	25	24	21
S	22	26	24	21	25	23	20	25	22	26	25	22
M	23 Children Young People and Families PPB	27AF – H,HB, G, & M	25	22	26 AF – B, D, H & HG	24	21 Regulatory Committee	26	23 AF – B, D, H & HG	27	26	23
T	24 Corporate Services PPB	28AF – B & HL	26	23	27 AF – A, K & R	25	22	27	24 AF – A, K & R	28	27	24
W	25 Standards Committee Business Efficiency Brd	29 Business Effic'y Brd (Closure of Accounts)	27	24	28 Business Efficiency Brd	26	23 Environment and Urban Renewal PPB	28	25 AF – B, F & HV	29 Business Efficiency Brd	28	25
T	26 Executive Sub Executive Board	30 Executive Sub Executive Board 3MG Sub Board	28	25	29	27	24	29	26 MGEB	29 Executive Sub Executive Board 3MG Sub-Board	28	26
F	27		29	26	30	28	25	30	27		30	27
S	28		30	27		29	26	31	28		31	28
S	29		31	28		30	27		29			29
M	30			29		31 Children, Young People & Families PPB	28		30 AF – H,HB, G, & M			30
T	31			30			29		31AF – H C, NN, NS & WH			
W				31			30					

**REPORT TO:** Executive Board

**DATE:** 31 March 2011

**REPORTING OFFICER:** Strategic Director - Resources

**SUBJECT:** Annual Review of Constitution: 2011

## **1.0 PURPOSE OF REPORT**

1.1 The purpose of the report is to seek the approval of the Council to a number of changes to the Constitution.

## **2.0 RECOMMENDATION:**

**2.1 That Council be recommended to approve the changes to the Constitution as set out in the amended version enclosed herewith.**

## **3.0 BACKGROUND**

3.1 The revised version picks up the changes to the Council's working arrangements that have taken place during the year, as well as other changes which are intended to assist the Council to operate more effectively.

3.2 The proposals for change have been considered by the Chief Executive and the Executive Board Member for Resources in accordance with Article 16.02. Apart from the purely technical changes, the proposed amendments that are considered to be of particular significance are listed in Appendix 1 to this report.

## **4.0 POLICY, FINANCIAL AND OTHER IMPLICATIONS**

4.1 As with the 2010 review the implications of the Local Government and Improvement in Health Act 2007 have been considered as well as other changes in the law. However, no further amendments, over and above those already outlined in the revised version circulated, are required at the present time. This review has also taken account of the recent changes to the Council's Management structure. Any other required changes during the period 2011/12 will be the subject of further reports when dates and details are available.

## **5.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

**5.1 Children and Young People in Halton.**

**5.2 Employment, Learning and Skills in Halton.**

**5.3 A Healthy Halton.**

**5.4 A Safer Halton.**

**5.5 Halton's Urban Renewal.**

The changes proposed are designed to support the continued delivery of the Council's priorities.

**6.0 RISK ANALYSIS**

6.1 The Council needs to ensure that its Constitution is regularly updated so that it continues to support efficient, transparent and accountable decision-making by the authority.

**7.0 EQUALITY AND DIVERSITY ISSUES**

7.1 None.

**8.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

None under the meaning of the Act.

**Proposed Significant Changes to the Constitution**

**Finance Standing Orders**

- New Standing Order for amending the interest rate for employee car loans – delegated to the Operational Director – Finance;
- New paragraph on Banking arrangements “Only the Operational Director, Finance, or authorised representative where applicable, shall have the authority to request additional Corporate Credit Cards”.
- Leasing and Credit Arrangements – some text changes to types of lease, finance leases, operating leases, contract hire, hire purchase, authorisation and expenditure controls.

**Standing Orders Relating to Regulatory Committee**

- To dis-apply Standing Order 16(2) from the Regulatory Committee so that Members cannot ask for their vote to be recorded.

**Procurement Standing Orders**

Contracts for the Sale of Assets – Disposal of Land

- Insert text at the start of the first bullet point:-  
“subsequent to presentation at the Asset Management Working Group”
- Insert text to replace third bullet point:-  
“ordinarily disposals shall be by sale on the open market. Any disposal that may be recommended for sale by negotiated agreement without open market testing shall be supported by a District Valuer’s report (or other reputable Independent Valuer)

Collaborative Arrangements – SO 1.3.1 – removal of second paragraph which refers to the Chief Executive may take urgent action in unforeseen emergencies and waive Standing Orders as necessary.

Open Tendering – SO 2.3 removal of text:-

“ involving expenditure of more than £1,000,000 and less than the EU Public Procurement Values (See Part 6 of these Standing Orders)”

Waiver of Procurement Standing Orders – SO1.8.2 insert text in bold:-

“Executive Board/Executive Board Sub Committee/ **Mersey Gateway Executive Board** approval

These Standing Orders may only be waived by the Executive Board/Executive Board Sub-Committee **and Mersey Gateway Executive Board for matters relating to the Mersey Gateway Project**, in exceptional circumstances including, but not in any way limited by, the following:”

### **PPB Terms of Reference**

Minor changes (shown in bold type) to the Employment Learning Skills and Community PPB and the Environment and Urban Renewal PPB terms of reference, plus other additional responsibilities as listed below:

- **Employment Learning Skills and Community PPB**

The primary function is to focus on the work of the Council (and its Partners) in seeking to improve economic prosperity in Halton, the skills and employment prospects of its residents, **and their access to good sporting and cultural amenities**, to scrutinise progress against the Corporate Plan in relation to the Employment, Learning and Skills Priority.

Additional responsibility for the **Voluntary Sector** transferred from the Corporate Services PPB

- **Environment and Urban Renewal PPB**

The primary function is to focus on the work of the Council (and its Partners) in seeking to **enrich and provide a more sustainable physical environment and to** bring about the Urban Renewal of the Borough and to scrutinise progress against the Corporate Plan in relation to the Urban Renewal Priority.

Additional power and duty under the Flood and Water Management Act 2010 of **Lead Local Flood Authorities**.

### **Governance Arrangements**

- Changes to the process for the appointment of Leader to reflect the changes to Governance Arrangements approved at Council on 15 December 2010.

### **Standing Orders Relating to Duties of Proper Officers and Delegation to Officers**

- Additional Standing Order for the Authorising Officer and Monitoring Officer for the Regulation of Investigatory Powers Act 2000.

- Appropriation of Council Land – additional Standing Order inserted:-  
“To appropriate Council land from one local authority purpose to another under section 122 Local Government Act 1972. (SD- Corporate, Policy and Planning)”
- Designated Scrutiny Officer – additional Standing Order inserted:-  
“Section 31 of the Local Democracy, Economic Development and Construction Act 2009 – Scrutiny officer – (SD – Corporate, Policy and Planning)”
- Matters relating to the approval of Grants – additional Standing Order inserted:-  
“To make decisions on the payment of grants for social or community purposes – (Relevant SD in conjunction with Portfolio Holder)”
- Court of Protection and Appointeeship – change of responsible Officer to “Operational Director – Finance”

### **Confidential Reporting Code (Whistleblowing Policy)**

Some inserted text throughout the document to strengthen and update the current policy.

### **Local Code of Corporate Governance**

Updated and the following text inserted at the end of Section 6.1 (page 184) – “Engaging with Local People and other Stakeholders to ensure robust accountability”

- We publish details of all payments the Council has made that are greater than £500 on the Council's website.
- We publish details of the Council's senior officer structure including post titles, salary ranges and full time equivalents on the Council's website.
- We publish details of the Council's contracts and tenders awarded over £50,000 on the Council's website.



**REPORT TO:** Executive Board

**DATE:** 31<sup>st</sup> March 2011

**REPORTING OFFICER:** Strategic Director – Environment and Economy

**SUBJECT:** Halton Core Strategy – Changes to Proposed Submission Document for a period of further public consultation

**WARDS:** Borough-wide

## **1.0 PURPOSE OF THE REPORT**

- 1.1 This report seeks the approval of the Executive Board for changes to the Halton Core Strategy Proposed Submission Document, for a period of further public consultation on a revised document (**Appendix B**).
- 1.2 It is intended that the changes proposed be incorporated into the current Proposed Submission Core Strategy document and be subject to a further six week period of public consultation from the Friday 6<sup>th</sup> May 2011 to Friday 17<sup>th</sup> June 2011.

## **2.0 RECOMMENDATION: That**

- (1) The changes to the Proposed Submission Document be approved for incorporation into the Core Strategy for the purposes of a secondary public consultation for a six week period under Regulation 27 of the Town and Country Planning (Local Development) (England) Regulations 2008.**
- (2) Further editorial and technical amendments that do not materially affect the content of the Halton Core Strategy Revised Proposed Submission document or the supporting documents be agreed by the Operational Director for Policy, Planning and Transportation in consultation with the Portfolio Holder and Leader of the Council as necessary, before they are published for public consultation; and**
- (3) The Halton Core Strategy be taken before Council later in the year prior to Submission to the Secretary of State for Independent Examination.**

### 3.0 SUPPORTING INFORMATION

#### **Halton Core Strategy Proposed Submission Document consultation (November 2010 - January 2011)**

- 3.1 On 18<sup>th</sup> November 2010, approval was received from the Executive Board to publish the Proposed Submission Core Strategy for an 8 week period of public consultation and for representations to be made. Between 29<sup>th</sup> November 2010 and 24<sup>th</sup> January 2011 this period of public consultation, known formally as the Publication Stage in accordance with Regulation 27 of The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008, took place. A number of stakeholders and members of the public asked for additional time to make representations on the Core Strategy and the final representations relating to this period of consultation were received in mid-February.
- 3.2 A total of 41 respondents, ranging from members of the public, neighbouring local authorities, Government agencies, landowners and developers made representations on the Halton Core Strategy Proposed Submission Document. The representations ranged from support for the document and its contents, comments, and objections which related to the legal compliance or “soundness” of the plan.
- 3.3 The term “soundness” relates to the requirement in the government’s Planning Policy Statement 12: Local Spatial Planning, that in order for a Core Strategy to be sound, it must be:
- **Justified** -
    - founded on a robust and credible evidence base,
    - the most appropriate strategy when considered against the reasonable alternatives
  - **Effective** -
    - deliverable,
    - flexible,
    - able to be monitored, and
  - **Consistent with National Policy**
- 3.4 Appendix A to this document sets out a list of the respondents to the Core Strategy and the policies their representations related to. Appendix B to this document sets out a summary of the main issues raised in the representations received on the Halton Core Strategy Proposed Submission Document (November 2010) and the Council’s proposed response to these matters, including suggested amendments to the Core Strategy.

### **Further public consultation**

- 3.5 The related Regulations anticipate that local authorities will proceed straight to Submission following public consultation on the Publication version of the plan. Only minor changes to a plan (i.e. to improve the plan's legibility or to bring the plan up-to-date) are allowed to be made between Publication and Submission to the Secretary of State without the need for further consultation. Guidance suggests that it is necessary to reconsult the public and stakeholders when more major changes to the Core Strategy are required prior to Submission, to give interested parties the opportunity to comment on the most up-to-date proposals. If these issues are not addressed, the examination process may be protracted or, in the worst case, the Inspector might recommend the Development Plan Document is withdrawn after the examination has started, to avoid the document being found 'unsound'. This would mean the Council would incur considerable costs without a plan capable of being adopted.
- 3.6 At the Executive Board meeting in November 2010, Members were asked to resolve that they considered the Proposed Submission Core Strategy to be 'sound'. Whilst at that time, the Council felt that the plan was sound, following the responses received during the public consultation on small number of policy issues, this view has been called into question. Whilst it was anticipated that some representations would challenge the soundness of the plan, the Council has taken the view that some of the issues raised need to be addressed through amendments to policy wording.
- 3.7 The main policy areas questioned by respondents during the consultation period were:
- Availability of evidence upon which the policies within the Core Strategy were founded upon
  - Green Belt policy
  - Daresbury Strategic Site
  - Liverpool John Lennon Airport policy
  - Core Strategy plan period not covering the required period of 15 years from adoption
- The points raised by the public and stakeholders on these areas, plus the Council's proposed way of addressing the comments are summarised in the following sections. These major issues plus other matters raised through the consultation are summarised in Appendix B to the report.

### **Availability of evidence base**

- 3.8 As listed above at paragraph 3.2, one of the elements of soundness that a Core Strategy is required to meet is that the policies within the plan need to be **Justified**, which includes the requirement that policies are founded on a robust and credible evidence base. It was the intention that all of the critical pieces of evidence upon which policies

contained in the Core Strategy have been based upon would be available for comment during the consultation period alongside the Core Strategy itself. Whilst draft versions of the entire evidence base documents referred to in the Core Strategy were available to the Council to inform the drafting of related policies, unfortunately final versions were not available. As such, due to unforeseen circumstances primarily relating to joint working with authorities in the Liverpool City Region, there were some pieces of the Core Strategy evidence base which were not made publicly available for review. These included:

- Liverpool City Region Housing and Economic Development Evidence Base Overview Study (GVA)
- Mid-Mersey Strategic Housing Market Assessment (GL Hearn and Justin Gardner Consulting)
- East Runcorn Sustainable Transport Study (Mott MacDonald)
- Determining a Housing Requirement for Halton (Internal Topic Paper)

- 3.9 In order for stakeholders to be able to respond to whether they believe the Core Strategy to be founded on a robust and credible evidence base, it follows that the evidence base should be available for them to view in order for them to make an informed view. This issue was raised by a small number of respondents who also questioned the legal compliance of the Core Strategy with the associated Regulations.
- 3.10 In order to overcome these objections it is proposed that a further period of 6 weeks of public consultation is required on the Core Strategy to make the full evidence base available for comment. The evidence base will be available via the Council's website and also for inspection in person following a prior request. It is therefore felt that this will overcome the issues of legal compliance and soundness in relation to the availability of the evidence base.

### **Green Belt policy**

- 3.11 Policy CS6 within the Proposed Submission Core Strategy deals with Green Belt land in the Borough. This includes reference to the potential future need within the mid/late part of the plan period for a partial review of current Green Belt boundaries in order to ensure a sufficient supply of deliverable development land to meet the requirements of the Borough's communities.
- 3.12 A range of comments were received on the issue of Green Belt. In general respondents were seeking more clarity on the mechanisms for triggering a Green Belt review and the scale of land needed to be removed from the Green Belt to serve future development needs. Neighbouring authorities also sought reassurance that any Green Belt review would be undertaken in consultation with them, given both the direct and indirect impact that releasing land currently within Halton's Green Belt could have on them.

- 3.13 In order to resolve the issues raised, it is proposed to add further detail to policies CS1: Halton's Spatial Strategy, CS3: Housing Supply and Locational Priorities and CS6: Green Belt regarding the precise circumstances (in relation to development land supply) where a Green Belt review would commence. Information on the scale of land which may need to be released from the Green Belt is included within the Housing topic paper. Therefore making the full evidence base supporting the Core Strategy available to view may also overcome some of the issues raised as it will add clarity as to why a Green Belt review may be necessary within the plan period.

### **Daresbury Strategic Site**

- 3.14 Policy CS11 within the Proposed Submission Core Strategy concerns the East Runcorn Key Area of Change. Within this Key Area of Change, a Strategic Site is proposed at Daresbury, involving Daresbury Park, Daresbury Science and Innovation Campus and the currently undeveloped land in between. Designating a Strategic Site in a Core Strategy equates to allocating the site for development, and land use proposals must be shown on an Ordnance Survey based map to indicate the precise areas of land concerned. As such, the level of detail regarding delivery and infrastructure requirements is greater than for other locations referred to in a Core Strategy.
- 3.15 A variety of comments were received relating to East Runcorn and the Daresbury Strategic Site, with a number supportive of the Council's proposals for development in this area. The consortium of Parish Council's in the area sought more detail on a number of points in this policy, including the phasing of development site, traffic impacts arising from the new development and the requirement for community facilities and shops to support the proposed development. In order to demonstrate the deliverability of the Strategic Site, it is proposed that the infrastructure requirements for the area are revised both to be more realistic and to ensure all necessary infrastructure is included in the policy. Changes to the Strategic Site allocations plan are also required to ensure that it more accurately reflects the intentions of the development partners. Making these changes will hopefully allay the concerns of the adjacent Parish Councils and provide further detail regarding the deliverability of the development that the Planning Inspector will require.

### **Liverpool John Lennon Airport**

- 3.16 Policy CS17 within the Proposed Submission Core Strategy relates to the operation and expansion of Liverpool John Lennon Airport. The policy supports, in principle, the future development and expansion of the airport in line with its 2007 Masterplan, including proposals for a runway extension and the Eastern Access Transport Corridor (EATC). The runway extension to the east of the existing airport boundary would

require a local change to Halton's Green Belt boundary and as such an Area of Search for Green Belt release is identified on the Key Diagram. The precise extent of this change and the detailed criteria to be met in its implementation would be set out in a Site Allocations DPD. The route of the EATC would be determined through the Development Management process.

- 3.17 A number of representations were received during the consultation period regarding the Liverpool John Lennon Airport policy and the airport's planned expansion. The majority of these related to the environmental and social impacts of the runway extension and the EATC. In particular concern was raised regarding public safety risk and the extension of the Public Safety Zone (PSZ), increased air pollution and noise levels, environmental mitigation, landscape value and the character of Hale Village. It is acknowledged and agreed that further details and consideration of these impacts should be given through the Core Strategy. It is therefore proposed that a Topic Paper be developed to support policy CS17: Liverpool John Lennon Airport and to provide further information on the potential future development and expansion impacts for residents of Hale Village and the Borough. It is also proposed to re-order the policy to emphasise the importance of ensuring that negative social and environmental impacts associated with the potential future development and expansion of Liverpool John Lennon Airport are appropriately addressed.

### **Plan period**

- 3.18 There is a requirement within Planning Policy Statement 12 that Core Strategies must cover a minimum period of 15 years from the date of adoption. At present, the Proposed Submission Core Strategy covers a period from April 2010 – April 2026 (at the end of the 2025/26 financial year). However, a number of respondents noted that the previous proposed adoption date for the Core Strategy in early 2012, would mean that the Core Strategy would need to extend to 2027 (financial year 2026/27) as a minimum. In light of the additional period of public consultation proposed in this report and the consequential effect this will have on the programmed adoption date of the Core Strategy, it may be necessary to extend the plan period further into the financial year 2027/28. It is therefore proposed to extend the plan period accordingly to ensure compliance with national planning policy. This will have implications on policies relating to development land need and supply, where additional requirements will need to be added into the respective policies and also the Housing Trajectories at Appendix 1.

## **4.0 NEXT STEPS**

- 4.1 It is the intention that a further 6 week period of public consultation on the Core Strategy Revised Proposed Submission document, incorporating the changes referred to in Appendix A, will take place

from Friday 6<sup>th</sup> May – Friday 17<sup>th</sup> June 2010. Once the consultation period has closed, the Council will be able to proceed to submit the Core Strategy to the Secretary of State. The approval of full Council will be sought prior to proceeding with the Core Strategy to the Submission stage. An Independent Planning Inspector will be appointed on behalf of the Secretary of State to consider the representations received alongside the soundness of the plan. Indicative timescales published by the Planning Inspectorate suggest that the examination would commence in the autumn. Using this indicative timetable, it is hoped that the Halton Core Strategy can be adopted in spring 2012.

## **5.0 POLICY IMPLICATIONS**

- 5.1 The Core Strategy is the central policy document within the Halton LDF. The Core Strategy is more than a planning document: it is a significant corporate policy document and as such, it will have widespread policy implications for the Council and its partners. It is important that all efforts are made to ensure a successful outcome at the Core Strategy examination because of the time and resources that have been invested in the plan's production to date.

## **6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

### **6.1 A Healthy Halton**

The Core Strategy Proposed Submission document contains a number of policies intended to directly or indirectly contribute to addressing the Borough's health problems. The SCS priority for a healthier Halton is strongly reflected across a number of policies, including through the maintenance of well-designed places and spaces, support for accessible sustainable travel options and through the provision of a healthy, green local environment. The Core Strategy Revised Proposed Submission Document includes policy CS22: Health and Well-being which specifically looks to support healthy environments and lifestyles in the Borough.

### **6.2 Halton's Urban Renewal**

The Key Areas of Change highlight areas which will be subject to concentrated renewal. The other policies in the Plan seek to support the renewal and/or enhancement of the Borough's green and built environment, with a particular focus on housing areas, employment land and the Borough's town centres.

### **6.3 Children and Young People in Halton**

A significant component of the content of the Core Strategy is aimed at supporting raising aspirations of younger people, and supporting the provision of opportunities for them to enter further education or employment. The Plan also address the need to encourage and provide opportunities for children and younger people to access and participate in physically active, healthy lifestyles.

**6.4 Employment, Learning and Skills in Halton**

One of the main thrusts of the Core Strategy is to support the maintenance and enhancement of the Borough's economy and hence economic growth. The Core Strategy also aims to consolidate and enhance linkages to the wider sub-region and deliver the economic benefits of Halton's strategic location and facilities to the Borough's residents and businesses.

**6.5 A Safer Halton**

Making Halton safer is a key consideration for the Core Strategy, which aims to ensure that Halton's communities, businesses and visitors enjoy access to a safe and sustainable physical environment with natural and man-made risks and hazards being minimised. A number of policies seek to create and sustain safer environments, which are well designed, well built, well maintained and valued by all members of society.

**7.0 RISK ANALYSIS**

7.1 In approving the Plan for a second round of consultation at the 'Publication stage' the Council is taking a more cautious approach rather than proceeding to submit the Core Strategy to the Secretary for Examination. Although procedurally, the Council is now able to submit the Core Strategy to the Secretary of State given the representations that have been received to date, it is felt that a safer approach is to make amendments to the Core Strategy at this stage while it is still able and then proceed to Submission.

7.2 Despite this more cautious approach, there is still the risk that the soundness and legal compliance of the plan could still be called into question by the Inspector at the Examination. Normally in these instances, the Inspector will call an Exploratory meeting to highlight their concerns and to decide whether any issues can be easily resolved through the provision of additional information.

**8.0 EQUALITY AND DIVERSITY ISSUES**

8.1 An integral part of the Core Strategy is to support a socially inclusive environment that takes into account Halton's diverse communities by breaking down unnecessary barriers and exclusions in a manner that benefits the entire Borough. Equality Impact Assessments have been undertaken on the Core Strategy at both the Preferred Options and Proposed Submission stages to demonstrate whether the Plan has any significant foreseeable implications for Halton's communities and ways that these potential effects should be mitigated.



**9.0 REASON(S) FOR DECISION**

- 9.1 In order to avoid being found 'unsound' for procedural reasons, it is recommended that a period of further public consultation be agreed.
- 9.2 Publication of the Core Strategy Revised Proposed Submission Document must be carried out for a statutory minimum 6 week period to allow interested parties ample opportunity to comment and to avoid legal challenge. As the Core Strategy is a Development Plan Document, publishing the document for public consultation requires the approval of Executive Board.

**10.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

- 10.1 As discussed at paragraph 6.1, the Council is able to proceed to Submission. Although the time and resource implications of undertaking a further period of consultation have been considered, given the scale of some of the issues raised in response to the Proposed Submission consultation, it was decided that in the longer term it would be more sensible to incur minor delays at this stage rather than to risk the Core Strategy being found "unsound" at Examination, resulting in a much longer delay and the Council having to cover the Planning Inspector's costs, without a successful outcome.

**11.0 IMPLEMENTATION DATE**

- 11.1 It is envisaged that the Core Strategy will be submitted to the Secretary of State in July 2011, with the examination phase commencing in autumn 2011, to be followed by adoption of the plan in spring 2012.

**12.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

<b>Document</b>	<b>Place of Inspection</b>	<b>Contact Officer</b>
Copies of representations received on the Halton Core Strategy Proposed Submission Document (November 2010 - February 2011)	Places, Economy and Transport Team, Rutland House	Alasdair Cross
HBC detailed responses to representations received (March 2011)	Places, Economy and Transport Team, Rutland House	Alasdair Cross

Planning Advisory Service – Plan Making Manual	Places, Economy and Transport Team, Rutland House	Alasdair Cross
The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008	Places, Economy and Transport Team, Rutland House	Alasdair Cross
Halton Core Strategy Proposed Submission Documents (November 2010)	Places, Economy and Transport Team, Rutland House	Alasdair Cross
Executive Board Report – Halton Core Strategy Proposed Submission Document for Public Consultation (18 <sup>th</sup> November 2010)	Places, Economy and Transport Team, Rutland House	Alasdair Cross
Planning Policy Statement 12: Local Spatial Planning	Places, Economy and Transport Team, Rutland House	Alasdair Cross

**Appendix A – List of respondents by policy**  
**Halton Core Strategy Proposed Submission Document, November 2010**

**General comments**

Organisation	Agent
British Waterways	
Environment Agency	
Equalities and Human Rights Commission	
Great Lime Holdings	Barton Willmore
Hesketh Estates	Smiths Gore
Highways Agency	
HSE	
Knowsley MBC	
Langtree	Spawforths
Network Rail	
NHS North West	
NWDA	
Peel Energy	Drivers Jonas Deloitte
Warrington BC	

**Introduction**

Organisation	Agent
Knowsley MBC	

**Vision**

Organisation	Agent
Fordgate Group Ltd	Barton Willmore
Hesketh Estates	Smiths Gore
Homes and Communities Agency	
National Trust	
NWDA	
Peel Energy	Drivers Jonas Deloitte
Redrow Homes Ltd	Stoneleigh Planning
The Theatres Trust	

**Section 2 – Story of Place**

Organisation
National Trust
Natural England

**CS1: Halton's Spatial Strategy**

Organisation / Individual	Agent
ADS Recycling Ltd	Emery Planning Partnership
Great Lime Holdings	Barton Willmore
Hesketh Estates	Smiths Gore
Highways Agency	
Homes and Communities Agency	
Knowsley MBC	
Knowsley MBC	
Mr Philip Harper	

Organisation / Individual	Agent
National Trust	
Natural England	
NWDA	
Redrow Homes Ltd	Stoneleigh Planning
Specimen Trees	McDyre & Co
Vector Investments Ltd	Jones Lang LaSalle Ltd

### CS2: Sustainable Development

Organisation	Agent
ADS Recycling Ltd	Emery Planning Partnership
Hesketh Estates	Smiths Gore
Homes and Communities Agency	
Knowsley MBC	
National Trust	
Natural England	

### CS3: Housing Supply and Locational Priorities

Organisation / Individual	Agent
Great Lime Holdings	Barton Willmore
Hesketh Estates	Smiths Gore
Homes and Communities Agency	
Knowsley MBC	
Mr Philip Harper	
Notcutts Limited	
NWDA	
Redrow Homes Ltd	Stoneleigh Planning
Specimen Trees	McDyre & Co
St.Helens MBC	
Warrington BC	

### CS4: Employment Land Supply and Locational Priorities

Organisation / Individual	Agent
ADS Recycling Ltd	Emery Planning Partnership
Fordgate Group Ltd	Barton Willmore
Homes and Communities Agency	
Knowsley MBC	
Mr Philip Harper	
NWDA	
Specimen Trees	McDyre & Co

### CS5: A Network of Centres

Organisation / Individual	Agent
Asda Stores Ltd	Drivers Jonas Deloitte
Fordgate Group Ltd	Barton Willmore
GL Hearn	
Homes and Communities Agency	
Knowsley MBC	
Notcutts Limited	
Peel Holdings (Management) Limited	

Organisation / Individual	Agent
Redrow Homes Ltd	Stoneleigh Planning
Mr Roger Pearce	
Tesco Stores Ltd	DPP
Vector Investments Ltd	Jones Lang LaSalle Ltd

**CS6: Green Belt**

Organisation	Agent
Daresbury Properties Ltd	Emery Planning Partnership
Great Lime Holdings	Barton Willmore
HALT (Hale Against Land Takeover)	
Hesketh Estates	Smiths Gore
Knowsley MBC	
Notcutts Limited	
Peel Airports Ltd	
Peel Holdings (Management) Limited	
Redrow Homes Ltd	Stoneleigh Planning
Specimen Trees	McDyre & Co
St.Helens MBC	
Warrington BC	

**CS7: Infrastructure Provision**

Organisation
British Waterways
Highways Agency
Homes and Communities Agency
Knowsley MBC
Natural England

**CS8: 3MG Key Area of Change**

Organisation
Knowsley MBC
Natural England
NWDA

**CS9: South Widnes Key Area of Change**

Organisation	Agent
Natural England	
NewRiver Capital	GL Hearn
NWDA	
Vector Investments Ltd	Jones Lang LaSalle Ltd

**CS10: West Runcorn Key Area of Change**

Organisation	Agent
Great Lime Holdings	Barton Willmore
Highways Agency	
Natural England	
Peel Holdings (Management) Limited	
The Theatres Trust	

**CS11: East Runcorn Key Area of Change**

<b>Organisation / Individual</b>	<b>Agent</b>
Cllr John Bradshaw	
Great Lime Holdings	Barton Willmore
Highways Agency	
Homes and Communities Agency	
Langtree	Spawforths
National Grid	Entec Ltd.
National Trust	
Natural England	
NWDA	
Parish Councils of Daresbury, Moore, Sandymoor, Preston Brook	
Peel Holdings (Management) Limited	
Redrow Homes Ltd	Stoneleigh Planning
Warrington BC	

**CS12: Housing Mix**

<b>Organisation</b>	<b>Agent</b>
Accessible Housing Services - HBC	
Great Lime Holdings	Barton Willmore
Knowsley MBC	

**CS13: Affordable Housing**

<b>Organisation</b>	<b>Agent</b>
Daresbury Properties Ltd	Emery Planning Partnership
Great Lime Holdings	Barton Willmore
Homes and Communities Agency	
Knowsley MBC	

**CS14: Meeting the Needs of Gypsies, Travellers and Travelling Show People**

<b>Organisation</b>
Homes and Communities Agency
Natural England

**CS15: Sustainable Transport**

<b>Organisation</b>	<b>Agent</b>
ADS Recycling Ltd	Emery Planning Partnership
Peel Airports Ltd	
Sustrans	

**CS16: The Mersey Gateway Project**

<b>Organisation</b>
Knowsley MBC
Natural England
NWDA
Peel Airports Ltd

**CS17: Liverpool John Lennon Airport**

Organisation / Individual
HALT (Hale Against Land Takeover)
Knowsley MBC
Mr Ian Moscrup
Mr Philip Harris and Mrs Jane Harris
National Trust
Natural England
NWDA
Peel Airports Ltd

**CS18: High Quality Design**

Organisation
Accessible Housing Services, HBC
National Trust
Natural England
Peel Airports Ltd

**CS19: Sustainable Development and Climate Change**

Organisation	Agent
Homes and Communities Agency	
Knowsley MBC	
Peel Airports Ltd	
Peel Energy	Drivers Jonas Deloitte

**CS20: Natural and Historic Environment**

Organisation	Agent
ADS Recycling Ltd	Emery Planning Partnership
National Trust	
Natural England	
Peel Holdings (Management) Limited	

**CS21: Green Infrastructure**

Organisation	Agent
Great Lime Holdings	Barton Willmore
Homes and Communities Agency	
National Trust	
Natural England	

**CS22: Health and Well-Being**

Organisation	Agent
The Theatres Trust	

**CS23: Managing Pollution and Risk**

Organisation	Agent
ADS Recycling Ltd	Emery Planning Partnership
Homes and Communities Agency	
Knowsley MBC	
Natural England	

**CS24: Waste**

<b>Organisation</b>	<b>Agent</b>
ADS Recycling Ltd	Emery Planning Partnership
Homes and Communities Agency	
Peel Airports Ltd	

**CS25: Minerals**

<b>Organisation</b>
Peel Airports Ltd

**Supporting Document A - Infrastructure Plan**

<b>Organisation</b>	<b>Agent</b>
Highways Agency	
National Grid	Entec Ltd.



**Appendix B – Summary of Main Issues Raised and Changes Required**  
**Halton Core Strategy Proposed Submission Document, November 2010**

**General<sup>1</sup>**

**Summary of Representations Received:**

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
17	0	2	2	0	0

**Summary of Key Issues:**

No.	Comment Received	HBC Comment	Change Required
1	A number of important evidence base documents were not published at the time the Council approved the Publication Core Strategy and some were not available over the consultation period. In the absence of these documents the Core Strategy is considered to have failed the test of soundness for being “justified”.	A number of evidence base documents referred to were available to the Council in draft form prior to consultation on the Proposed Submission Document and hence have been used to influence the policies. These documents were due to be finalised and available during the consultation period, however, due to unforeseen circumstances this failed to be the case. It has now been agreed to re-publish the Core Strategy Proposed Submission document, which will allow comments to be made in relation to these	The Core Strategy Proposed Submission document is to be re-published for a 6 week consultation period.

<sup>1</sup> It should be acknowledged that a number of general issues raised through the representations received are dealt with in specific policies.

No.	Comment Received	HBC Comment	Change Required
		evidence base documents.	
2	<p>Unable to consider the Council's most up to date Strategic Housing Market Assessment (SHMA). Wish to reserve position in respect of Hale Village and the provision of a sufficient and balanced housing offer. The settlement of Hale is seen to play a significant role within the Borough and should not be prohibited from limited sensitive development and change that respects the rural character of the village.</p>	<p>The SHMA was available to the Council in draft form prior to consultation on the Proposed Submission Document and hence has been used to influence the policies. The document was due to be finalised and available during the consultation period, however, due to unforeseen circumstances this failed to be the case.</p> <p>In accordance with the comment made regarding Hale Village and future sensitive development, Policy CS6: Green Belt states that infill development within Hale Village will be viewed as appropriate where it would enhance the character of the village.</p>	<p>The Core Strategy Proposed Submission document is to be re-published for a 6 week consultation period to allow comments to be made in relation to the SHMA.</p>

## Introduction

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
2	0	0	0	0	0

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Status of the draft Liverpool City Region Spatial Priorities Plan is questioned.	Following the publication of the Core Strategy Proposed Submission Document the status of the LCR Spatial Priorities Plan has become uncertain and may not now be finalised.	Remove reference to the Liverpool City Region Spatial Priorities Plan.

## Section 2 – Story of Place

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
3	0	2	0	1	0

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Recommend that 'Halton's Challenges' refer to the importance of maintaining and enhancing the Borough's green infrastructure network.	It is agreed that this section should refer to the importance of the Borough's green infrastructure network.	Additional bullet required concerning the need to protect, enhance and (where appropriate) expand the Borough's green infrastructure network.
2	Detailed environmental information data should be included to support the text in this section.	Agreed that this would be a beneficial addition, however, the number of designations and sites across the Borough would be too long for this overarching section.	Proposed that the text includes a link to Halton's State of the Borough annual report which includes up to date information of the Borough's designated sites, habitats and species. This report will be included as part of the evidence base for the Core Strategy.

## Vision and Strategic Objectives

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
13	0	2	0	2	0

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Suggested amendment to Strategic Objective 3 so that it is not exclusively focused on the re-use of vacant and under-utilised employment areas, by adding "...and the selective release of key Greenfield sites in East Runcorn".	Strategic Objective 4 makes reference to science and business clusters which would include the East Runcorn employment areas of Daresbury Park and Daresbury Science and Innovation Campus. However, it is noted that Strategic Objective 3 could be improved by not exclusively referring to existing developed employment areas.	Amend Strategic Objective 3 to read "Create and sustain a competitive and diverse business environment offering a variety of quality sites and premises, with a particular emphasis on the revitalisation of existing vacant and underused employment areas"
2	Suggested amendment to Strategic Objective 10 to incorporate reference to designated sites and species.	It is felt that the Strategic Objective 10 could benefit from the suggested change to incorporate reference to designated sites and species to improve clarity.	Amend Strategic Objective 10 as per suggested change.

## Policy CS1: Halton's Spatial Strategy

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
26	4	11	9	8	6

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	The recognition by the Publication Core Strategy that a Green Belt review may be necessary to meet development requirements of individual communities in the plan period up to 2016 is welcomed. However, it is considered that the Core Strategy should go further and commit itself to the review. It should also set out the broad locations where Green Belt changes are likely to be required and the likely type and quantum of land releases.	Although it is acknowledged that the policy should present more detailed information regarding the likely scale and trigger mechanisms for a potential Green Belt review it is not considered appropriate to set out the broad locations where green belt changes could occur. Where the strategic need for the release of Green Belt land is identified, then a full assessment of available and suitable Green Belt land will be undertaken as part of a Green Belt review and will be subject to public consultation.	Include further detail to policy CS6 and its justification regarding the likely scale and trigger mechanisms for a Green Belt review. This will include reference to the importance of a 5 year supply of land in Widnes/ Hale (and Runcorn) and the need to ensure that any review of potential release of Green Belt is comprehensive and would meet future housing circumstances and requirements across the Borough.
2	It is considered that the 2010 Strategic Housing Land Availability Assessment (SHLAA) significantly over-estimates the likely supply of deliverable and developable housing opportunities in	A comprehensive assessment of potential housing sites has been undertaken for the SHLAA process in accordance with Government guidance. This process assesses annually if sites are deliverable	No change required.

	<p>the period to 2016. This is particularly relevant for Sandymoor and the Daresbury Strategic Site given the past completion rate. It is also considered that the Council is being over-optimistic regarding the deliverability of the Runcorn Docks (Runcorn Waterfront) site and a number of other smaller sites. It is therefore considered that the exceptional circumstances required by PPG2 for alterations to approved Green Belt boundaries exist and land should be excluded from the Green Belt to meet the Borough's requirements in the plan period.</p>	<p>and developable. The trigger for Green Belt review would take into consideration the need to maintain a deliverable and developable supply of housing land in accordance with the SHLAA and current Government guidance.</p> <p>A stakeholder group oversees the production of the SHLAA each year and has agreed the inclusion of sites within the report. Therefore it is not felt that the tables need to be revised.</p>	
<p>3</p>	<p>The SHMA (draft) states that 43% of projected housing demand should be met north of the river. This proportion of the housing target to 2026 (8000 dwellings net) translates to 3440 dwellings. However the SHLAA only identifies sites for 3081 dwellings in the period up to 2026. With any reasonable level of discounting for lack of deliverability and developability, the shortfall increases from 319 dwellings to over 1200 dwellings. There is therefore an urgent need to review the Green Belt to meet the housing requirements of Widnes. Policy CS6 should be amended to require that the Green Belt should be revised to meet the</p>	<p>A supplementary housing paper has been developed for the Halton Core Strategy 'Determining a Housing Requirement for Halton' which considers the potential need for Green Belt review. This includes consideration of the SHMA (2010) analysis and the identified supply of potential land north of the Mersey through the SHLAA. This has shown the potential mismatch between demand and supply in the latter years of the core strategy.</p> <p>However, the analysis included in the paper shows that there is sufficient potential identified supply for Widnes/ Hale for in excess of 10 years with only modest deficit thereafter. It would therefore be premature for the Core Strategy to include</p>	<p>Publish housing paper 'Determining a Housing Requirement for Halton' to supplement the detail within CS1: Halton's Spatial Strategy and CS6: Green Belt during the additional consultation period alongside the Revised Proposed Submission Document.</p>

	development requirements of Widnes / Hale.	a full Green Belt review at this time. For this reason the Core Strategy raises the issue of potential future Green Belt review to ensure adequate flexibility exists to meet and address future housing circumstances and requirements throughout the plan period.	
4	Tables 1 and 2 in Policy CS1 are considered not be justified as the available evidence suggests that they are an overestimate of the deliverability and developability of potential housing sites. The tables should be revised to incorporate potential housing sites at North Widnes and a more accurate reflection of the deliverability/developability of other sites.	<p>The sites making up the housing figures in tables 1 and 2 are included within the SHLAA and have had their deliverability and developability tested through this process. A stakeholder group oversees the production of the SHLAA each year and has agreed the inclusion of sites within the report. Therefore it is not felt that the tables need to be revised.</p> <p>The potential of housing sites at North Widnes (taken to mean areas of land within the Green Belt) cannot be included in the potential housing supply tables as they are within the Green Belt, they do not benefit from a current allocation and are not proposed to be allocated in the Core Strategy.</p>	No change required.
5	North Widnes should be identified as an additional Key Area of Change in policy CS1 and there should be a separate North Widnes Key Area of Change as with those other area specific policies. There are a number of sites on the edge of the urban area at Widnes that are already included in the Council's Strategic Housing Land Availability Assessment. North Widnes	The inclusion of sites within the SHLAA at North Widnes does not mean that the Council is proposing major change in this area. The SHLAA process merely assesses those sites which have the potential to be developed for housing, but does not make allocations. This will be determined through the Site Allocations process and to a lesser extent through the designation of Strategic Sites in the Core Strategy.	No change required.



	<p>is felt to be a sustainable location for further housing and employment development which can meet the Borough's future development needs.</p>	<p>The designation of a Key Area of Change at North Widnes would be premature as it would occur before a full review of land within the Green Belt had taken place. Any Green Belt Review would include the thorough assessment of all Green Belt land across the Borough and would only take place if the trigger mechanisms indicated a need for development land.</p> <p>If such a Key Area of Change were to be designated, it would serve a limited purpose at this stage as any sites in the Green Belt would not be allocated for development until they were assessed through a Site Allocations DPD.</p>	
6	<p>PPS3 (para 53 footnote 1) requires Core Strategy housing delivery policies to be expressed in terms of net additional dwellings. Policy CS1 does not do this, only referring to "additional new homes". Meanwhile, and inconsistent with Policy CS1, Policy CS3 refers to "new homes (net of demolitions)". However, demolitions are only one type of loss to the housing stock. There are other potential losses from changes of use etc.</p>	<p>Agree that clarification is required regarding how net homes is calculated, and that there are other ways dwellings can be lost besides demolitions.</p>	<p>Amend bullet one in policy CS1 to read 8000 <u>net</u> additional dwellings.</p>
7	<p>The housing target for CS1 is well below the likely housing need and demand in the area once the economic downturn ends. A target of</p>	<p>The target of 500 dwellings on average per annum will not constrain housing development in the future as this target is a minimum level that the Council wish to see</p>	<p>No change to the Core Strategy.</p>

	<p>500 dwellings per annum will constrain unnecessarily housing development in the future and a higher target is achievable.</p>	<p>achieved (see bullet one in policy CS3). Housing delivery above the levels set out in policy CS3 would therefore be acceptable. Although gross housing delivery in Halton has exceeded the 500dpa in six out of the last eight years, net housing delivery has generally fallen short of this level, with the only exceedance being in 2005/06. An allowance for demolitions of 34 dwellings per annum has been included in Halton's SHLAA 2010/11 for the period that the SHLAA covers.</p>	
<p>8</p>	<p>Total housing provision for the plan period of 8000 dwellings has not been justified. The annual level of housing provision should be set at 400 dwellings and will provide modest growth for the Borough of 6400 new homes over the plan period. This would also avoid the need for Greenfield release, would improve the percentage of housing built on brownfield land and would lengthen the number of years of housing land supply.</p> <p>The provision of housing at this rate represents an over-provision of 34% above household growth rates, and does not represent a 'marginal increase'.</p>	<p>The Core Strategy housing target of an average of 500 dwellings per annum has been chosen with the view to stabilising the Borough's population after a number of years of decline and to provide a critical mass of residents to support community facilities etc.</p> <p>The target has been varied over the plan period to take into account the current period of economic downturn, with the belief that the economy will return to more buoyant times in the future. Whilst it is recognised that the level of 500 dwellings per annum is above the estimated level of household growth each year and cumulatively over the plan period, the intention as stated above is to stabilise the Borough's population and to provide the level of population needed to support the services and facilities that the current population desires.</p>	<p>No change to the Core Strategy itself. The 'Determining a Housing Requirement for Halton' paper will be made available which provides a more detailed justification for the chosen housing target.</p>

9	260ha of employment land is excessive and the 20% flexibility factor should be removed.	Comment noted, however it is felt that the inclusion of the flexibility factor will maintain choice through the availability of a range of employment sites in accordance with PPS4: Planning for Sustainable Economic Growth.	No change required.
10	It should be clearly established in the Core Strategy if a Green Belt Review is required because of the strategic nature of the issue. It is not felt that it would be appropriate to delay any Green Belt Review to a subsequent DPD.	Although it is acknowledged that the policy should present more detailed information regarding the likely scale and trigger mechanisms for a potential Green Belt review it is not considered appropriate to set out the broad locations where green belt changes could occur. Where the strategic need for the release of Green Belt land is identified, then a full assessment of available and suitable Green Belt land will be undertaken as part of a Green Belt review and will be subject to public consultation.	Include further detail to policy CS6 and its justification regarding the likely scale and trigger mechanisms for a Green Belt review. This will include reference to the importance of a 5 year supply of land in Widnes/ Hale (and Runcorn) and the need to ensure that any review of potential release of Green Belt is comprehensive and would meet future housing circumstances and requirements across the Borough.
11	Potential Areas of Search for Green Belt release should be indicated in the Core Strategy.	It is acknowledged that additional wording is required in the policy justification to set out the likely scale and trigger mechanisms for a Green Belt Review. However, it is not for the Core Strategy to identify Areas of Search on the Key Diagram. This would need to be fully considered through the review of Green Belt land only when the housing land supply across the Borough, and more specifically in Widnes/Hale, triggers such a review.	No change required.
12	Uncertainty over whether the preferred approach is compliant with national policy (PPG2: Green Belt).	The Council is aware of the need to comply with national policy, particularly PPG2: Green Belt in this instance. Exceptional circumstances are felt to exist	No change required.

		as the need to remove land from the Green Belt stems from the need to ensure sufficient development land exists in Widnes to meet the future needs of the town, especially the demand for new housing. At present the housing land supply situation in the Borough indicates that there may be insufficient land in Widnes / Hale in the latter part of the Core Strategy plan period. As part of the SHLAA process, other potential development land within the Borough's urban areas has been considered for its suitability for housing and a Call for Sites exercise was incorporated into the Joint Employment Land and Premises Study to determine other sites which may be appropriate for employment uses in Halton.	
13	Concern that the proposal for Green Belt Release did not feature in previous stages of the Core Strategy such as in the Preferred Options document.	It is correct that the Green Belt policy was not included as part of the Preferred Options document. However, it is seen to be important to set out how future housing supply in the Borough may be met and the apparent mis-match of supply north and south of the Mersey. Through the proposed approach that the Council is putting forward in the Core Strategy, interested parties would have the opportunity to comment on any future potential Green Belt Review, and any potential sites proposed to be removed from the Green Belt, through an Allocations DPD.	No change required.
14	The mechanism that would trigger the release of sites in the Green Belt needs	Agree that the mechanism for Green Belt review needs to be included in the Core	Add further detail to policy CS6 regarding the mechanism for

	<p>to be made explicit within the Core Strategy. In addition to this, Areas of Search should be shown on the Key Diagram. Any review of Green Belt boundaries should be completed by 2016 to allow any sites released to be available for development in line with when they are required to meet the Borough's development needs.</p> <p>Wording is suggested that could be added to policy CS1 in order to make clear when a Green Belt Review would be considered and detailing that it would be included within the Site Allocations and Development Management DPD.</p>	<p>Strategy. It is felt that detailed wording on the issue of Green Belt release should be added to policy CS6 but that the document needs to be consistent at other places which refer to securing a future housing land supply, such as CS1 and CS3.</p>	<p>triggering Green Belt release, in line with the suggestions under policy CS6. Ensure that policies CS1 and CS3 align with the amendments to CS6 by referring in broad terms to how and when a Green Belt Review would take place.</p>
15	<p>Clarity is needed in this policy on the exact time period that the plan covers.</p>	<p>The base date for the plan period is April 2010 (the monitoring year being 2010/11), with the plan extending until 2027/28 (extending to 15 years after the adoption of the plan which is currently programmed for late spring 2012). The extension of the Core Strategy plan period to 2027/28 is necessary as there is a requirement for the plan to cover a minimum period of 15 years from the date of adoption. The programmed adoption date for the Core Strategy was pushed back following delays to the production process of the document.</p>	<p>The plan period for the Core Strategy will be extended to end in April 2028 (the monitoring year 2027-28) to ensure compliance with PPS12 that the Core Strategy will extend for a minimum period of 15 years from the plan's adoption.</p>
16	<p>Clarity is needed on the net level of housing provision required for the period 2010-2016 including shortfalls.</p>	<p>Net level of housing provision from 2010-2016 would be 2600 homes (2010/11-2015/16). However, it is not felt that this</p>	<p>No change required.</p> <p>Publish housing paper 'Determining a</p>

		would be a necessary addition to CS1. With regard to shortfalls against the RSS targets, as it is the Government's intention to abolish RSS, the Council has decided to use a base date of April 2010 for the Core Strategy and therefore eradicating the shortfall built up between 2003-2010. An explanation to this is provided in the Determining a Housing Requirement for Halton paper which will be available alongside the Core Strategy.	Housing Requirement for Halton' to supplement the detail within CS1 during the additional consultation period alongside the Revised Proposed Submission Document.
17	Clarity is needed in this policy regarding the gross level of new homes to be provided in the period 2010-2016.	The gross level of housing provision for the period (2010/11-2015/16) would be 2804 homes (net number of new homes plus losses through demolitions at a rate of 34 homes per annum in accordance with the SHLAA). However it is not felt that this needs to be detailed in the Core Strategy.	No change required.
18	Clarity is needed in the policy regarding the impact of Growth Point on the housing provision requirements 2010-2015.	A 20% uplift on housing requirements for the period 2008/17 has not been applied to the housing requirement in the Core Strategy. The advice Halton Borough Council has received on this matter, from CLG (via Government Office) is that: "It is for growth locations to determine the level of growth they wish to pursue based on the local communities needs and aspirations - the RSS figures and associated 20% uplift for growth points are no longer a requirement." Confirmation has also been received from CLG that Growth Point funding will end, therefore there will be no funding available to local authorities to support the delivery of these additional	No change required.

		homes. It is now for local authorities to decide whether they wish to continue with the allowance for Growth Point of housing delivery at a level 20% above RSS targets and Halton has decided not to continue with the enhanced housing requirement.	
19	Paragraph 4.22 states that the rural character of the Borough's villages will be maintained through limits on development. It is suggested that this be amended as new sensitive and high quality development may be needed in villages to secure their long term future.	It is felt that the statement in para 4.22 is accurate as the Borough's villages within the Green Belt will have their character maintained through restrictions on development. Even though Hale village is inset within the Green Belt, development will need to reflect the character of the village.	No change required.
20	There is a requirement for Core Strategies to plan for a minimum period of 15 years from the date of adoption of the plan. This is set out in PPS3 in terms of housing provision. Currently the Core Strategy plan period extends to 2026, and if the plan is not adopted until January 2012 (as indicated in the current production timetable) then the plan would not have a plan period of at least 15 years.  It is therefore considered that the end date of the plan should be 2031.	The base date for the plan period is April 2010 (the monitoring year being 2010/11). It is noted that the plan period as proposed does not extend to cover the required minimum period of 15 years from the adoption of the plan. Due to delays to the production of the plan, it is now anticipated that the plan will be adopted in April 2012 (in the monitoring year 20, meaning that in order to be in line with national policy the plan period must extend to April 2027 as a minimum. However we do not agree that the plan period should be extended to 2031, as much of the evidence base underpinning the Core Strategy does not extend to this time.	Amend Core Strategy plan period from ending in 2025/26 to finishing in 2026/27, to reflect the likely adoption date of April 2012.
21	Land at Manor Park IV (between Moore village and the urban area) is shown on the Key Diagram as	Agree that the key diagram, even though it is designed to be indicative only and not to be used in the same way as the UDP	Amend the Key Diagram to depict only strategic greenspaces (such as Victoria Park, Widnes and Town Park,

	<p>greenspace. The land in question at Manor Park IV does not play a strategic role and therefore it is wrong to identify it as greenspace.</p>	<p>Proposals Map, is misleading by depicting certain areas as greenspace. It is agreed that the area of land between the Green Belt and the urban area in Runcorn, south of the Manchester Ship Canal does not perform a strategic role as greenspace in the Borough.</p>	<p>Runcorn) which fulfil a multi-functional role in the Borough. Land in question at Manor Park IV to be shown as part of the urban extents.</p>
<p>22</p>	<p>Addition of wording regarding working with the Highways Agency, particularly with regard to the Key Areas of Change, to safeguard the performance of the Strategic Road Network.</p>	<p>Comments and suggested wording noted with regard to the identification and assessment of potential impacts from development proposals on the Strategic Road Network. However, it is not felt that CS1 is the appropriate policy to include such detailed wording, as it deals with the strategy for development across the Borough for the entire plan period.</p> <p>The Highways Agency has requested that similar wording be added to a number of policies within the plan, and it is not felt that it is necessary to include the same wording at several points through the plan. This approach has been discussed informally with the Highways Agency and they are content that the suggested wording only be included at one point in the document.</p>	<p>No change to policy CS1. Additional wording regarding continuous engagement with the Highways Agency to discern the impact of development on the Strategic Road Network ahead of allocating sites to be added to CS7: Infrastructure Provision.</p>



## Policy CS2: Sustainable Development Principles

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
6	0	1	1	1	1

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Question if the Core Strategy vision for development to 'contribute towards the delivery of mixed and balanced communities' is contradictory when considered against the Borough's aim to considerably restrict development in smaller rural villages.	The delivery of 'mixed and balanced communities' is supported throughout the document. In particular Policy CS6: Green Belt, states that small scale development amounting to minor infilling within 'washed over' Green Belt rural settlements will be permitted where shown to be necessary to meet identified local needs. Infill development within Hale village, which is inset within the Green Belt, will also be viewed as appropriate where it would enhance the character of the village.	No change required.
2	Question if the policy could be practically monitored.	Please refer to Halton's Core Strategy Proposed Submission Document, Appendix 3: Monitoring Framework, which sets out how the policy will be monitored over the Core Strategy plan period.	No change required.
3	The policy should specifically identify	Agreed that reference to the	Add additional criteria to policy

No.	Comment Received	HBC Comment	Change Required
	that the Council will seek to encourage recycling as a means of meeting its sustainability objectives. As a result the Sustainable Development Principles should include an additional bullet encouraging recycling and sustainable waste management.	encouragement of recycling and sustainable waste management should be clearer through the sustainable development principles.	concerning the need to minimise energy and water use and make efficient use of natural resources including through sustainable waste management and maximising the re-use of recycled products.
4	Principles should make more overt reference to sustainable construction practices being used in new development.	Agreed that a bullet point which refers to sustainable construction practices would be an appropriate addition to the Sustainable Development Principles.	Add additional criteria to policy concerning the need to minimise energy and water use and make efficient use of natural resources including through sustainable waste management and maximising the re-use of recycled products.

## Policy CS3: Housing Supply and Locational Priorities

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
22	0	13	12	11	7

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Policy figure should continue with 2003 base date from RSS (as this was date of evidence base).	Continuation of RSS figures which were based upon certain economic assumptions that have not materialised is not considered appropriate. Requirement to address current policy 'backlog' makes maintenance of rolling 5 year supply untenable. The proposed policy figure is based on the latest evidence base for the Borough.	No change required.  The background paper 'Determining a Housing Requirement for Halton' sets out the current evidence and reasoning for the chosen policy figure.
2	Policy target should be 400 units per annum as 8,000 units is 34% above household projections of 5,952 households (16 x 372) and is not justified.	ONS Household Projections whilst providing useful background to inform policy formulation are not intended to determine policy. The proposed policy figure is felt to strike the right balance between growth and environmental constraints.	No change required.  The background paper 'Determining a Housing Requirement for Halton' sets out the current evidence and reasoning for the chosen policy figure.
3	Any phasing should be for 600 units per annum during the Growth Point Period.	The advice Halton Borough Council has received on this matter, from CLG (via Government Office) is that: "It is for growth	No change required.

No.	Comment Received	HBC Comment	Change Required
		<p>locations to determine the level of growth they wish to pursue based on the local communities needs and aspirations - the RSS figures and associated 20% uplift for growth points are no longer a requirement." Confirmation has also been received from CLG that Growth Point funding will end, therefore there will be no funding available to local authorities to support the delivery of these additional homes. It is now for local authorities to decide whether they wish to continue with the allowance for Growth Point of housing delivery at a level 20% above RSS targets and Halton has decided not to continue with the enhanced housing requirement. Therefore the delivery of 600 units per annum is felt to be undeliverable in the short term.</p>	
4	<p>There is a lack of published/ available evidence to support the proposed phasing detailed in the policy.</p>	<p>Housing policy targets are not set by a defined formula and there is a degree of judgement involved. The proposed policy figure and phasing are felt to strike the right balance between growth and environmental constraints.</p>	<p>No change required.</p> <p>The background paper 'Determining a Housing Requirement for Halton' will set out the current evidence and reasoning for the chosen policy figure.</p>
5	<p>Is setting the housing target above the baseline projections justified given outstanding demand resulting from recent under supply?</p>	<p>The policy figure detailed in the policy is considered to be the most appropriate and deliverable.</p>	<p>No change required.</p>
6	<p>Tables 1 and 2 (and supporting evidence base) over estimate the deliverable housing supply and should</p>	<p>The figures are drawn from the Strategic Housing Land Availability Assessment (SHLAA) which is produced in consultation</p>	<p>No change required</p>

No.	Comment Received	HBC Comment	Change Required
	be revised to include a North Widnes Key Area of Change.	with an independent stakeholder group and are considered a robust assessment of potential supply.	
7	The policy should recognise the possible contribution of rural brownfield sites to future housing supply.	The policy precedence for brownfield development is contained in CS1. This does not differentiate between urban and rural sites.	No change required
8	Policy justification should recognise development potential of Widnes Golf Course dependant upon suitable replacement. It is, however, recognised that this would be determined in an Allocations DPD.	Widnes Golf Course is considered to form part of the Borough's strategic greenspace. Issues of site specific housing allocations (outside of Strategic Sites) are not appropriate for the Core Strategy. The development potential of the Golf Course to meet future housing needs would only be considered and determined through evidence base documents including the Strategic Housing Land Availability Assessment (SHLAA), the potential future Green Belt review and a review of greenspace in the Borough. These evidence base documents would then inform a Site Allocations DPD or equivalent.	No change required
9	In terms of Green Belt release there is a lack of clarity as to the quantum; timing or trigger mechanisms.	It is acknowledged that additional wording is required in the policy to set out the likely scale and trigger mechanisms for a Green Belt Review.	Include further detail to policy CS6 and its justification regarding the likely scale and trigger mechanisms for a Green Belt review. This will include reference to the importance of maintaining a 5 year supply of land in Widnes/ Hale (and Runcorn) and the need to ensure that any review of potential release of Green Belt is comprehensive and would meet

No.	Comment Received	HBC Comment	Change Required
			future housing circumstances and requirements across the Borough.
10	Concern that the release of Green Belt land at an early stage of the plan period could potentially harm St Helen's ability to meet its own housing needs and the Council's aim of delivering urban regeneration.	Comment noted. The background paper 'Determining a Housing Requirement for Halton' will consider further the scale and effect of a potential future Green Belt review.	Publish housing paper 'Determining a Housing Requirement for Halton' to supplement the detail within CS6: Green Belt during the additional consultation period alongside the Revised Proposed Submission Document.
11	It is not clear what consideration has been taken for a sub-regional approach and the need to avoid cumulative impact of Green Belt release, in line with PPG2. Would prefer the agreement of LCR and neighbouring authorities through a joint review or specific consultation, to discuss any proposed release of land from the Green Belt.	Agree that further consideration should be given to a sub-regional approach to add clarity to the policy.	Add further policy justification to clarify the approach and ensure a coordinated and strategic approach is taken when necessary.
12	No evidence of consideration of cross-boundary effects of revised policy base date.	Comment noted. Detail of level and justification of potential requirement set out in background paper.	No change required.  Background paper will set out potential level and effect of proposed approach.
13	Brownfield target should be 50% in line with government priorities; to avoid oversupply of greenfield sites; stimulate urban regeneration and avoid triggering greenbelt review.	Comment noted. Current evidence suggests 60% brownfield target is unachievable (at proposed policy level). 40% target is considered to be challenging but deliverable.	No change required.
14	Policy makes reference to UDP allocations but Daresbury SIC expansion will impinge on previously	Policy CS11 does seek to incorporate detailed amendments to previously allocated (UDP) uses. Comments within	References to UDP housing allocations to be amended.

No.	Comment Received	HBC Comment	Change Required
	identified housing allocation and therefore the reference inaccurate.	CS3 potentially misleading.	
15	Policy is not consistent with PPS3 with regard to actions where an ongoing 5 year supply cannot be identified.	Comment noted. Policy seeks to set out 'proactive' actions LPA will take where 5 year land supply not demonstrated, rather than repeat 'reactive' Development Management consequences.	Policy and justification wording to be amended.
16	5 year supply definition lacks clarity.	Comment noted.	Policy to be amended to read under Maintaining s 5 year supply: "In accordance with the relevant annual targets..." to add clarity to the policy.

## Policy CS4: Employment Land Supply and Locational Priorities

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
14	0	3	3	1	1

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	20% flexibility factor applied to long term average take-up rates to maintain a range and choice of sites should be removed.	Comment noted, however it is felt that the inclusion of the flexibility factor will maintain choice through the availability of a range of employment sites in accordance with PPS4: Planning for Sustainable Economic Growth.	No change required.
2	Employment land requirement of 260ha for the plan period is too low and should be increased to that referred to in the Joint Employment Land and Premises Study (JELPS) (a total requirement of 326.56ha). The employment land requirement should be increased further if the plan period were to be extended to 2031 as requested in representations on CS1.	Disagree with the suggestion that the employment land requirement is too low for plan period. The draft Liverpool City Region Housing and Economic Development Evidence Base Overview Study suggests that given that Halton's employment land requirement within the Joint Employment Land and Premises Study has been calculated based on rolling forward historic trends, this may potentially represent an over-representation of need.	No change required.



No.	Comment Received	HBC Comment	Change Required
		The employment land requirement stated within the evidence base has been slightly adapted to be more realistic and also to take into account the employment completions since the base date of the study in April 2008.	
3	The economy is not currently in a period of recession and was only ever in a recession for one quarter. No robust evidence is provided to suggest that the economic downturn will continue until 2015, and the employment land requirement should not be reduced by 20% to reflect economic downturn as there may be increased levels of employment land take up when the economy begins to grow again through pent-up demand.	<p>With regard to the references to the current economic recession, it is noted that the UK is no longer in a period of recession but the country is undoubtedly in a period of economic downturn as noted. The evidence regarding the recession lasting until 2015 has been taken from the Regional Economic Forecasting Panel's report State of the Northwest Economy (March 2010). Applying a reduced requirement for employment land for the initial part of the plan period is also in line with the reduced housing target of 400 units per annum for the first part of the plan period.</p> <p>Whilst the comments regarding the existence of pent up need when the economy recovers from the downturn are noted, it is felt that the inclusion of the 20% flexibility factor allows for fluctuations in demand between years. It is felt that the right balance between the current poor economic situation and planning for the future upturn has been struck.</p>	Add footnote at para 7.4 to Regional Economic Forecasting Panel's report State of the Northwest Economy (March 2010) regarding the predicted length of the economic downturn.
4	Current UDP allocations should not be	With regard to the identification of current	Include footnote under Table 3 and

No.	Comment Received	HBC Comment	Change Required
	included within the supply figures for employment land for the Core Strategy.	UDP allocations as contributing towards employment land supply, it is agreed that the suitability of existing allocations will ultimately be assessed as part of the Site Allocations DPD. However, existing employment allocations which have not been taken-up were reassessed as part of the Joint Employment Land and Premises Study and those included within Table 3 (outstanding employment land allocations at April 2010) are only those deemed suitable for future employment land use. It is agreed that this should be footnoted under Table 3 and where reference is made to currently allocated sites in policy CS4.	under policy CS4 stating that this only includes current UDP allocations which have been reassessed as being suitable for employment uses through the JELPS.
5	Policy requires the retention of all sites currently in employment use except in exceptional circumstances, however, Table 3 shows a potential surplus of employment land (if all regeneration and remodelling opportunities are taken forward). The final sentence of Paragraph 7.6 states that there are no issues with employment land supply in the Borough.	Apparent contradiction within policy noted. However, in reality it is extremely unlikely that all of the potential remodelling and regeneration opportunities will come forward and therefore it is unlikely that there will be an actual oversupply of employment land in the Borough. Table 3 does not state that there is an oversupply of employment land, merely a potential surplus, which is caveated below the table.	Amend final sentence of para 7.6 to state that if all of the remodelling and regeneration opportunities are taken forward, there could be a potential oversupply of employment land in the Borough.

## Policy CS5: A Network of Centres

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
20	0	6	0	3	3

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Policy should define small scale retail as 280 Sqm <u>net</u> in line with Sunday Trading Act 1994.	Agree policy should be amended to add clarity and to be consistent with Sunday Trading Act.	Policy wording to be amended to include "net".
2	Policy should state whether the figures are Net or Gross to avoid confusion (suggest Gross).	Figures are drawn from Halton Retail and Leisure Study (2009) and are indeed 'Gross'.	Amend policy to clarify floorspace capacities are 'gross'.
3	The term "Bulky Goods" has no specific meaning in planning terms.	Comment noted. Split taken from Halton Retail and Leisure Study (2009) which seeks to differentiate between 'high street' and 'retail warehouse' floorspace requirements, which is difficult given overlap.	Additional clarification regarding "Bulky Goods" to be added to the policy justification.
4	The Core Strategy should state clearly those sites which are committed for retail development such as East Lane (Halton Lea) extant foodstore consent.	Comment noted.	Reference to significant extant retail proposals to be included within the policy justification as background.
5	Core Strategy should support delivery of East Lane (Halton Lea) site for the	Comment noted, however, the Core Strategy makes reference to floorspace	No change required.

No.	Comment Received	HBC Comment	Change Required
	development of this foodstore to assist in the regeneration of Halton Lea town centre as a whole.	capacity in and around Halton Lea but does not seek to prejudge the subsequent Site Allocations and Development Management DPD that will identify specific sites.	
6	Policy and justification (Para 8.5) should make specific reference to need for large format convenience retail on the edge of Widnes Town Centre (especially Tanhouse Yard site).	Site is allocated in currently adopted UDP, and subject to current redevelopment proposals. The Core Strategy makes reference to floorspace capacity in and around Widnes Town Centre but does not seek to prejudge the subsequent Site Allocations and Development Management DPD which will identify specific sites.	No change required.
7	Policy should be amended in line with PPS4 Policy EC 14 to require sequential assessments of all retail proposals in excess of 200 sqm gross not within a defined town centre or allocated in the LDF.	Comment noted, however amendment would simply repeat national policy.	No change required.
8	The Council should identify a Primary Shopping Area for Widnes, which should include the site of the proposed Tesco store.	Definition of Primary and Secondary shopping frontages are considered more appropriate to the Site Allocations and Development Management DPD as boundaries will be periodically reviewed over the life of the Core Strategy.	No change required.
9	Downgrading of Runcorn Old Town centre to a District Centre may create a negative impact.	Classification as a District Centre is most appropriate given the centre's size and function and is intended to support and protect the centre rather than downgrade it. This is a technical issue and does not affect the name or branding of the centre.	No change required.

No.	Comment Received	HBC Comment	Change Required
10	Importance of independent retailers to Runcorn Old Town is not properly recognised.	Comment noted. The role of Runcorn Old Town as a focus for local independent shops, niche retailers and service providers is referred to within paragraph 13.5 of policy CS10: West Runcorn. Further detail would be included in the Runcorn Old Town SPD.	No change required.
11	All existing retail and service provision including those within rural areas, should be supported and recognised as important sources of employment.	It is not considered appropriate to place a blanket presumption in favour of the retention of all retail and service facilities, regardless of location or viability. However recognition should be given to the role that individual shops can play in supporting small neighbourhoods and rural communities. It is anticipated that further detail on the scale of retail uses that may be appropriate in out-of-centre locations will be included in the Development Management and Site Allocations DPD.	Additional clause in policy to recognise role of other small scale retail and service provision serving a purely local catchment outside of defined centres.
12	Capacity figures table should include split between convenience and comparison goods floorspace allocations as set out in this policy.	Comment noted.	Amend policy to include differentiation between convenience and comparison goods.
13	Policy should make clear whether floorspace capacity figures quoted include outstanding commitments.	Floorspace capacity figures exclude current commitments.	Make minor amendments to policy and justification wording to add clarity.
14	The floorspace capacity table should be omitted and reference simply be made to the 'Retail and Leisure Study (GVA Grimley 2009) or subsequent updates' as the retail market and therefore the development of new	It is noted that the capacity figures quoted represent a snap-shot in time and the policy contains reference that these may be revisited within the Core Strategy period, however, it is felt important to quantify the levels of floorspace that	No change required.

No.	Comment Received	HBC Comment	Change Required
	retail floorspace is dynamic, and the policy could quickly become out of date.	subsequent DPDs should be making provision for.	

## Policy CS6: Green Belt

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
22	0	9	8	8	5

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	The recognition by the Publication Core Strategy that a Green Belt review may be necessary to meet development requirements of individual communities in the plan period up to 2016 is welcomed. However, it is considered that the Core Strategy should go further and commit itself to the review. It should also set out the broad locations where Green Belt changes are likely to be required and the likely type and quantum of land releases.	Although it is acknowledged that the policy should present more detailed information regarding the likely scale and trigger mechanisms for a potential Green Belt review it is not considered appropriate to set out the broad locations where Green belt changes could occur. Where the strategic need for the release of Green Belt land is identified, then a full assessment of available and suitable Green Belt land will be undertaken as part of a Green Belt review and will be subject to public consultation.	Include further detail to policy CS6 and its justification regarding the likely scale and trigger mechanisms for a Green Belt review. This will include reference to the importance of maintaining a 5 year supply of land in Widnes/ Hale (and Runcorn) based on the level of need for the individual towns and the need to ensure that any review of potential release of Green Belt is comprehensive and would meet future housing circumstances and requirements across the Borough.
2	It is considered that the 2010 Strategic Housing Land Availability Assessment (SHLAA) significantly over-estimates the likely supply of deliverable and	A comprehensive assessment of potential housing sites has been undertaken for the SHLAA process in accordance with Government guidance. This process	No change required.

No.	Comment Received	HBC Comment	Change Required
	<p>developable housing opportunities in the period to 2016. This is particularly relevant for Sandymoor and the Daresbury Strategic Site given the past completion rates. It is also considered that the Council is being over-optimistic regarding the deliverability of the Runcorn Docks (Runcorn Waterfront) site and a number of other smaller sites. It is therefore considered that the exceptional circumstances required by PPG2 for alterations to approved Green Belt boundaries exist and land should be excluded from the Green Belt to meet the Borough's requirements in the plan period.</p>	<p>assesses annually if sites are deliverable and developable. The trigger for Green Belt review would take into consideration the need to maintain a deliverable and developable supply of housing land in accordance with the SHLAA and current Government guidance.</p> <p>A stakeholder group oversees the production of the SHLAA each year and has agreed the inclusion of sites within the report. Therefore it is not felt that the tables need to be revised.</p>	
3	<p>The draft Strategic Housing Market Assessment (SHMA) states that 43% of projected housing demand should be met north of the river. This proportion of the housing target to 2026 (8000 dwellings net) translates to 3440 dwellings. However the SHLAA only identifies sites for 3081 dwellings in Widnes in the period up to 2026. With any reasonable level of discounting for lack of deliverability and developability, the shortfall increases from 319 dwellings to over 1200 dwellings. There is therefore an urgent need to review the Green Belt to</p>	<p>A supplementary housing paper has been developed for the Halton Core Strategy 'Determining a Housing Requirement for Halton' which considers the potential need for Green Belt review. This includes consideration of the SHMA (2010) analysis and the identified supply of potential land north of the Mersey through the SHLAA. This has shown the potential mismatch between demand and supply in the latter years of the Core Strategy.</p> <p>However, the analysis included in the paper shows that there is sufficient potential identified supply for Widnes/ Hale</p>	<p>Add to the justification to the Green Belt policy regarding the existing housing land supply situation in Widnes, which can be used to broadly indicate when a review of Green Belt boundaries may be needed in order to maintain a sufficient level of supply.</p> <p>Publish housing paper 'Determining a Housing Requirement for Halton' to supplement the detail within CS6: Green Belt during the additional consultation period alongside the Revised Proposed Submission Document.</p>



No.	Comment Received	HBC Comment	Change Required
	meet the housing requirements of Widnes. Policy CS6 should be amended to require that the Green Belt should be revised to meet the development requirements of Widnes / Hale.	for in excess of 10 years with only modest deficit thereafter. It would therefore be premature for the Core Strategy to include a full Green Belt review at this time. For this reason the Core Strategy raises the issue of potential future Green Belt review to ensure adequate flexibility exists to meet and address future housing circumstances and requirements throughout the plan period.	
4	If such a need exists for a Green Belt review to be required this should be clearly established within the Core Strategy as a strategic issue. There is a need to set out the detailed approaches and mechanisms associated with a Green Belt review and a more accurate indication of potential areas of search considered suitable for release during the plan period.	Comment agreed and acknowledged.	Include further detail to policy CS6 and its justification regarding the likely scale and trigger mechanisms for a Green Belt review. This will include reference to the importance of maintaining a 5 year supply of land in Widnes/ Hale (and Runcorn) and the need to ensure that any review of potential release of Green Belt is comprehensive and would meet future housing circumstances and requirements across the Borough.
5	Since the supporting document 'Determining a Housing Target for Halton' and the Overview Study have not been published alongside the Core Strategy Proposed Submission version there appears to be a gap in the available evidence against which to consider the soundness of this policy approach.	The supporting / evidence base documents referred to were available to the Council in draft format prior to consultation of the Proposed Submission Document and hence have been used to influence the approach taken for policy CS6: Green Belt. These documents were due to be finalised and available during the consultation period; however, due to unforeseen circumstances this failed to be the case. It has now been agreed to re-	The Core Strategy Proposed Submission document alongside its supporting documentation and evidence base is to be re-published for a 6 week consultation period.

No.	Comment Received	HBC Comment	Change Required
		publish the Core Strategy Proposed Submission document, which will allow comments to be made in relation to these documents.	
6	There is concern that this proposal (Green Belt review) did not feature in the Halton Core Strategy Preferred Options Report and therefore this Proposed Submission document represents the first opportunity for stakeholders to comment on this issue.	It is correct that the Green Belt policy was not included as part of the Preferred Options document. However, it is seen to be important to set out how future housing supply in the Borough may be met and the apparent mis-match of supply north and south of the Mersey. Through the proposed approach that the Council is putting forward in the Core Strategy, interested parties would have the opportunity to comment on any future potential Green Belt Review, and any potential sites proposed to be removed from the Green Belt, through an Allocations DPD.	No change required.
7	There is currently insufficient explanation as to how and when such review would take place.	Comment agreed and acknowledged.	Include further detail to policy CS6 and its justification regarding the likely scale and trigger mechanisms for a Green Belt review.
8	The policy needs to clearly set out the steps necessary to give effect to the Green Belt Review including defining the Areas of Search on the Key Diagram and identifying potential housing sites within these areas in the Site Allocations and Development Management DPD.	It is acknowledged that additional wording is required in the policy justification to set out the likely scale and trigger mechanisms for a Green Belt Review. However, it is not for the Core Strategy to identify Areas of Search on the Key Diagram. This would need to be fully considered through the review of Green Belt land only when the housing land supply across the Borough, and more specifically in Widnes/Hale	No change required.

No.	Comment Received	HBC Comment	Change Required
		triggers, such a review.	
9	There is no reference relating to Green Belt in terms of proximity to Knowsley Metropolitan Borough Council.	Comment noted. This is a detailed matter and would be considered further as part of a potential future Green Belt review. It should be acknowledged that further details concerning the sub-regional approach to a future review of Green Belt will be included within the policy justification and the housing paper 'Determining a Housing Requirement for Halton'.	No change required.
10	Suggest that the needs and requirements of rural communities are not overlooked as part of the Green Belt review to ensure that any land release further supports the long term viability of these settlements.	The needs and requirements of the Borough's rural communities would be considered fully through a potential future Green Belt review.	No change required.
11	Consider that to restrict development to "minor infilling" within the washed over Green Belt settlements of Daresbury, Moore and Preston in the Hill is too narrow. A small group of affordable housing units would not extend to such a narrow definition. The settlement of Daresbury should be inset, rather than washed over Green Belt.	It is considered appropriate to restrict development in the Borough's rural villages to "minor infilling". This has taken into consideration the character, context and infrastructure of the villages referred to in the representation. It should however be acknowledged that paragraph 9.7 of policy CS6: Green Belt does identify that the provision for affordable housing may be necessary to maintain or enhance the sustainability of rural communities, in accordance with the principles in PPG2: Green Belt. Any proposals for such development within Halton's Green Belt villages would need to demonstrate	No change required to policy CS6: Green Belt. In line with representations made to policy CS13: Affordable Housing, include additional paragraph referring to meeting the affordable housing needs of rural communities in the justification to CS13 after paragraph 16.9.

No.	Comment Received	HBC Comment	Change Required
		specific local need. Further reference to affordable housing in rural communities is also to be included as part of CS13: Affordable Housing.	
12	Concern that the release of Green Belt land at an early stage of the plan period could potentially harm St Helen's ability to meet its own housing needs and the Council's aim of delivering urban regeneration.	Comment noted. The background paper 'Determining a Housing Requirement for Halton' will consider further the scale and effect of a potential future Green Belt review.	Publish housing paper 'Determining a Housing Requirement for Halton' to supplement the detail within CS6: Green Belt during the additional consultation period alongside the Revised Proposed Submission Document.
13	It is not clear what consideration has been taken for a sub-regional approach advocated by RSS, the LCR Overview Study, the LCR Spatial Development Plan and the need to avoid cumulative impact of Green Belt release, in line with PPG2. Would prefer the agreement of LCR and neighbouring authorities through a joint review or specific consultation, to discuss any proposed release of land from the Green Belt.	Agree that further consideration should be given to a sub-regional approach to add clarity to the policy.	Add further policy justification to clarify the approach and ensure a coordinated and strategic approach is taken when necessary.
14	The scope of any future Green Belt review should not be restricted at this stage and flexibility in both the delivery of developable land and Green Belt review is important.	It is noted that the scope of any future Green Belt review is not currently indicated in the Core Strategy. Through the addition of wording regarding the scale of Green Belt review that may be required in the future. It is considered that this will provide further detail as to the scope of any such review. However any review of Green Belt land will be undertaken as part of the	No change required.

No.	Comment Received	HBC Comment	Change Required
		evidence supporting a subsequent Site Allocations DPD (or equivalent). The delivery of developable land would be considered as part of the Green Belt to inform the Site Allocations DPD.	
15	The exception of an area to the east of LJLA from the general extent of the Green Belt is inconsistent with the reference to Hale Village in the Vision and Strategic Objectives.	Although the vision states that the Borough's Green Belt continues to provide a vital resource for current and future residents and keeping important spaces between settlements, it also refers to protecting the character of Hale Village and ensuring that any negative impacts associated with the expansion at LJLA are minimised.	Development of a Liverpool John Lennon Airport Topic Paper to supplement the policy approach being taken for the future of Liverpool John Lennon Airport.

## Policy CS7: Infrastructure Provision

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
6	0	1	0	1	0

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Clarity is sought on the general approach to the Community Infrastructure Levy (CIL) being proposed by the Council. Any CIL Charging Schedule must be prepared as a separate document (and not as part of another DPD) if the Council wishes to adopt a tariff based approach.	Comment noted. It is acknowledged that the policy should be clearer on its intended future approach with regards to CIL. It is noted that if a Charging Schedule is to be produced, this must be a separate document to any DPD. The Council has not made a firm decision on this matter and hence the policy was intended to incorporate flexibility for the ultimate future approach.	Make additions to the policy regarding the range of policy documents that could be used to secure planning obligations, these being Site Allocations and Development Management DPD, CIL Charging Schedule or Developer Contributions SPD.
2	Addition of wording regarding working with the Highways Agency, particularly with regard to the Key Areas of Change, to safeguard the performance of the Strategic Road Network.	Comments and suggested wording noted with regard to the identification and assessment of potential impacts from development proposals on the Strategic Road Network.  The Highways Agency has requested that similar wording be added to a number of	Add additional wording to policy summarising the essence of the suggested wording change regarding continuing to work with stakeholders and infrastructure providers to ensure adequate provision of infrastructure in the future. Also add further detail to the Infrastructure Plan regarding the

No.	Comment Received	HBC Comment	Change Required
		<p>policies within the plan, and it is not felt that it is necessary to include the same wording at several points through the plan. This approach has been discussed informally with the Highways Agency and they are content that the suggested wording only be included at one point in the document. It is proposed that the additional wording would be best placed within this policy (Infrastructure Provision) as this considers infrastructure needs over the plan period.</p>	<p>need to safeguard the performance of the Strategic Road Network in response to increased traffic from new developments.</p>
3	<p>Expand wording to refer to linking housing delivery to delivery of necessary infrastructure (especially water treatment infrastructure) to avoid adverse effects on European sites.</p>	<p>Suggest that this detailed reference to new water treatment infrastructure does not need to be in the infrastructure policy in the Core Strategy, and that instead it can be included within the Infrastructure Plan with suitable cross-referencing.</p> <p>It is noted that this comment replicates one of the recommendations made in the Habitats Regulations Assessment of the Proposed Submission Core Strategy.</p>	<p>No change to the Core Strategy. Add reference to the need for water treatment works to support new development and avoid adverse effects on European sites to the Infrastructure Plan supporting the Core Strategy.</p>

**Policy CS8: 3MG****Summary of Representations Received:**

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
3	0	1	0	1	0

**Summary of Key Issues:**

No.	Comment Received	HBC Comment	Change Required
1	Strengthen wording with regard to the protection of the Mersey Estuary SPA/Ramsar beyond simply "conserving" to "avoid adverse effects on the integrity..." to be in accordance with Habitats Regulations Assessment.	<p>Comment and suggested wording change noted.</p> <p>It is noted that this comment replicates one of the recommendations made in the Habitats Regulations Assessment of the Proposed Submission Core Strategy.</p>	Amend the second principle of development in policy CS8 as per suggested change.



## Policy CS9: South Widnes

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
6	0	5	4	5	2

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	To ensure compliance with the Habitats Directive the policy should include text that identifies the need to ensure that development in this area does not result in a net reduction in supporting habitat for SPA/Ramsar waterfowl.	In order to be in compliance with the Habitats Regulations, it is agreed that Policy CS9: South Widnes should be amended to ensure that development does not result in a net reduction in supporting habitat SPA/Ramsar waterfowl.  It is noted that this comment replicates one of the recommendations made in the Habitats Regulations Assessment of the Proposed Submission Core Strategy.	Amend additional criteria to 'Principles of Development' section to avoid potential adverse effects on the integrity of the Mersey Estuary SPA and/or Ramsar site.
2	The site at Tanhouse Yard, Widnes, should be identified on the South Widnes diagram.	The site referred to is part of the Widnes Town Centre area shown in Figure 9: South Widnes Diagram. More detailed matters will be dealt with as part of the Development Management process or the Site Allocations and Development Management DPD.	No change required.

No.	Comment Received	HBC Comment	Change Required
3	It is considered that CS9 does not recognise the constraints of Widnes Town Centre to accommodate retail development needs and that attention should be drawn to the strategic role which the site at Tanhouse Yard can fulfil as an edge of centre location.	The policy aims to focus retail provision in Widnes Town Centre with additional provision across the South Widnes area where appropriate. The Site Allocations and Development Management DPD will identify sites for future retail development in line with the capacity identified and in accordance with CS5: A Network of Centres for Halton.	Policy CS9 should make reference to policy CS5: Network of Centres for Halton to ensure that the Town Centre Boundary is prioritised for retail development throughout the plan period.
4	Supporting text should recognise the wider regeneration opportunities for Albert Square Shopping Centre.	Agreed that reference to the redevelopment of Albert Square Shopping Centre is potentially misleading and should be amended to include opportunities to regenerate the centre.	Amend justification to refer to potential regeneration opportunities for the Albert Square Shopping Centre.
5	Considered that new retail provision in Widnes Town Centre should be prioritised towards the Albert Square Shopping Centre.	It is agreed that Albert Square Shopping Centre occupies a key, strategic, location within Widnes Town Centre, and as part of the wider town centre boundary is one of the priority locations for retail investment. Its inclusion within the Town Centre boundary will ensure that retail investment is directed towards the Centre.	Amend policy CS9 to clarify the role of the Widnes Town Centre Boundary (as set out through policy CS5: A Network of Centres) to ensure that the area within the Widnes Town Centre Boundary is prioritised for retail development.

## Policy CS10: West Runcorn

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
9	0	2	1	2	1

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Greater commitment should be given to managing the potential impacts of pollution on the Mersey Estuary SPA / Ramsar in regard to the development of the Mersey Gateway Port. Future development of the Mersey Gateway Port and any associated channel construction or dredging activities should only be permitted subject to the completion of an environmental assessment to avoid potentially significant effects on the Mersey Estuary SPA/Ramsar.	<p>Agreed that the policy wording for West Runcorn, and more specifically the future development of the Mersey Gateway Port, needs to include a greater commitment to avoiding potentially significant effects on the Mersey Estuary SPA/ Ramsar.</p> <p>It is noted that this comment replicates one of the recommendations made in the Habitats Regulations Assessment of the Proposed Submission Core Strategy.</p>	Add additional bullet to the 'Principles of Development' and corresponding justification to ensure the avoidance of potential significant effects caused by the development of the Mersey Gateway Port, including associated channel construction or dredging activity.
2	To ensure compliance with the Habitats Directive the policy should include text that identifies the need to ensure that development in this area does not result in a net reduction in	In order to be in compliance with the Habitats Regulations, it is agreed that Policy CS10: West Runcorn should be amended to ensure that development does not result in a net reduction in	Add additional bullet to 'Principles of Development' to avoid potential adverse impacts on the integrity of the Mersey Estuary SPA and/or Ramsar site.

No.	Comment Received	HBC Comment	Change Required
	supporting habitat for SPA/Ramsar waterfowl.	supporting habitat SPA/Ramsar waterfowl.  It is noted that this comment replicates one of the recommendations made in the Habitats Regulations Assessment of the Proposed Submission Core Strategy.	
3	Additional wording requested to emphasise that the impact of new housing and employment sites (individually and cumulatively) on the operation of the Strategic Road Network (SRN) in partnership with the Highways Agency.	It is agreed that further reference to the SRN could be made in the Core Strategy, this would be most appropriate in CS7: Infrastructure Provision.	No change required to this policy. Additional wording regarding the need to continue to work with the Highways Agency to assess the impact of development on the Strategic Road Network.
4	The policy would be enhanced through reference to the Bridgewater Way Initiative and the need for works which may affect the integrity of the Canal or linkages to the towpath to be approved by the Canal owner.	Reference to the Bridgewater Way initiative would be appropriate within the Core Strategy. However, the need to consult the Canal owner for any works that might affect the integrity of the canal or linkages to the towpath should be set out within the Site Allocations and Development Management DPD.	Add reference to the Bridgewater Way Initiative in the justification.
5	The policy should include reference to alternatives to the reinstatement of the Runcorn Lock. In the event that reinstatement should proceed Peel and the Manchester Ship Canal would need to be satisfied that a number of criteria is met.	Such a reference is not considered appropriate within the policy as only the potential of reinstatement is referred to. Adding such a reference would undermine the protection of the alignment through the Site Allocations and Development Management DPD. However, it is acknowledged that more detailed wording and criteria regarding the reinstatement of the Locks should be set out within the Site Allocations and	No change required.

No.	Comment Received	HBC Comment	Change Required
		Development Management DPD.	
6	Reference should be made to the operational issues of recreational navigation on the Manchester Ship Canal.	Although the policy makes reference to recreational opportunities where commercially appropriate, it is thought that this could be made clearer through the justification.	Add additional text to the justification referring to the operational issues of navigation on the Manchester Ship Canal.
7	Concern is raised with regard to the justification in that it implies that a series of further policy documents will be required for Runcorn Waterfront. The role of the SPD in the short term and the Site Allocations and Development Management DPD in the longer term should be clarified.	<p>The Council does not see that it is necessary to distinguish the roles of the SPD and DPD in the Core Strategy. The justification to the policy is considered adequate and does not imply that a series of future policy documents will need to be produced. Any development scheme will be subject to the Development Management process and should accord with adopted planning policy documents.</p> <p>It should be noted that sites should not be allocated for development in a SPD.</p>	No change required.

## Policy CS11: East Runcorn

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
41	2	11	7	9	3

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Tables 6 and 7 (Transport Infrastructure Requirements) within this policy refers to "Delivery of spine road to link the A56 at Delph Lane with Keckwick Lane, including bridge over Bridgewater Canal and potential bus link to Daresbury Park" within Phase 2. This should be moved to Phase 1 as this piece of infrastructure is integral to the Daresbury Regional Growth Fund (RGF) bid.	The phasing of infrastructure within the Proposed Submission Core Strategy was based on the best information available to officers at the time of drafting. The RGF bid was not produced at this time. We welcome the clarification received from the private sector partner on this matter.	Amend phasing of spine road and Keckwick Lane canal bridge from Phase 2 to Phase 1 in Tables 6 and 7 under policy CS11.
2	Route of the spine road through the site and bridging points as shown in Figure 12 (Daresbury Strategic Site) are too prescriptive and will be resolved through further masterplanning, development briefs and planning applications.	It is noted that further work will be required to discern the best route for the spine road and the Council is in ongoing discussions with those parties likely to be responsible for the delivery of such strategic infrastructure. Whilst the Council do not disagree with the principle of stipulating that the route of the	Revise route of spine road on Figure 12 (Daresbury Strategic Site) within the policy following discussions and the receipt of further information from likely developers of the site. Alter the notation in the key to stipulate the new vehicular link is indicative and

No.	Comment Received	HBC Comment	Change Required
		spine road is indicative, the Council feels that the final route of the spine road cannot be left to planning application stage and detail as to the preferred location for the spine road should be included in the Core Strategy.	add further detail to the policy justification regarding the requirements for the spine road (i.e. linking A56 to A558, crossing the Bridgewater Canal south of existing Delph Lane bridge, providing the potential to link to Daresbury Park).
3	Table 7 - Quantum of employment floorspace anticipated at Daresbury SIC in Phase 1 is too low and could restrict the effective development of the area.	It is not intended that the quantum of development referred to in each phase in Table 7 will limit the amount of development that can take place. The table indicates when specific pieces of infrastructure are required in relation to the completion of development. Nonetheless, the quantum of development anticipated to come forward in Phase 1 at the SIC can be increased.	Amend total employment floorspace referred to in Table 7 to 25,000sqm to be completed in Phase 1 at Daresbury SIC.
4	<p>Disagreement with Figure 12 which depicts land currently allocated as housing land in the UDP (Reference 8045, Delph Lane East) being proposed for employment use. Additionally, the level of housing referred to within the Central Housing Area cannot be achieved without the inclusion this land.</p> <p>A supplementary plan was also submitted detailing a suggested additional area of land as a potential new housing allocation to the north of Daresbury Business Park and to the</p>	<p>Whilst it is noted there is not agreement with the proposed allocation of land to the west of the Bridgewater Canal for SIC employment purposes as set out in Figure 12, this land has been included for employment purposes in the masterplanning work undertaken through work on the Daresbury Framework dating back to 2008. It has also been indicated in previous versions of the Core Strategy that this land would now be allocated for employment purposes.</p> <p>Turning to the area proposed for housing to the south of Delph Lane, as the potential</p>	No change to Figure 12 in respect of the current UDP housing allocation site 8045 being proposed for employment use. Figure 12 to be amended to include further land to be allocated for housing to the south of Delph Lane to achieve the proposed level of housing across the Central Housing Area.

No.	Comment Received	HBC Comment	Change Required
	south of Delph Lane to facilitate the delivery of housing numbers in line with the policy.	developers do not believe it will be possible to deliver 600 homes in the Central Housing Area as proposed, it is felt that extending the housing area would help to achieve this and therefore contribute to meeting the housing requirement for the Borough.	
4	Disagreement with the proposed transport interchange at the intersection of the two railway lines in the site. The practicality and feasibility of the station in this location is not proven. A bus only interchange may be more feasible.	<p>Comment noted regarding the uncertainty of the railway station in this location. A Governance for Railway Investment Projects (GRIP) study is underway and is currently at Stage 3 (Option selection) to investigate the potential for a railway station at this location. It is hoped that the outcome of the GRIP study will soon be known.</p> <p>It is acknowledged that it will take a number of years to secure a station at this location, but it would be premature to allocate the land for another purpose. It is therefore the Council's intention to continue to safeguard this land so that the opportunity to deliver a station in the future is not lost.</p>	No change required.
5	Include reference to contributions towards improvements to the Bridgewater Canal towpath due to increased usage. This could take the form of a warden or contributions towards the ongoing maintenance cost of the towpath.	Policy CS7: Infrastructure Provision includes a broad definition of infrastructure and para 10.2 is intended to include canals and towpaths. More specific guidance on the type and mechanism for securing planning obligations will be provided in a supplementary document and in specific relation to the East Runcorn area, through	Add reference to the Bridgewater Way Initiative in the Infrastructure section of the justification to the policy. Also ensure references are included within the Infrastructure Plan supporting document to the Bridgewater Way Initiative as the appropriate vehicle for securing



No.	Comment Received	HBC Comment	Change Required
	<p>Reference should also be made to the Bridgewater Way Initiative as an appropriate vehicle to enhance the canal corridor.</p> <p>Reference should be made to the fact that any works to the canal would need to be approved by the canal owner.</p>	<p>the Daresbury SPD.</p> <p>It is agreed that the policy would be improved by including reference to the Bridgewater Way Initiative.</p> <p>However, the need to consult the canal owner for any works that might affect the integrity of the canal or linkages to the towpath are too detailed to be included in the Core Strategy and should be set out within the Site Allocations and Development Management DPD.</p>	<p>enhancements to the canal corridor.</p>
6	<p>Include reference to the appropriate scale of the marina proposed within the Central Housing Area. In order to be commercially sustainable, the marina should be the same size as the facility at Preston Brook (250 berths). Reference should also be made to appropriate complementary uses which could include a public house, Chandlery and appropriate leisure facilities.</p>	<p>Whilst the Council support the inclusion of a small marina facility for the short term mooring of inland waterways craft, it is felt that a 250 berth marina would be excessive at this location and would not serve the purpose of creating a focal point at the heart of the area's mixed use centre. Whilst it is noted that it is felt that a smaller marina facility may not be commercially sustainable, no information has been provided as to the need for an increase in berths of this scale in this area, nor that a smaller facility would not be viable.</p> <p>The marina is proposed to be in close proximity to the mixed use local centre and this would be the preferred location for any associated facilities including retail and leisure.</p>	<p>No change to the Core Strategy. Further detail on the scale of the marina and associate facilities would be provided in the Daresbury SPD.</p>

No.	Comment Received	HBC Comment	Change Required
		In terms of the appropriate scale of the Marina, it is intended that this level of detail would be contained within the Daresbury SPD.	
7	Request for an area figure for the amount of greenspace to be delivered to be included within the policy in the same way as area figures have been quoted for proposed development.	It is not felt that the addition of a figure quantifying the amount of greenspace to be delivered is a necessary addition to the policy. This level of detail will be included within the Daresbury SPD.	No change required.
8	<p>Results of the East Runcorn Sustainable Transport Study (ERSTS), particularly in relation to the operation of the Strategic Road Network and the expected traffic increase need to be included within the Infrastructure section of the policy.</p> <p>Additionally, wording should be added to para 14.11 to deal with the potential impact of developments outside of this study area that have not been considered by the ERSTS. This refers to the need to continue to work in partnership with the Highways Agency during the development of the Site Allocations DPD.</p>	<p>It is agreed that the addition of further detail from the East Runcorn Transport Study would improve the policy.</p> <p>The Highways Agency has requested that similar wording regarding assessing the potential impact of future development on the Strategic Road Network be added to a number of policies within the plan, and it is not felt that it is necessary to include the same wording at several points through the plan. This approach has been discussed informally with the Highways Agency and they are content that the suggested wording only be included at one point in the document.</p>	<p>Add a summary of the findings from the ERSTS to the Infrastructure section of the policy justification.</p> <p>No change in respect of continuing to work with the Highways Agency to policy CS11. This wording will be added to policy CS7: Infrastructure Provision.</p>
9	Questions raised over the delivery of the Strategic Site, given the large amount of infrastructure required and the associated high costs. It is also felt	Whilst it is acknowledged that the infrastructure costs are high, masterplanning work on this site has now been ongoing for a number of years and	No change required.

No.	Comment Received	HBC Comment	Change Required
	<p>that the policy falls short in terms of setting out essential infrastructure requirements. There is a need for commitment in the Core Strategy, stating that the developers are aware of their infrastructure obligations. All of these elements combined means there is a high probability that the plan could fail.</p>	<p>those involved are aware of the necessary infrastructure requirements needed to unlock certain sites within the area. CS11 does include requirements for essential facilities including shops and community facilities within the mixed use neighbourhood centre. Evidence that major parties are committed to the delivery of development at Daresbury can be evidenced by their support for the Core Strategy policy which contains the infrastructure requirements they will need to contribute towards.</p> <p>The purpose of including the infrastructure requirements within the policy is so that they form part of the policy framework to guide future expansion at Daresbury. Once adopted, the Core Strategy and the policies therein will be the framework against which planning applications are judged. This is the purpose of a plan led system to avoid the failure of the site at the planning application/implementation stages.</p> <p>The development of the Daresbury area is expected to extend over a number of decades and as such the Core Strategy policy will be supported by a Daresbury Supplementary Planning Document plus ongoing engagement with stakeholders</p>	

No.	Comment Received	HBC Comment	Change Required
		and the public.	
10	<p>The proposed level of housing at East Runcorn is out of proportion with the rest of the Borough. This is a particular issue because the area is so poorly served by infrastructure at present.</p> <p>There are brownfield sites in Widnes which have not been included in the Strategic Housing Land Availability Assessment (SHLAA).</p> <p>The villages surrounding the East Runcorn Key Area of Change will be overwhelmed by and be significantly affected by the proposed development.</p> <p>Stronger phasing is needed in the East Runcorn Key Area of Change as Sandymoor should be developed out first, before favoured sites at Daresbury such as that at Delph Lane West.</p>	<p>Whilst the comments regarding the large amounts of development in the East Runcorn area are acknowledged, the policy is clear on the required level of infrastructure needed to support the development.</p> <p>A comprehensive assessment of potential housing sites was undertaken at the start of the SHLAA process and additional sites are considered each year. Without the details and locations of the substantial sites in Widnes which the respondent refers to, we cannot comment on whether they should have been included in the SHLAA. The respondent will be contacted to ascertain which sites they are referring to and whether the sites have already been considered for housing development but excluded for some reason.</p> <p>With regard to the impact of the development on the existing villages, it is not felt that they will be unduly affected. With the provision of necessary infrastructure it is felt that the new development area will be self sufficient.</p> <p>Whilst there may be benefits to completing the development at Sandymoor before bringing forward sites at Daresbury, given</p>	No change required.

No.	Comment Received	HBC Comment	Change Required
		<p>that the development is being brought forward by the Homes and Communities Agency there are constraints on their ability to bring forward sites unlike the manner in which private house builders operate. The site at Delph Lane West between the two railway lines is allocated for housing in the Halton UDP and therefore is able to be developed at this time without the need for the allocation in the Core Strategy.</p>	
11	<p>The Core Strategy needs to identify the expected social demographic of the occupants of the 2,864 new homes and then justify why it feels that new schools are not required in the East Runcorn Key Area of Change. The Core Strategy needs to be realistic and outline where the substantial number of children from these new homes will be educated as part of its assessment of the CS11 'infrastructure' requirements.</p>	<p>Consultation has been undertaken with Halton's Provision of School Places team regarding the need for new schools or expansion of existing facilities in light of the planned development proposed in the Core Strategy. According to their forecasting, there is no need for additional school provision in the East Runcorn area. It should also be noted that although 8000 new homes are planned to be built over the plan period across the Borough, it is estimated that the population is projected to increase by 4,900 persons for the same period. New homes do not translate into an increase in population as the occupants of the new homes may already be residents in the Borough. Nonetheless, it is acknowledged that further detail could be provided within the Infrastructure Plan as to how the need for new school places is calculated and the current situation in Halton.</p>	<p>No change to the Core Strategy. Addition of detail to the Infrastructure Plan regarding how the need for school places is calculated, with specific reference to the East Runcorn area.</p>

No.	Comment Received	HBC Comment	Change Required
		<p>In addition to this, there is a reserved site for a school in the Sandymoor area which has been secured through a Section 106 agreement. This allows the Council to exercise the right to use the site to build a school when the need arises for an additional school in the area. At present, there is no such need and hence the site remains undeveloped.</p>	
12	<p>Community facilities/shops at Daresbury should be included as part of the required infrastructure to support the site.</p>	<p>Shops and community facilities are included within the policy through the requirement for a mixed use neighbourhood centre at the heart of the residential area in the development area. It is likely that the developer of the Central Housing Area will provide the retail units. It is agreed that further clarity could be provided on this matter in the Infrastructure section of the justification and additionally in the Infrastructure Plan.</p> <p>It is anticipated that further detail on the precise nature of the neighbourhood centre in terms of mix and scale of units will be provided in the Daresbury SPD.</p>	<p>Further detail to be added to the Infrastructure section of the policy (paragraphs 14.11-14.13) detailing that the developer of the Central Housing Area will be required to provide the retail and leisure units that form the centre. Also add further detail to the Infrastructure Plan regarding how the delivery of the mixed use neighbourhood centre will be secured.</p>
13	<p>Give consideration to the need for an additional junction on the M56 in the form of Junction 11A at the southern end of the East Runcorn Key Area of Change. The creation of a new junction would take some traffic load</p>	<p>Whilst the Council supports the principle of an additional junction on the M56 and it is recognised that its creation could alleviate some of the congestion and transport issues in the wider area, the Highways Agency have no plans at present to build a</p>	<p>No change to the Core Strategy required. Refer to the long term potential for Junction 11A in the Infrastructure Plan document which supports the Core Strategy.</p>

No.	Comment Received	HBC Comment	Change Required
	off Junction 11 by diverting Heavy Goods Vehicles which use the junction to access Whitehouse Industrial Estate.	Junction 11A. Funding and delivery for a potential new junction have not been secured. Only infrastructure that is deliverable should be included within the Core Strategy.	

## Policy CS12: Housing Mix

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
4	0	2	1	2	2

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	The Lifetime Homes standard should be a requirement not an option for housing developers.	Comment noted. It is felt that to require all homes to meet the Lifetime Homes standard would be too onerous, particularly as the standards relate to internal specifications which are outside of the control of the Development Management process. The encouragement in the Core Strategy policy will be supplemented by the inclusion of further detail on this matter in the Site Allocations and Development Management DPD and the Design of New Residential Development SPD. In addition to this, it should be noted that Lifetime Homes are a mandatory requirement of achieving Level 6 of the Code for Sustainable Homes which is proposed to be a requirement for all residential	No change required.



No.	Comment Received	HBC Comment	Change Required
		development in Halton from 2016 (as per policy CS19: Sustainable Development and Climate Change).	
2	The policy does not identify the specialist need for wheelchair adapted housing in the Borough.	Whilst it is noted that there is a need for adaptable housing and wheelchair accessible housing in the Borough, it is not felt that the Core Strategy is the appropriate place to refer to this requirement. The Council is in the process of finalising a Design of New Residential Development SPD which will include a section on Adaptable and Accessible Design. Further detail will also be provided in the Site Allocations and Development Management DPD. The SPD will supplement policy CS18: High Quality Design.	No change required.

## Policy CS13: Affordable Housing

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
6	0	2	2	2	2

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Questioned whether the policy will be easy to understand and implement, given the technical challenges associated with calculating a percentage of an overall scheme's residential floorspace.	The scheme proportion of affordable housing provision will be based on total residential floorspace to ensure a more precise calculation of affordable housing provision. This will also ensure that where schemes include larger market residential units the appropriate amount of affordable housing provision is delivered. Calculating 35% of the total residential floorspace is not seen to present a technical challenge for housing developers.	No change required.
2	The policy should make explicit reference to meeting affordable housing needs in the rural areas.	The affordable housing policy will be applied across the Borough including rural areas. Reference is made in paragraph 9.7 (CS6: Green Belt) to small scale development, including affordable housing, being necessary in certain instances in rural communities to meet a	Include additional paragraph referring to meeting the affordable housing needs of rural communities in the justification to CS13 after paragraph 16.9.

No.	Comment Received	HBC Comment	Change Required
		specific local need. It is acknowledged that further reference to meeting affordable housing needs in rural communities could be included in the justification to CS13.	
3	The SHMA had not been reported to the Council by the time the Publication Core Strategy had been approved and it is still not in the public arena during the public consultation period on the Core Strategy. As a result the policy and its targets cannot be said to be justified in terms of its evidence base.	The SHMA was available to the Council in draft format prior to consultation of the Proposed Submission Document and hence has been used to influence the Affordable Housing policy. The document was due to be finalised and available during the consultation period; however, due to unforeseen circumstances this failed to be the case.	The Core Strategy Proposed Submission document is to be re-published for a 6 week consultation period to allow comments to be made in relation to the SHMA.
4	If the Council wishes to deliver a single affordable housing percentage across the whole Borough, this should be set at a target of 25% with a maximum of 50% Social Rented in accordance with the Mid Market Scenario from the Economic Viability Assessment. The outcome of affordable housing provision being sought as up to 35% of the total residential floorspace, based upon the Council's own evidence-based report, is that most housing schemes in the Borough would be unviable and would not proceed.	<p>The SHMA and the Economic Viability Assessment have both recommended policy targets for the delivery of affordable housing across the Borough. Both of these studies have therefore been used to inform the Affordable Housing policy and to set a realistic requirement that can be delivered over the Core Strategy plan period.</p> <p>The policy and justification refers to circumstances where the provision of affordable housing in line with the desired level may not be viable, and how such occurrences would be dealt with by the Council.</p>	No change required.
5	The policy puts the onus entirely on the developer to prove his or her case	Proving the viability of a scheme for a developer is not seen to result in the	No change required

No.	Comment Received	HBC Comment	Change Required
	with regard to scheme viability and would result in incursion of very substantial costs in the production of evidence for almost all larger housing schemes seeking permission in the Borough. Such an outcome would be disproportionate and unnecessary.	incursion of very substantial costs. The balance between costs and revenue would be central to any development scheme, which any developer would have a clear understanding of to ensure a scheme is profitable.	

## Policy CS14: Meeting the Needs of Gypsies, Travellers and Travelling Showpeople

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
2	0	1	0	1	0

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	The criteria set out within the policy may exclude all potential sites and put the provision of such sites at odds with developable land within the Borough. The consideration of only uncontaminated sites is particularly restrictive; such sites can be successfully remediated.	The policy criteria have been developed to ensure that potential sites identified are appropriate and suitable to the needs of Gypsies, Travellers and Travelling Showpeople. With regard to the consideration of only uncontaminated sites being restrictive, the policy states that future provision would have to prove that this would not result in unacceptable living conditions. This would include successfully remediated sites.	No change required.
2	To ensure compliance with the Habitats Directive additional text should be included to ensure that sites which may lead to adverse effects on the integrity of the SPA/Ramsar site are not taken forward.	In order to be in compliance with the Habitats Regulations, it is agreed that Policy CS14 should be amended to ensure that sites which may lead to adverse effects on the integrity of the SPA/ Ramsar site are not taken forward.	Add additional bullet to ensure development would not lead to adverse effects on the integrity of the Mersey Estuary SPA and/or Ramsar site.

		It is noted that this comment replicates one of the recommendations made in the Habitats Regulations Assessment of the Proposed Submission Core Strategy.	
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## Policy CS15: Sustainable Transport

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
3	0	1	1	1	1

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	The policy needs to take a holistic approach to development in the Borough. The policy should make exceptions for employment sites and waste facility sites which do not meet the criteria of the policy but which are necessary to meet the Borough's other objectives.	Although the general sentiments of the comment are agreed with, it is for individual development proposals to take a holistic approach and balance positive and negative factors which may present themselves to come to the most appropriate conclusion. Such an approach would be determined through the Development Management process.	No change required.

## Policy CS16: The Mersey Gateway Project

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
4	0	1	0	0	1

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Policy wrongly assumes that the negative impacts come first. PPS9: Biodiversity and Geological Conservation promotes a hierarchical approach that seeks to firstly avoid harm, then to mitigate, then to compensate.	<p>It is agreed that the policy should be strengthened to ensure that it does not contravene government advice in PPS9 and the Habitats Directive.</p> <p>It is noted that this comment replicates one of the recommendations made in the Habitats Regulations Assessment of the Proposed Submission Core Strategy.</p>	Amend policy section d), Environmental Impacts, to include reference to measures needing to be sufficiently extensive for internationally important sites to enable a conclusion of no adverse effect on integrity, unless it can be demonstrated that there are both no alternatives and Imperative Reasons of Over-riding Public Interest.



## Policy CS17: Liverpool John Lennon Airport

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
14	0	7	6	2	4

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Eastern Access Transport Corridor (EATC) is considered an eyesore which would lack funding to appropriately conceal it. It is also considered to be contrary to national Green Belt policy.	The Core Strategy supports in principle the future development of the EATC subject to appropriately addressing environmental and social impacts. The LJLA Masterplan (2007) states that the EATC would be integrated into the wider landscape and any features lost would be replaced by new landscape components. Any impacts of the junction works with Speke Boulevard on the ancient woodland, Mill Wood, would be appropriately mitigated. The landscape treatment and appropriate mitigation associated with the EATC would be determined through the Development Management process and would be subject to environmental assessments.	No change required.  Development of a Liverpool John Lennon Airport Topic Paper to supplement the policy.
2	As a result of this policy the Public Safety Risk and noise levels would be	Matters relating to the Public Safety Zone, noise levels and air pollution would be	No change required.

No.	Comment Received	HBC Comment	Change Required
	significantly increased. The increased number of flights (however improved the aircraft) would mean significantly greater air pollution over Hale Village and beyond.	dealt with in accordance with national and local policy. However, it is acknowledged that further details and consideration of these impacts should be given through the Core Strategy. It is therefore proposed that a Topic Paper will be developed to support policy CS17: Liverpool John Lennon Airport and to provide further information of the future development and expansion impacts for residents of Hale Village.	Development of a Liverpool John Lennon Airport Topic Paper to supplement the policy.
3	The policy fails to adopt an integrated approach to sustainable development, in particular it is written on the basis that a runway and access road should be accommodated whatever the extent of their environmental impacts.	Although the policy is intended to adopt an integrated approach to sustainable development and states that future development and expansion of LJLA should demonstrate that it is in accordance with Halton's Sustainable Development Principles, it is agreed that this should be given more emphasis.	Move text to be included in the section entitled environmental and social impacts to the beginning of the policy and give more emphasis to future development and expansion of LJLA demonstrating that it is in accordance with Halton's Sustainable Development Principles.
4	The policy is unclear on what the noise and air pollution implications would be.	The LJLA Masterplan includes an in depth analysis of the implications of the future development and expansion of the airport would be. However, it is acknowledged that further details and consideration of these impacts should be given through the Core Strategy. It is therefore proposed that a Topic Paper will be developed to support policy CS17: Liverpool John Lennon Airport.	Development of a Liverpool John Lennon Airport Topic Paper to supplement the policy.
5	Considered that appropriate environmental assessments of the proposed infrastructure need to be undertaken prior to commitments	It is agreed that appropriate environmental assessments need to be undertaken for the future development and expansion of the airport.	Re-order and amend policy to give a greater emphasis to ensuring that measures to enhance positive, and mitigate and alleviate negative

No.	Comment Received	HBC Comment	Change Required
	being made to support them.		environmental and social impacts are demonstrated.
6	Reference to public safety risk, and particularly that of Hale residents, is given low priority through the policy.	The Council disagrees with the comment that low priority is given to Hale residents, the bullet points expressed in the policy are to be read as a whole with all being of equal importance in their own right. However, the Council has considered this and other relevant representations received and has re-drafted the policy to emphasise the importance of ensuring that negative social (and environmental) impacts associated with the potential future development and expansion of LJLA are appropriately addressed.	Re-order and amend policy to give a greater emphasis to ensuring that negative social and environmental impacts associated with the potential future development and expansion of LJLA are appropriately addressed.
7	If the predictions of passenger numbers (as expressed in the policy) are not realised for reasons out of the airport owner's control, the result would be that the Mersey Estuary shore being unnecessarily spoiled.	The Core Strategy policy sets out the policy framework should the special circumstances, including the commercial circumstances, for the Airports expansion be realised.  Ultimately, whether the airport company decides to implement the runway extension will be a commercial matter and investment would not take place if it would not be required or result in an acceptable level of return.	No change required.
8	The Airport Company requests the inclusion of a policy within the LDF aimed at preventing development of off-airport car parks which would undermine the Airport Surface Access	Comment acknowledged. The consideration of a policy relating to off-airport car parks will be more appropriate for inclusion within the Site Allocations and Development Management DPD and / or	No change required.

No.	Comment Received	HBC Comment	Change Required
	Strategy.	the Transport and Accessibility SPD.	
9	There is no evidence to support the fact that the UK economy would benefit significantly from low cost holiday travel or evidence to show how the development of businesses in new and existing sectors throughout the UK would be stimulated by it.	The Future of Air Transport White Paper (referred to in the policy justification) acknowledges the importance of the future growth of air travel for national and regional economic prosperity and to deliver economic and social benefits throughout the UK. The Airport Operators Association report (referred to in the policy justification) have also recognised the significance of aviation's role in the UK economy and stimulating the development of businesses in new and existing sectors throughout the UK. The report states that aviation is an important sector, representing 1.5% of the UK economy. It earned the UK £18.4 billion in 2007 and provided employment for 234,000 people.	No change required.
10	Policy wording should be strengthened to make clear the high standards required to be achieved in order for mitigation to be deemed acceptable, 'reduce or alleviate' effects may not be sufficiently stringent to meet the requirements of the Habitats Directive.	To ensure that the adverse effects on Natura 2000 sites are avoided, it is agreed to strengthen the policy wording.  It is noted that this comment replicates one of the recommendations made in the Habitats Regulations Assessment of the Proposed Submission Core Strategy.	Add additional paragraph to the policy with respect to internationally important habitats and ensuring measures needing to be sufficiently extensive to enable a conclusion of no adverse effect on integrity unless it can be demonstrated that there are both no alternatives and Imperative Reasons of Over-riding Public Interest.
11	It is considered that the risk to public safety in Hale village posed by the policy is too high.	Matters relating to the Public Safety Zone will be dealt with in accordance with national and local policy. However, it is acknowledged that further details and	Development of a Liverpool John Lennon Airport Topic Paper to supplement the policy.

No.	Comment Received	HBC Comment	Change Required
		consideration of these impacts should be given through the Core Strategy. It is therefore proposed that a Topic Paper will be developed to support policy CS17: Liverpool John Lennon Airport and to provide further information of the future development and expansion impacts for residents of Hale Village.	
12	The policy is considered contrary to its Vision and Strategic Objectives with regard to the Green Belt enabling an important space between settlements and protecting the character of Hale Village.	Although the Vision states that the Borough's Green Belt continues to provide a vital resource for current and future residents and keeping important spaces between settlements, it also refers to protecting the character of Hale Village and ensuring that any negative impacts associated with the expansion at LJLA are minimised.	Development of a Liverpool John Lennon Airport Topic Paper to supplement the policy.
13	Area to the south of Bailey's Lane is seen to merit designation as an Area of Significant Landscape Value. This resource would be lost if the policy were adopted.	<p>It is acknowledged through the LJLA Masterplan (2007) that the character of this area would be preserved through the proposed extension to the Coastal Reserve (Plan 5 of the Masterplan). Throughout the Coastal Reserve, a long term habitat creation and landscape management scheme would preserve habitat and biodiversity, and incorporate management measures to ensure the long term sustainability of the landscape and ecological mitigation works.</p> <p>It is acknowledged and agreed that further details and consideration of the landscape</p>	<p>Inclusion of reference to the landscape value of the land south of Bailey's Lane and the proposed Coastal Reserve extension in the policy justification.</p> <p>Development of a Liverpool John Lennon Airport Topic Paper to supplement the policy.</p>

No.	Comment Received	HBC Comment	Change Required
		value of this area should be given through the Core Strategy.	
14	While the Masterplan process has been endorsed by the DfT, and the DfT were sent a copy of the published version of the Master Plan, the document was never officially endorsed by the DfT.	Comment acknowledged.	Delete final sentence of paragraph 20.1.
15	The Liverpool John Lennon Airport diagram should be amended to show the spur road from the EATC to the Oglet ('World Cargo Centre') as shown in the LJLA Master Plan.	Figure 14: Liverpool John Lennon Airport Diagram supports the potential delivery of the Eastern Access Transport Corridor (EATC), however, the 'spur' road as referred to in the representation is not a strategic issue for the Core Strategy. This constitutes part of the Area of Search for Green Belt release and would therefore be considered through a Site Allocations DPD (or equivalent) and the Development Management process. It should be acknowledged that planning new transport links requires careful consideration in accordance with DfT Circular 01/2010: Control of Development in Airport Public Safety Zones.	No change required.

## Policy CS18: High Quality Design

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
4	0	1	0	1	1

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Criteria for Lifetime Homes and Wheelchair Accessible Housing should be a requirement in the policy.	Agree with the importance of the Lifetime Homes standard and wheelchair accessible housing in meeting the current and future needs of the Borough. However, a requirement for residential development to achieve these standards would be more appropriate within the Site Allocations and Development Management DPD, with additional guidance set out through the Design of New Residential Development SPD. In addition to this, it should be noted that Lifetime Homes are a mandatory requirement of achieving Level 6 of the Code for Sustainable Homes which is proposed to be a requirement for all residential development in Halton from 2016 (as per policy CS19: Sustainable Development and Climate Change).	No change required.

2	Link should be made in this policy to the Halton Landscape Character Assessment.	It is agreed that a link should be made through the justification to the Landscape Character Assessment.	Add link to the Landscape Character Assessment to the justification.
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## Policy CS19: Sustainable Development and Climate Change

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
4	0	0	0	0	0

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Recommend that the policy adopts assessment criteria to standalone renewable energy projects in order to be consistent with advice in PPS22: Renewable Energy and to enable proper consideration of impacts.	Whilst the Companion Guide to PPS22 sets out that it would be likely that there are two different policy areas in the plan to cover standalone renewable energy schemes and the integration of renewable energy into new development, it goes on to state that this would most probably be contained in an energy development policy document within the LDF. The role of the Core Strategy is therefore to provide an overarching policy which clarifies the importance of these two policy areas in addressing the objectives of the local planning authority. In order to be consistent with PPS22 and its Companion Guide, the Halton Core Strategy Proposed Submission Document, policy CS19: Sustainable Development and Climate Change, sets	No change required.

No.	Comment Received	HBC Comment	Change Required
		<p>out the strategic principles which will be used to guide future development across the Borough including for standalone renewable energy schemes. Detailed criteria-based policy relating to standalone renewable energy schemes and the integration of renewable energy into new development will be set out within the Site Allocations and Development Management DPD, and supported by a Sustainable Development and Climate Change SPD.</p>	
2	<p>The Core Strategy should also recognise that the Mersey Tidal Power project would have economic benefits for Halton, the rest of Merseyside, West Cheshire and the Northwest Region as a whole.</p>	<p>The economic benefits of the Mersey Tidal Power Project are considered to be a detailed matter that would not be necessary for inclusion within CS19: Sustainable Development and Climate Change. It is also acknowledged that further evidence based work is still ongoing to detail and quantify the economic benefits for the Liverpool City Region of the Mersey Tidal Power project. As the representation acknowledges, Halton Borough Council has expressed its support for sub-regional developments which contribute to the production of renewable energy, including the Power from the Mersey project subject to the management and mitigation of any identified environmental impacts.</p>	No change required.
3	<p>Additional consideration should be given to the economic viability of</p>	<p>The subject of economic viability is considered to be appropriately addressed</p>	No change required.

No.	Comment Received	HBC Comment	Change Required
	sustainable design, alongside the other pressures on new development, for example affordable housing and/or infrastructure charges.	<p>in the policy justification. It is for the developer to prove if a development scheme is unviable when considered alongside other requirements. Further consideration of the economic viability of developments will be included in the Developer Contributions DPD (or equivalent).</p> <p>The requirement for Code for Sustainable Homes Levels 3 and 4 was incorporated in to the Halton Economic Viability Assessment as a requirement for new homes in the Borough.</p>	
4	Reference should be made in the policy to the Local Brownfield Strategy.	It is agreed that reference should be made to the Local Brownfield Strategy and its findings, however, this would be more appropriate within CS23: Managing Pollution and Risk.	Inclusion of reference to the Local Brownfield Strategy within CS23: Managing Pollution and Risk.

## Policy CS20: Natural and Historic Environment

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
4	0	1	1	1	1

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	The policy should identify that a balance needs to be achieved between the conservation of the Borough's natural and historic assets and the Borough's other strategic objectives.	The representation received relates more to issues that may occur on a specific site and not a general principle. This would therefore be dealt with through the Development Management process.	No change required.
2	The policy should conserve and enhance the strength of landscape character unless doing so conflicts with other key objectives of the Core Strategy.	The strength of landscape character and condition as informed through the Landscape Character Assessment will be conserved and enhanced in accordance with the approach set out in CS20: Natural and Historic Environment.  Site specific issues should be determined through the Development Management process, in accordance with the Halton Core Strategy (once adopted) and the wider LDF.	No change required.



## Policy CS21: Green Infrastructure

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
4	0	1	1	1	1

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Suggested that the Council recognises the potential of Widnes Golf Course for residential development. The site is seen to be developable and sustainable provided that the loss of green infrastructure is mitigated. However, it is recognised that the Core Strategy may not be the appropriate place for the final decision on the future of the existing Golf Course. The decision should be taken as part of the Site Allocations DPD.	As the representation has concluded the Core Strategy is not the appropriate vehicle to determine the likely future of the Golf Course. The development potential of the Golf Course to meet future housing needs would only be considered and determined through evidence base documents including the Strategic Housing Land Availability Assessment (SHLAA), the potential future Green Belt review and a review of greenspace in the Borough. These evidence base documents would then inform a Site Allocations DPD or equivalent.	No change required.
2	The policy should include a target hectareage total for delivery of provision for green infrastructure in replacement of the standards for	The justification for CS21 acknowledges that the standards for Provision for greenspace/ green infrastructure shown in Table 10 were developed through Halton's	No change required.

No.	Comment Received	HBC Comment	Change Required
	provision for greenspace/ green infrastructure.	Open Space Study which did not take account of the changing approach from open space to the wider green infrastructure network. As such the standards will be updated through the forthcoming Green Infrastructure Strategy for Halton. This Strategy would be the most appropriate place for the development of a target hectarage total for the delivery of provision for greenspace/ green infrastructure.	
3	The provision of green infrastructure is fundamental to changing the perceptions of the Borough as a whole, especially in key areas located within the existing urban centres. However, funding for such infrastructure is considered to be potentially problematic. Exchanging Greenfield for Brownfield land may be one way to achieve this. The Core Strategy should include reference to the exchange concept (HCA study).	Comment acknowledged. It is considered that reference to the Greenfield/ Brownfield exchange concept would be appropriate for inclusion in the Infrastructure Plan.	Inclusion of the Greenfield/ Brownfield exchange concept in the Infrastructure Plan.

## Policy CS22: Health and Well-Being

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
1	0	0	0	0	0

### Summary of Key Issues:

- No issues of note.



## Policy CS23: Managing Pollution and Risk

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
4	2	1	1	1	1

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Soft-end or green uses for contaminated sites should be a last resort as contaminated land will not be remediated otherwise	It is recognised that some sites may be too contaminated to provide usable and safe soft end uses. Soft-end / green uses are already referred to in the policy only where it is not possible to achieve the full remediation of a site and therefore it would be a last resort.	No change required.
2	The policy is not consistent with Planning Policy Statement 23: Planning and Pollution Control, which states: "A failure to allocate commercially viable end uses to contaminated sites will result in the sites not being remediated."	Allocation of sites is a matter for the Site Allocations DPD, not the Core Strategy. It is acknowledged that not allocating contaminated sites for alternative uses may result in them not being remediated, however the sites being allocated for new uses must also be deliverable. Contamination issues may limit a site's ability to be allocated for an alternative use within another Development Plan Document.	No change required.

No.	Comment Received	HBC Comment	Change Required
3	The Core Strategy should include a separate policy on contaminated land as it did at the Preferred Options stage.	It is not felt that a separate policy on the issue of contaminated land is needed within the Core Strategy. Whilst it is acknowledged that a separate policy on the issue was included within the Preferred Options Core Strategy, in hindsight it was felt that much of this policy repeated national guidance and was not needed within Halton's Core Strategy. The priority of the policy as drafted is to remediate sites. It should be acknowledged that further consideration of the remediation of contaminated land will be addressed through the wider LDF and in particular the Site Allocations and Development Management DPD.	No change required.

## Policy CS24: Waste

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
3	0	1	1	1	1

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	In addition to the specific provisions in this policy, reference should be made to encouraging the use of waste to produce renewable energy.	Comment acknowledged. The encouragement of waste to produce renewable energy is being dealt with through the Merseyside and Halton Joint Waste DPD.	No change required.
2	Considered that the policy should balance the needs of development against the strategic benefits of providing waste facilities.	Balancing the impacts of development against the strategic benefits of providing waste facilities should be determined through the Development Management process and in accordance with the Joint Merseyside and Halton Waste DPD (Joint Waste DPD) and the Halton Core Strategy. In any event, waste management facilities are required to minimise the impacts on the environment and the communities of the Borough.	No change required.
3	Object to inclusion of safeguarding waste facilities, this should be	The inclusion of the word 'safeguard' in point one of the policy is aligned with the	No change required.

No.	Comment Received	HBC Comment	Change Required
	removed from the policy. The decision on whether waste sites should be safeguarded from other development uses is being considered through the Joint Waste DPD, the Core Strategy should not include a policy which pre-determines the policy approach of this DPD. In any event, object to the safeguarding of sites, as this approach is inflexible, and where there are changes in the wider economic and policy conditions this can result in sites becoming undevelopable.	Joint Waste DPD and will maintain flexibility through ensuring that this is delivered 'where appropriate' which would, if justified, include the implications of wider economic and policy conditions.	
4	Recommended that the policy states that recycling facilities that feature methods of treatment higher up the waste hierarchy should be supported over less sustainable methods and facilities such as landfill and incineration.	The Council through promoting sustainable waste management supports methods which are higher up the waste hierarchy. This is determined through the Joint Waste DPD.	No change required.

**Policy CS25: Minerals**

**Summary of Representations Received:**

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
1	0	0	0	0	0

**Summary of Key Issues:**

- No issues of note.

## Supporting Document A - Infrastructure Plan

### Summary of Representations Received:

Number of individual comments received on policy	Not Legally Compliant	Unsound	Unsound because it is not...		
			Justified	Effective	Consistent with National Policy
2	0	0	0	0	0

### Summary of Key Issues:

No.	Comment Received	HBC Comment	Change Required
1	Wording should be added to para. 4.6 (Highway Network) regarding the need for further consideration of the impacts of new development on the existing and proposed networks and the requirements for further infrastructure to support new development, during the production of the Site Allocations DPD. This is with particular regard to the M56 and the M62.	Comment noted.	Wording to be added as suggested to the Infrastructure Plan.

**REPORT TO:** Executive Board

**DATE:** 31<sup>st</sup> March 2011

**REPORTING OFFICER:** Strategic Director – Children and Young People

**SUBJECT:** School Admission Arrangements 2012

**WARDS:** Borough-wide

### **1.0 PURPOSE OF THE REPORT**

- 1.1 This report fulfils the requirement under the School Standards & Framework Act 1998, the Education Act 2002, The Education & Inspections Act 2006, and associated regulations, to determine Halton Local Authority's (LA's) School Admissions Policy for LA maintained community and voluntary controlled schools, and coordinated admission schemes for all primary and secondary schools for September 2012 following statutory consultation.
- 1.2 In addition to managing the admission of children to reception class in primary school and the transfer of pupils from primary to secondary school, the Government also requires Local Authorities to manage the In-Year Admissions process for children moving between schools during the academic year. This commenced in September 2010 and a consultation paper was issued alongside the above consultation paper seeking views on an appropriate model.

### **2.0 RECOMMENDATION: That**

**(1) The Board approves the School Admissions Policy, Admission Arrangements and co-ordinated schemes for admission to primary and secondary schools for the 2012/13 academic year; and**

**(2) The Board approves the continuation of the current In-Year Co-ordinated Admissions Scheme as statutorily required.**

### **3.0 SUPPORTING INFORMATION**

- 3.1 In January 2011 Halton LA issued a statutorily required consultation paper on the proposed admission arrangements and coordinated admission schemes for the September 2012 intake (attached as Appendix 1), and its proposal to continue with the current In-Year Co-ordinated Admissions Scheme (attached as Appendix 2). Details of the consultation were published in the local press, made available on the Council's website, and issued to the head teachers and governing bodies of all nursery, infant, junior, primary and secondary schools, the four Diocesan Authorities responsible for voluntary aided schools in

Halton, and neighbouring authorities. Following prior consultation and agreement with the four Diocesan Authorities, the LA also facilitated an on-line admissions consultation process for all Church of England and Catholic Voluntary Aided Schools, enabling them to consult on their proposed admission arrangements for the 2012 academic year along with the LA's proposed arrangements.

- 3.2 The consultation ran from 4<sup>th</sup> January 2011 until 28<sup>th</sup> February 2011 and proposed no changes to the current oversubscription criteria for admission to LA maintained community and voluntary controlled primary schools, and no change to the current oversubscription criteria for admission to LA maintained community schools. One response to the consultation was received from the Governing Body and Senior Leadership of Wade Deacon High School (attached as Appendix 3) requesting that the zoning arrangements for Widnes High Schools (The Bankfield and Wade Deacon) be disbanded and replaced with the previously operated oversubscription criteria of criteria 1) Children in Public Care, Criteria 2) Siblings, Criteria 3) Distance.
- 3.3 Members will recall that the proposal to introduce zoning arrangements in Widnes arose from the extensive public consultation exercise undertaken by the LA in regard to closing Fairfield High School and expanding Wade Deacon High School as part of the School Organisation process, thereby ensuring that those residents in the east of Widnes (previously served by Fairfield High School) did not have to pass two secondary schools to access educational provision in the west of Widnes (the zoning arrangements are attached as Appendix 4). The LA would not wish to return to the previously operated system but the proposal by Wade Deacon is included for Members to consider.
- 3.4 The consultation advised that there would be no individual response to any submission made, but any responses submitted would be considered by the Halton Admissions Forum, and subsequently by the Council's Executive Board.
- 3.5 There are a number of points raised within the consultation response from Wade Deacon and the points raised are addressed below:
  - The concept of zoning does not go against the spirit of the School Admissions Code. Zoning is recognised within the Code as a fair oversubscription criteria. In determining the zones, the LA consulted widely upon the proposed arrangements and officers worked closely with elected members to ensure that the zones reflected the diversity of the community served by the schools.
  - The LA sought confirmation from central government that operating catchment zones in Widnes and a different set of oversubscription criteria in Runcorn was permitted, and this was confirmed, providing that the admission authority consulted upon



its proposals which Halton did extensively (and received commendation from the Department on its extensive consultation in this regard).

- Parents across Halton have the opportunity to express up to three school preferences regardless of whether they live within or outside of a particular school's catchment zone. For clarification, parents/carers in any authority do not have the right to simply choose a school, what they do have is the choice to express a preference for a school, following which their preferences are assessed against the relevant criteria, and Halton's arrangements allow for this. The attached Co-ordinated Secondary Scheme confirms to parents that they are not guaranteed a place at the school within whose catchment area they reside, and along with all other parents/carers in Halton they are required to complete a preference form which allows them to express up to three preferences.

3.6 The Halton Admissions Forum met on 1st March 2011 to consider the Admissions Policy, and Primary, Secondary and In-Year co-ordinated schemes, and agreed that Halton's current arrangements comply with the Code, and reflect the diversity of the community served by the schools.

3.7 The LA as commissioner of school places must ensure that the admission arrangements are fair, not complex, and fully comply with all statutory requirements. The arrangements currently in operation and proposed for continuation for the 2012/13 academic year reflect those requirements.

#### **4.0 POLICY IMPLICATIONS**

4.1 The Admissions Policy has been drawn up to maximize parental preference for Halton LA maintained community and voluntary controlled schools, and responds to the parental representations made at the time of the initial School Organisation and Building Schools for the Future consultations. The oversubscription criteria contained within the Policy reflect the criteria which are considered good practice and acceptable by the Department for Education.

4.2 The continued use of catchment zones for Widnes secondary schools does not remove the right of parents/carers to express a preference for any school. Parents/carers must complete an application form regardless of which catchment zone they live in, where they will have the opportunity to express a preference for any school. If the school of preference is undersubscribed then all applications will be successful. If the school is oversubscribed then the oversubscription criteria will be applied and places allocated in accordance with the criteria.

## **5.0 OTHER IMPLICATIONS**

- 5.1 As a result of the introduction nationally of the equal preference scheme, admissions authorities (the Local Authority for community and voluntary controlled schools and governing bodies for aided schools) have seen a significant increase in the volume of work undertaken in managing and administering the equal preference admissions process. In real terms the workload for admission authorities has trebled. Local Authority officers have worked collaboratively with school governors to ensure the admissions process and admissions criteria are compliant with the Department for Education School Admissions Code of Practice, and that places are allocated in accordance with the published criteria.

## **6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

### **6.1 Children and Young People in Halton**

The proposed policy complies with statutory requirements in ensuring that the admission arrangements are fair and do not disadvantage, either directly or indirectly, a child from a particular social or racial group, or a child with disability or special educational needs, thereby ensuring that the educational provision for children & young people in the borough is inclusive and accessible.

### **6.2 Employment, Learning and Skills in Halton**

Educational achievement is critical to the life chances of all children in the borough and the School Admissions Policy detailing school admission arrangements in Halton underpins the requirement to promote fair access to educational opportunity.

### **6.3 A Healthy Halton**

The School Admissions Policy is aligned to the Council's Sustainable School Travel Policy which promotes and supports measures that encourage local communities to use environmentally sustainable forms of travel, especially walking, cycling, and public transport.

### **6.4 A Safer Halton**

The alignment of the School Admissions Policy and the Sustainable School Travel Policy promotes the safe travel and transfer of pupils to school.

### **6.5 Halton's Urban Renewal**

The proposed admissions policy reflects the school reorganisation programme intended to ensure that 21<sup>st</sup> century provision is in place across both the primary and secondary sectors.

## **7.0 RISK ANALYSIS**

- 7.1 The admission arrangements and co-ordinated schemes are proposed to maximise parental preference for Halton schools. Any amendment to the current arrangements at this time may reduce parental preference and lead to an increased number of admission appeals, adversely affecting the intake at some schools. Furthermore, any amendments may affect the LA's School Organisation planning.

## **8.0 EQUALITY AND DIVERSITY ISSUES**

- 8.1 The proposed admission arrangements reflect the equality and diversity requirements of the Race Relations Act 1976 (as amended by the Race Relations (Amendment) Act 2000), the Sex Discrimination Act 1975, the Disability Discrimination Acts 1995 and 2005, and the Equality Act 2006

## **9.0 REASON(S) FOR DECISION**

- 9.1 The decision is statutorily required and any revision to the proposed arrangements may adversely affect school place planning as detailed in 7.1 above.

## **10.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

- 10.1 Other options considered and rejected include the allocation of places through random allocation (lottery) as this method could be seen as arbitrary and random.

## **11.0 IMPLEMENTATION DATE**

- 11.1 The Policy applies for the September 2012 academic intake and will apply for 3 years unless further central or local government changes are required.

**12.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

<b>Document</b>	<b>Place of Inspection</b>	<b>Contact Officer</b>
<b>School Admissions Code of Practice</b>	<b>Children &amp; Young People's Directorate</b>	<b>Martin West</b>
<b>School Standards &amp; Framework Act 1998</b>	<b>Children &amp; Young People's Directorate</b>	<b>Martin West</b>
<b>Education Act 2002</b>	<b>Children &amp; Young People's Directorate</b>	<b>Martin West</b>
<b>Education &amp; Inspections Act 2006</b>	<b>Children &amp; Young People's Directorate</b>	<b>Martin West</b>



**HALTON LOCAL AUTHORITY SCHEME:  
CO-ORDINATION OF ADMISSION ARRANGEMENTS FOR  
SECONDARY SCHOOLS – 2012/13 ACADEMIC YEAR**

- 1.0** This document is intended to fulfil the statutory requirements for admissions into year 7 at secondary schools.
- 2.0** The Co-ordinated Secondary scheme applies to the following schools in Halton. The number in brackets denotes the proposed Published Admission Number for 2012, but may alter in the light of the Secondary Reorganisation Programme. Parents requiring further details should contact the LA direct.

Ormiston Bolingbroke Academy (180)	Academy
The Heath School (240)	Proposed Academy
Saints Peter & Paul Catholic College (289)	Voluntary Aided
St Chad's Joint Faith Catholic & CE High School (190)	Voluntary Aided
The Bankfield (190)	Community
The Grange (180)	Community
Wade Deacon High School (300)	Community

Halton Local Authority (LA) is the Admission Authority for the three community high schools, and for the two voluntary aided schools, and academies the Governing Body is the admission authority.

- 3.0** Halton residents will be given the opportunity to complete a common preference form and express a preference, with reasons, for up to 3 secondary schools using this form. The LA must invite applications on the preference form and the preference form must comply with mandatory provisions and the requirements of the DfE School Admissions Code. This form is also available on-line and parents are encouraged to apply for a school place via the Halton Borough Council website at [www.halton.gov.uk](http://www.halton.gov.uk). Parents/carers should only complete one application form and preferences may include Halton schools and schools maintained by other LAs.
- 4.0** Admission authorities (the LA for community and voluntary controlled schools, and governing bodies for voluntary aided and academy

schools) **must** ensure that their determined admission arrangements comply with the mandatory provisions of the School Admissions Code. All admission authorities must operate an Equal Preference Scheme. Within an equal preference scheme all preferences are considered against each school's published admission criteria. After all preferences have been considered, if only one school named on the preference form can offer a place, the LA will send out an offer of a place. If more than one school can offer a place, parents will be offered a place at whichever of those schools is ranked highest on the preference form. This may not be the first preference school. If a school becomes oversubscribed then places will be allocated in accordance with the oversubscription criteria (see paragraph 6.0).

## **5.0 APPLYING FOR A SECONDARY SCHOOL PLACE FOR SEPTEMBER 2012**

- 5.1** Halton LA publishes an "Admission to Secondary School" booklet (a Composite Prospectus). The preference form will be contained within this booklet and the booklet will be issued to all year 6 pupils attending Halton Primary Schools and Halton resident pupils who attend schools in other LAs, and will be available at the 4 Halton Direct Link Offices, Halton Libraries, on line via the council's website, and from the Child Place Planning Team. The booklet will be issued at the start of the Autumn Term, **September 2011**, and the on-line form will be available at the same time.
- 5.2** The preference form will seek three preferences in ranked order (regardless of which LA the school preferences are for). Halton residents whose child(ren) attend a Halton Primary School must return the form to Halton LA no later than **Monday 31<sup>st</sup> October 2011**. Halton residents whose children attend primary schools in other authorities must return the form direct to Halton LA no later than **31<sup>st</sup> October 2011**. On-line forms must also be submitted by this date.
- 5.3** Halton resident parents may request information (a prospectus) regarding schools in neighbouring LAs but **must** complete their preferences on the Halton form. Halton LA will work with its neighbouring authorities: Cheshire, Warrington, Liverpool, Knowsley, St Helen's, together with any other admission authority where a parent has applied for a school place.
- 5.4** On-Line Admissions: LAs are required to have a facility for parents to apply on-line for a secondary school place. This facility is in place for Halton residents via Halton Borough Council's website at [www.halton.gov.uk](http://www.halton.gov.uk) and on-line applications will be dealt with along with all other applications.
- 5.5** Halton LA will record all preferences on the admissions database, including those received from neighbouring LAs whose children are

seeking a place at a Halton School and will forward, week beginning **14<sup>th</sup> November 2011**, details of all first, second, and third preferences for admission to aided schools, for consideration in accordance with their published admission criteria.

- 5.6** The governing bodies of all Voluntary aided schools should note that they must treat first, second, and third preferences equally against their admission criteria and **must** notify the Child Place Planning Team by Friday **16<sup>th</sup> December 2011** which pupils have been offered places and which have been declined and indicate under which criteria the children have been admitted/declined.
- 5.7** When all preferences have been considered Halton LA will notify Halton residents of their child's allocated school, regardless of whether the school is a Halton school, or a school in a neighbouring LA. These notification letters will be sent on **1st March 2012** together with details of the appeal process if applicable.

## **6.0 OVERSUBSCRIPTION CRITERIA**

**6.1** For admission to the community secondary schools in Widnes (The Bankfield and Wade Deacon) for the September 2012 intake, if a community school in Widnes becomes oversubscribed places will be allocated in accordance with the following criteria:

- 1) Children in Public Care – children who are subject to a care order, or are accommodated by the Local Authority
- 2) Children who are resident within the designated catchment zone of the school
- 3) Siblings - pupils with elder brothers or sisters including half brothers and sisters and unrelated children living together as part of the same household, already attending the school and expected to continue in the following year
- 4) Pupils living nearest to the school measured using an Ordnance Survey address-point system which measures straight line distances in metres from the address point of the school to the address point of the place of permanent residence of the pupil

Parents living within a particular catchment zone are not necessarily guaranteed a place at the school within the catchment zone. Generally there are sufficient places for all children living in a school's catchment zone. However, parents must still complete their home LA's preference form and express a preference (or preferences) along with all other parents. If the school is oversubscribed then the criteria detailed above will be applied. Parents may express a preference for a school other than their catchment school, but must do so on their home LA's preference form.

**6.3** The LA will administer the admission of places to Ormiston Bolingbroke and The Heath School and if the schools become oversubscribed places will be allocated in accordance with the following criteria:

- 1) Children in Public Care – children who are subject to a care order, or are accommodated by the Local Authority
- 2) Siblings – pupils with elder brothers or sisters including half brothers and sisters and unrelated children living together as part of the same household, already attending the school and expected to continue in the following year
- 3) Pupils living nearest to the school measured using an Ordnance Survey address-point system which measures straight line distances in metres from the address point of the school to the address point of the place of child's permanent residence of the pupil.

**6.4** For admission to The Grange in Runcorn (community all through school), as this is an all through school, pupils already attending The Grange in year 6 will automatically transfer to year 7 in the School and children will not be required to complete a preference form. If, after all year 6 pupils have moved up to year 7, any places remain, other applicants will then be considered and places will be allocated in accordance with the criteria detailed in 6.3 above. If parents of year 6 pupils already attending The Grange wish to seek admission to an alternative secondary school in year 7 they must request from the LA a preference form which must be completed and returned to the LA by the closing date. Alternatively they may apply on-line within the timescale.

**6.5** For admission to community schools in Widnes and Runcorn the following notes apply:

a) Children who have a statement of special educational needs will be allocated a place at the school named in the statement. If this happens this will reduce the number of places available within any of the oversubscription criteria detailed above.

b) If oversubscription occurs within any one of the above criteria, places will be allocated on distance grounds as described within the distance criteria above.

c) Where applications are received for twins, triplets etc, the LA will apply the oversubscription criteria and will oversubscribe the school if a family would otherwise be separated.

d) The address to be used in measuring distance for the purpose of allocating school places will be the child's permanent address. Where



a child lives with parents with shared responsibility, the LA will use the address of the person receiving Child Benefit for allocation purposes. Parents may be required to submit evidence of Child Benefit upon request from the LA. It may be necessary for the Council to carry out checks that the address given is genuine and parents may be requested to produce further documentary evidence of the child's address. The above criteria will apply without reference to the Halton Borough Council boundary.

e) Where applications are received from families of UK Service personnel and other Crown servants, school places will be allocated to children in advance of the approaching school year if accompanied by an official MOD, FCO or GCHQ letter declaring a return date with full address details and providing they would meet the criteria when they return to the UK.

f) If none of the parent's preferences can be met, in accordance with the School Admissions Code, Halton LA will allocate a school unless there are insufficient places remaining in the authority. In Halton, a place will be allocated at the nearest school to the home address measured in a straight-line distance measurement from the child's permanent residence to the school. This does not affect the parent's rights to appeal for a place at the school(s) they have been refused.

## **7.1 EARLY AGE TRANSFER TO SECONDARY SCHOOL**

Children of exceptional ability and maturity can be considered for transfer to secondary schools one year earlier than normal. It is the responsibility of the Head teachers of primary/junior schools to put forward the names of any pupils whom they consider are physically, intellectually, and emotionally suitable to benefit from such a transfer, and who might be educationally disadvantaged by remaining in the primary sector for a further year. However, as a first step, head teachers will discuss possible candidates with parents, the school's link adviser, and the Educational Psychologist. Parents who consider that early transfer might benefit their child should discuss this with the head teacher.

## **7.2 LATE APPLICATIONS FOR HALTON SECONDARY SCHOOLS**

Late applications for places at Halton Local Authority maintained community schools received after the closing date will not be considered until after the main allocation of places has taken place for all those applications received on time. If an application is received after places have been allocated and the school(s) of preference are oversubscribed, the child will be placed on the school's waiting list, the child's position on the waiting list being determined by the admission

policy. Parents have the right of appeal if admission is refused and details on the appeals process are given in paragraph 8 below.

If parents are making a late application to a voluntary aided school the school will advise how this will be dealt with.

### **7.3 CHANGE OF PREFERENCE**

If parents decide to change their preference after the closing date they will need to complete another preference form. If places have already been allocated the LA may not be able to meet the change of preference and the child's name will be added to the waiting list as paragraph 7.6 below.

### **7.4 CHANGE OF ADDRESS**

If a pupil moves house after the closing date of 31<sup>st</sup> October 2011 parents must notify the LA and request a new preference form. This form must be completed and returned to the LA immediately. If there is a place available at the school of preference a place will be offered. If the year group is oversubscribed then parents will be offered the right of appeal and any other preferences will be considered. The child will also be placed on the waiting list. The LA will require documentary evidence to confirm a change of address.

### **7.5 WITHDRAWAL OF OFFER OF A SCHOOL PLACE**

Halton LA reserves the right to withdraw the offer of a school place in limited circumstances. These may include where a fraudulent/intentionally misleading preference form is received claiming a false sibling or false residence.

### **7.6 WAITING LISTS**

Waiting lists will be held for oversubscribed LA Maintained Community Secondary Schools. The waiting list will comprise of those pupils refused admission to the school(s) of preference. This list will be maintained from the time of initial allocation until the end of the Autumn Term, at which point the waiting list will cease. If a place becomes available at an oversubscribed school, the place will be reallocated in accordance with the published over-subscription criteria detailed above. Parents should be aware that their child's place on the waiting list might alter, either up or down, dependent upon the movement of other applicants. The waiting list forms part of the co-ordinated scheme, therefore applications received up to the end of the Autumn Term will be considered within the scheme, following which any applications received after this date will be dealt with as an in-year admission and the in-year admission process will be applied.

## 8.0 ADMISSION APPEALS

Parents who are not offered a place at any of their preferred LA maintained community, voluntary aided, trust or academy schools have a right of appeal to an independent appeals panel under section 94 of the School Standards & Framework Act 1998. Appeals must be submitted in writing but parents have the right to present their case to the panel in person. The Chairman of the appeal panel will be a lay-person having no connection with the LA. Other members of the panel will be suitably experienced persons. The decisions of independent appeals panels are binding on the LA and on the school's governing body.

Applications for admission to Aided Church schools, Trust and Academy schools will be referred to the Admissions Committee of the governing body of the school concerned. The LA, acting on behalf of the governors, will notify parents of the result of their application. If the application is not approved parents will be notified of their statutory right of appeal.

## 9.0 SCHOOLS WITH SIXTH FORMS

There are currently three schools with sixth forms in the borough for the 2012 intake: Ormiston Bolingbroke Academy, Saints Peter & Paul Catholic College, and St Chad's Catholic and Church of England Joint Faith Voluntary Aided High School.

Each school **must** include in its consultation paper the arrangements they propose to use to allocate places in Year 12. It is not intended that the LA will co-ordinate admissions to sixth form, therefore applications must be sent to the relevant admission authority (i.e. the school) for consideration. Parents and children above compulsory school age have the right to make separate applications for more than one school.

Each school **must** set an admission number for its sixth form, and should say in its published information what the anticipated sixth form capacity will be. However, the published admission number **must** only relate to those being admitted to the school for the first time and should be based on an estimate of the minimum number of external candidates likely to be admitted. It is not necessary for children already in the school to apply formally for places in year 12, but the admission arrangements **must** give details of any entry requirements. Children in care **must** be given highest priority within the criteria, schools **must not** interview children or their families for entry to year 12, although meetings can be held to provide advice on options and entry requirements. Entry **must not** be dependent on attendance, behaviour record, or perceptions of attitude or motivation. Where the admission authority has not admitted up to its PAN it cannot refuse to admit applicants who have met the minimum entry. Any other applicant refused must be given the right of appeal to an independent appeal panel.

**SEPTEMBER 2011 APPLICATION PROCESS COMMENCES**

**31<sup>ST</sup> OCTOBER 2011 CLOSING DATE FOR RECEIPT OF APPLICATIONS**

**14<sup>TH</sup> NOVEMBER 2011 LA PROVIDES DETAILS OF ALL 1<sup>ST</sup> 2<sup>ND</sup> AND 3<sup>RD</sup> PREFERENCES TO VA SCHOOLS**

**BETWEEN 14<sup>TH</sup> NOVEMBER AND 16<sup>TH</sup> DECEMBER 2011 ADMISSION COMMITTEES MUST MEET TO CONSIDER ALL APPLICATIONS**

**NO LATER THAN 16<sup>TH</sup> DECEMBER 2011 VA, AND ACADEMY SCHOOLS NOTIFY THE LA OF THOSE PUPILS ALLOCATED/DECLINED AND DETAILS OF THE CRITERIA THE APPLICATION HAS BEEN AGREED/DECLINED, FOLLOWING WHICH INTER-LA EXCHANGE OF DATA WILL ALSO OCCUR**

**1<sup>ST</sup> MARCH 2012 LA WRITES OUT TO ALL HALTON RESIDENTS SEEKING A PLACE AT A SECONDARY SCHOOL WITH THE OUTCOME OF ALLOCATION**

**MONDAY 19<sup>TH</sup> MARCH 2012 APPEALS TO BE LODGED WITH THE LA MAINTAINING THE SCHOOL**



**HALTON LOCAL AUTHORITY SCHEME:  
CO-ORDINATION OF ADMISSION ARRANGEMENTS FOR  
PRIMARY SCHOOLS – 2012/13 ACADEMIC YEAR**

- 1.0** This document is intended to fulfil the statutory requirements for admissions into reception class in maintained infant and primary schools.
- 2.0** This Co-ordinated Primary Scheme applies to all those schools detailed on pages 7 and 8 of this document. Halton Borough Council (as the Local Authority - LA) is the Admission Authority for all community and voluntary controlled schools, and the Governing Body of each voluntary aided or academy school is the admission authority for the school.
- 3.0** As in previous years parents/carers **must** complete their home LA's preference form, therefore if a non-Halton resident is seeking admission to a Halton school, (or vice-versa) they must complete their own authority's form which will then be forwarded to the relevant authority and LAs will then share any cross border applications for consideration.
- 4.0** Halton residents will be required to complete a Halton preference form and will be given the opportunity to express a preference, with reasons, for up to 3 primary schools regardless of which authority the school is in. The LA must invite applications on the preference form and the preference form must comply with mandatory provisions and the requirements of the School Admissions Code. This form will also be available on-line and parents are encouraged to apply for a school place via the Halton Borough Council website at [www.halton.gov.uk](http://www.halton.gov.uk).
- 5.0** Where a Voluntary Aided School requires supporting information e.g. asking for a reference from a priest or other religious minister for a faith school, or details of baptism etc parents may be required to complete a supplementary form and VA schools **must** inform parents of their requirements within their school's published admission arrangements.
- 6.0** Admission authorities (the LA for community and voluntary controlled schools, and governing bodies for voluntary aided and academy schools) **must** ensure that their determined admission arrangements comply with the mandatory provisions of the Code. In Halton, as

statutorily required, an Equal Preference Scheme is operated. Within the equal preference scheme all preferences are considered equally against each school's published admission criteria. After all preferences have been considered if only one school named on the preference form can offer a place the maintaining LA will send out an offer of a place. If more than one school can offer a place parents will be offered a place at whichever of those schools is ranked highest on the preference form. This may not be the first preference school. If a school becomes oversubscribed then places will be allocated in accordance with the relevant oversubscription criteria.

**7.0** Admission authorities **must** provide for the admission of all children in the September following their fourth birthday and parents are allowed to request that the date their child is admitted to the school is deferred until the child reaches compulsory school age in that school year. In Halton this already happens. Parents can request their child attends part-time until the child reaches compulsory school age and admission authorities **must** accommodate these requests where it appears to be in the best interest of the child.

**7.1** As recommended in the School Admissions Code the LA will allow parents/carers to defer their child's entry to school until the child is of compulsory school age, providing the parent applies, is offered, and accepts the place within the normal admissions timetable, and the place is taken up within the same academic year. It should be noted that if a child is presently attending a nursery class/early years setting they do not have an automatic right to transfer to the primary school to which the nursery/early years setting is attached. Parents/carers are required to indicate a preference for a primary school along with all other parents/carers. The same applies for children who already have siblings already at a particular school, parents/carers must complete a preference form along with all other parents.

**8.0 APPLYING FOR A PRIMARY SCHOOL PLACE FOR SEPTEMBER 2012**

**8.1** Halton LA publishes an "Admission to Primary School" booklet (a Composite Prospectus). The preference form will be contained within this booklet and the booklet will be issued to all Halton Primary Schools and will be available at Halton Direct Link Offices, Halton Libraries, on line via the council's website, and upon request from the Child Place Planning Team. The booklet will be issued in **September 2011** and the on-line form will be available at the same time.

**8.2** The preference form will seek three preferences in ranked order. If the form is being returned by post it should be returned to the Child Place Planning Team within the Children & Young People's Directorate, parents may hand deliver their preference forms to the 4 Halton Direct Link Offices in Runcorn and Widnes. All forms must be submitted no

later than **15<sup>th</sup> January 2012**. On-line forms must also be completed by this date. This closing date is a statutorily set closing date.

- 8.3** Halton resident parents may request information (a prospectus) regarding schools in neighbouring local authorities but **must** complete their preferences on their home LA form.
- 8.4** The Child Place Planning Team will load all preferences onto the database including those received from neighbouring LAs whose children are seeking a place at a Halton school and, week beginning **Monday 30th January 2012**, will forward all application details, regardless of whether they are first, second and third preferences to all Voluntary Aided schools where admission is being sought. The Admissions Committee of those governing bodies **must** meet and determine which pupils will be admitted/declined against their admission criteria. Governing bodies must treat first, second, and third preferences equally against their admissions criteria. Voluntary Aided schools **must** notify the Child Place Planning Team by **Wednesday 29th February 2012** which pupils have been offered places and which have been declined. Schools **must** indicate under which criteria each child has been offered/declined a place.
- 8.5** The LA will then undertake a final data exchange with neighbouring LAs to ensure that all children have an allocated school on 30th March 2012.
- 8.6** When all preferences have been considered and allocations finalised, Halton LA will write out to all Halton residents advising on their allocated school regardless of whether the school is a Halton school or a school in a neighbouring LA. This notification letter will be sent on **Monday 23rd April 2012** together with details of the appeal process if applicable. Parents/carers will be required to decline any offer of the school place within 10 school days. If the LA does not hear from the parent/carer then it is assumed the place has been accepted.
- 8.7** Parents will have until Friday 11th May 2012 to lodge any appeals with the LA.

## **9.0 OVERSUBSCRIPTION CRITERIA**

- 9.1** If a Halton community or voluntary controlled school becomes oversubscribed, places will be allocated in accordance with the following criteria:
- 1) Children in Public Care – children who are subject to a care order, or are accommodated by the Local Authority
  - 2) Siblings – pupils with elder brothers or sisters including half brothers and sisters and unrelated children living together as

part of the same household, already attending the school and expected to continue in the following year

- 3) Pupils living nearest to the school measured using an Ordnance Survey address-point system which measures straight-line distances in metres from the address point of the school to the address point of the place of permanent residence of the pupil.

For admission to community and voluntary controlled schools the following notes apply:

a) Children who have a statement of special educational needs will be allocated a place at the school named in the statement. Where a child with a statement is allocated a place this will reduce the number of remaining places available to allocate within the above oversubscription criteria.

b) If oversubscription occurs within any one of the above criteria 1-3, places will be allocated on distance grounds as described within the distance criteria (3) above.

c) Where applications are received for twins, triplets etc, the LA will apply the oversubscription criteria and will oversubscribe the school if a family would otherwise be separated. Parents and schools should note that this does not apply to key stage one (infant classes) where statutory class size limits apply. If only one place is available the place will be offered to the oldest child of multiple birth.

d) The address to be used in measuring distance for the purpose of allocating school places will be the child's permanent home address. Where a child lives with parents with shared responsibility the LA will use the address of the person receiving Child Benefit for allocation purposes. Parents may be required to submit evidence of Child Benefit upon request from the LA. It may also be necessary for the Council to carry out checks that the address given is genuine and parents may be requested to produce further documentary evidence of the child's address. The above criteria will apply without reference to the Halton Borough Council boundary.

e) Where applications are received from families of UK Service personnel and other Crown servants, school places will be allocated to children in advance of the approaching school year if accompanied by an official MOD, FCO or GCHQ letter declaring a return date with full address details and providing they would meet the criteria when they return to the UK.

f) If none of the parent's preferences can be met, in accordance with the School Admissions Code, Halton LA will allocate a school unless there are insufficient places remaining in the authority. In Halton, a place will be allocated at the nearest school to the home address



measured in a straight-line distance measurement from the child's permanent residence to the school. This does not affect parent's rights to appeal for a place at the school(s) they have been refused.

## **9.2 THE GRANGE ALL THROUGH COMMUNITY SCHOOL**

The Grange is a designated all through community school, therefore children enrolled in the school's nursery will automatically transfer from the nursery to infants, infants to juniors, and juniors to secondary within The Grange. If, after those children attending the nursery are allocated a place at the school, any places remain, they will be allocated in accordance with the admissions criteria as detailed in paragraph 9.1 above.

## **10.0 LATE APPLICATIONS FOR HALTON PRIMARY SCHOOLS**

Late applications for places at Halton Local Authority maintained community and voluntary controlled schools received after the closing date will not be considered until after the main allocation of places has taken place for all those applications received on time. If an application is received after places have been allocated and the school(s) of preference are oversubscribed, the child will be placed on the school's waiting list, the child's position on the waiting list being determined by the admission policy. Parents have the right of appeal if admission is refused and details on the appeals process are given in paragraph 15 below.

If parents are making a late application to a voluntary aided school the school will advise how this will be dealt with.

## **11.0 CHANGE OF PREFERENCE**

If parents decide to change their preference after the closing date they will need to request and complete another preference form. The on-line facility will not be available after the closing date. If places have already been allocated the LA may not be able to meet the change of preference and the child's name will be added to the waiting list as detailed in paragraph 14 below.

## **12.0 CHANGE OF ADDRESS**

If a pupil moves house after the closing date parents/carers **must** notify the LA and request a new preference form. The preference form must be completed and returned to the LA immediately. If there is a place available at the school of preference a place will be offered. If the year group is oversubscribed then parents will be offered the right of appeal and any other preferences will be considered. The child will also be placed on the waiting list. The Local Authority will require documentary evidence to confirm a change of address.

### **13.0 WITHDRAWAL OF OFFER OF A SCHOOL PLACE**

Halton LA reserves the right to withdraw the offer of a school place in limited circumstances. These may include where a fraudulent/intentionally misleading preference form is received claiming a false sibling or false residence.

### **14.0 WAITING LISTS**

The LA will maintain waiting lists for oversubscribed community and voluntary controlled primary schools. The waiting list will comprise of those pupils refused admission to the school(s) of preference. This list will be maintained from the time of initial allocation until the end of the Autumn Term, at which point the waiting list will cease. If a place becomes available at an oversubscribed school, the place will be reallocated in accordance with the published over-subscription criteria detailed above. Parents should be aware that their child's place on the waiting list might alter, either up or down, dependent upon the movement of other applicants. The waiting list forms part of the co-ordinated scheme, therefore applications received up to the end of the Autumn Term will be considered within the scheme, following which any applications received after this date will be dealt with as an in-year admission and the in-year application process will be applied.

### **15.0 ADMISSION APPEALS**

Parents who are not offered a place at any of their preferred community, voluntary controlled, voluntary aided trust or academy schools have a right of appeal to an independent appeals panel under section 94 of the School Standards & Framework Act 1998. Appeals must be submitted in writing but parents have the right to present their case to the panel in person. The Chairman of the appeal panel will be a lay-person having no connection with the LA. Other members of the panel will be suitably experienced persons.

Parents should note that the law requires that no 5, 6, or 7 year old in an infant class should be in a class of more than 30 pupils. Parents will have a right of appeal but an appeal panel can only uphold this appeal if it is satisfied that:

- a) the decision was not one which a reasonable admitting authority would make in the circumstances of the case, and/or
- b) that the child would have been offered a place if the admission arrangements had been properly implemented.

The decisions of independent appeals panels are binding on the LA and on the school's governing body.

Applications for admission to Aided Church schools will be referred to the Admissions Committee of the governing body of the school

concerned. The LA, acting on behalf of the governors, will notify parents of the result of their application. If the application is not approved parents will be notified of their statutory right of appeal.

## **16.0 SCHOOLS TO WHICH THIS SCHEME APPLIES:**

The LA as commissioner of school places is continually reviewing and monitoring the number of places available against projected pupil numbers and updates head teachers accordingly. It is possible that occasionally, there may be certain geographical areas within the borough where demand for places is higher than the actual number of places available, and the LA will, in discussion with the school, give consideration to admitting above a school's Published Admission Number (PAN). Admitting above a school's PAN will only be agreed between the school and the LA where it is confirmed that to do so will not affect the school in the longer term and will not have a detrimental effect on neighbouring schools and providing it does not breach infant class size legislation.

The figure in brackets denotes the school's proposed Published Admission Number for 2012 but may alter as a result of any school reorganisation.

### **COMMUNITY AND VOLUNTARY CONTROLLED SCHOOLS TO WHICH THIS SCHEME APPLIES:**

All Saints Upton C E Voluntary Controlled Primary (30)  
 Astmoor Primary (25)  
 Beechwood Primary (15)  
 Brookvale Primary (40)  
 Castleview Primary (20)  
 Daresbury Primary (15)  
 Ditton Primary (60)  
 Fairfield Infant (80)  
 Farnworth C E Voluntary Controlled Primary (56)  
 Gorsewood Primary (30)  
 Hale C E Voluntary Controlled Primary (25)  
 Halebank C E Voluntary Controlled Primary (15)  
 Hallwood Park Primary (25)  
 Halton Lodge Primary (30)  
 Hillview Primary (30)  
 Lunts Heath Primary (45)  
 Moore Primary (30)  
 Moorfield Primary (45)  
 Murdishaw West Community Primary (30)  
 Oakfield Community Primary (40)  
 Pewithall Primary (30)  
 Simms Cross Primary (40)  
 Spinney Avenue C E Voluntary Controlled Primary (30)  
 The Brow Community Primary (25)

The Park Primary (20)  
Victoria Road Primary (40)  
West Bank Primary (30)  
Westfield Primary (25)  
Weston Primary (15)  
Weston Point Primary (20)  
Windmill Hill Primary (21)  
Woodside Primary (30)

**ALL THROUGH COMMUNITY SCHOOLS TO WHICH THIS SCHEME APPLIES:**

The Grange (60)

**VOLUNTARY AIDED SCHOOLS TO WHICH THIS SCHEME APPLIES:**

**CHURCH OF ENGLAND:**

Runcorn All Saints' CE Aided Primary (20)  
St Berteline's CE Aided Primary (43)  
St Mary's CE Aided Primary (35)

**CATHOLIC:**

Our Lady Mother of the Saviour Catholic Primary (30)  
Our Lady of Perpetual Succour Catholic Primary (30)  
St Augustine's Catholic Primary (15)  
St Basil's Catholic Primary (60)  
St Bede's Catholic Infant (60)  
St Bede's Catholic Junior (60)  
St Clement's Catholic Primary (30)  
St Edward's Catholic Primary (20)  
St Gerard's Roman Catholic Primary & Nursery (25)  
St John Fisher Catholic Primary (30)  
St Martin's Catholic Primary School (30)  
St Michael's Catholic Primary (35)  
The Holy Spirit Catholic Primary (20)

**PROPOSED ACADEMY SCHOOLS TO WHICH THIS SCHEME APPLIES:**

Palace Fields (40)





## DETERMINED ARRANGEMENTS

### IN-YEAR CO-ORDINATED ADMISSIONS SCHEME SEPTEMBER 2012

#### 1.0 Introduction

- 1.1 The School Admissions Code requires all local authorities to co-ordinate all in-year admission requests for all schools from September 2010 onwards. Local Authorities are required to determine a scheme by which all schools in their area **must** operate. The scheme set out below applies to all community, voluntary controlled, voluntary aided, and academy schools in Halton.
- 1.2 For anyone applying for a school place during the academic year (rather than for admission to reception class or transfer from primary to secondary school) this scheme will apply. This will include children moving into the authority from another authority, moving within the authority, or seeking to move schools for other reasons.
- 1.3 The scheme must in law require parents to complete a common application form (a preference form) and the LA must, after considering the preferences, make a single offer of a place. All applications will be considered on an equal basis and a place will be offered, wherever possible, at the school ranked the highest on the form.
- 1.4 The form must enable the parent to provide the following information:
- The parent/carer's name and address
  - The name, address, and date of birth of the child
  - The opportunity to apply for not less than three schools, whether or not any such school is within the authority's area, and to rank those schools
  - The opportunity to give reasons for the application

In addition to the statutorily required information above, Halton LA is proposing, following discussion with diocesan authorities, to also request the following information for admission to Catholic schools:

- Is the child a baptised catholic yes/no (delete as appropriate)
- If yes, in which parish were they baptised

The form will also ask the parent/carer to identify any sibling links, and the child's current school.

**1.5** The scheme must identify whether it is the local authority or the governing body who are the admission authority. In Halton the local authority is the admission authority for all community and voluntary controlled schools. The governing body is the admission authority for voluntary aided schools, academies and trust schools. The Scheme does not apply to applications for Special Schools.

## **2.0 Applying the In-Year Scheme – Admission to Halton Schools**

**2.1** Parents/Carers of children who are already in a school who are seeking to move to another school for reasons other than a house move are strongly advised to meet and discuss the move with both the current school and the proposed admitting school before completing an application form. This is extremely important for children who are in the last year of primary school or who have started their particular examination courses, as moves during these times are not generally recommended.

**2.2** Where a parent/carer does approach a school or the Local Authority to request an in-year admission, the parent/carer **must** be provided with an application form. The form will be available from all schools and will also be available to download from the Halton Borough Council website at [www.halton.gov.uk](http://www.halton.gov.uk), and from the Child Place Planning Team, Grosvenor House, Runcorn WA7 2WD. The form must be returned to the Child Place Planning Team at the address above.

**2.3** The parent/carer will be required to complete the form, ensuring they complete all the relevant sections. Where an application is received for a Halton school it will generally be considered within ten school days. If the application is for a community or voluntary controlled school and the school is under the Published Admission Number (PAN) for that year group, the Local Authority will write to the parent/carer confirming that a place is available. This letter will be sent to the admitting school and the current school one day prior to being sent to the parent/carer for information. If the parent is moving into the authority from another authority then the admission will be agreed as the date the child moves into the authority. If the child is moving schools within the authority then the admission will be agreed from the start of the following term.

**2.4** If the request is for admission to a voluntary aided school parents/carers may also be required to complete a supplementary form and should discuss this with the proposed admitting school. The Local Authority form, when completed, will then be forwarded to the relevant school for consideration by the relevant body. The request **must** be considered by the relevant body and a written response **must** be provided to the Local Authority within 5 school days. If the school is agreeing the admission then same timescales for admission will apply

as in paragraph 2.3 above. If the School is refusing admission then the reason for refusal must also be provided to the Local Authority in writing, following which the Local Authority will write to the parent advising them that the School has refused, explaining why the governing body have refused, and offering the parent the right of appeal against the decision.

- 2.5** If the governing body are refusing admission then the Local Authority will consider any other preferences the parent may have expressed and offer an alternative school place. However the parent may still wish to appeal for the higher ranked school.
- 2.6** Regardless of which school the parent/carer is offered, the parent/carer must accept the offer of the place within two weeks after the date of the offer. If no acceptance is received the offer will no longer stand.
- 2.7** Applications received will be considered together on the following school day thus ensuring that all applications received on one day are considered together.
- 2.8** Applications received during school holidays will be acknowledged in writing by the Student Services Team and the parent/carer will be advised that the application will be dealt with within 10 school days.
- 2.9** The School Admissions Code requires all schools to keep up-to-date lists of pupil numbers on roll and supply the Local Authority with the information when requested.
- 2.10** Schools **must** ensure that school based staff and any others who have contact with members of the public are aware of the in-year scheme and do not make any provisional offers of places. Only the Local Authority can write to parents/carers offering/refusing a school place either on behalf of community and voluntary controlled schools as the Local Authority is the admission authority, or on behalf of the governing body for voluntary aided, trust and academy schools.
- 2.11** Where no offer of a school place can be made, i.e. none of the preferences expressed on the form can be met, Halton Local Authority will offer a place at the nearest school with places available, this may, in some cases, mean that a place is offered at a voluntary aided school with a place available. This is in line with the School Admissions Code.
- 2.12** The Local Authority has the power to direct the admission of a child who is looked after by the Local Authority. This includes admitting the child in excess of the admission number. The allocation of places for looked after children (children in care) must be undertaken within a maximum of twenty days.
- 2.13** Accepting the school place – The parent/carer will be sent an acceptance slip with their offer letter and places must be accepted by



the parent/carer within 10 school days. If no acceptance is received the place will be withdrawn and the parent notified in writing that this has happened.

### **3.0 Applying the In-Year Scheme – Admission to non-Halton schools**

**3.1** If an application is received from a Halton parent requesting a school place in another authority then Halton LA must notify the maintaining authority i.e. the authority where the school is situated, of the application and forward to them details of the application.

**3.2** Similarly, if a request is received by Halton LA for a place in a Halton school from a non-Halton resident on their home authority's form, then the application will be considered as in section 2 above, except that the timescale will be extended to 19 days for consideration, and that Halton LA will notify the home authority of the decision as to whether to admit the child or not. The home authority will then communicate the decision to the requesting parent/carer on behalf of the maintaining LA or school's governing body.

### **4.0 Duties of A Governing Body Under An In-Year Scheme**

**4.1** This in-year scheme, in accordance with statutory regulations, requires a governing body who are the admission authority for a school:

- a) to forward their maintaining authority details of any application made to the school direct, together with any supporting information provided by the parent (regardless of whether the parent who made the application resides in that authority's areas)
- b) to determine or make arrangements for another body (including the maintaining authority) to determine by reference to the school's admissions criteria the order of priority in which each application for the school is ranked
- c) to arrange for the governing body (or other body determined by the governing body) to notify the authority of the determination.

Governing bodies **must** comply with the above duties.

### **5.0 The Right of Appeal**

**5.1** Where a parent is refused admission to a particular school they must, in law, be given the right of appeal to an independent admission appeal panel and the Local Authority in the determination letter to parents/carers will advise parents of this right on behalf of all schools within the authority.

## **6.0 Fair Access Protocol**

**6.1** The Department for Education (DfE) has confirmed that the operation of Fair Access Protocols is outside the arrangements of extended coordination so the statutory duty to comply with parental preference does not apply in those circumstances. Therefore this scheme does not apply to those children who fall under the Fair Access Protocol and those children will continue to be considered under the Protocol.

## **7.0 Children with a Statement for Special Educational Needs**

**7.1** Any applications received for the in-year admission of a child with a statement of special educational needs will be considered within the above process providing the child's statement does not name a particular school. If a school is named on the child's statement then the application will be forwarded to the LA's SEN Assessment Team for consideration and notification will be sent to the parent/carer.

## **8.0 Waiting Lists**

**8.1** If an application is received and only a lower ranked preference school can be offered, the Local Authority will maintain a waiting list for the remainder of the academic year. The waiting list will be maintained in criteria order. The waiting list will cease at the end of each academic year.

### **Infant, Junior and Primary Schools to which this scheme applies:**

#### **COMMUNITY AND VOLUNTARY CONTROLLED SCHOOLS TO WHICH THIS SCHEME APPLIES:**

All Saints Upton C E Voluntary Controlled Primary (30)  
Astmoor Primary (25)  
Beechwood Primary (15)  
Brookvale Primary (40)  
Castleview Primary (20)  
Daresbury Primary (15)  
Ditton Primary (60)  
Fairfield Infant (80)  
Fairfield Junior School (80)  
Farnworth C E Voluntary Controlled Primary (56)  
Gorsewood Primary (30)  
Hale C E Voluntary Controlled Primary (25)  
Halebank C E Voluntary Controlled Primary (15)  
Hallwood Park Primary (25)  
Halton Lodge Primary (30)  
Hillview Primary (30)  
Lunts Heath Primary (45)  
Moore Primary (30)

Moorfield Primary (45)  
Murdishaw West Community Primary (30)  
Oakfield Community Primary (40)  
Pewithall Primary (30)  
Simms Cross Primary (40)  
Spinney Avenue C E Voluntary Controlled Primary (30)  
The Brow Community Primary (25)  
The Park Primary (20)  
Victoria Road Primary (40)  
West Bank Primary (30)  
Westfield Primary (25)  
Weston Primary (15)  
Weston Point Primary (20)  
Windmill Hill Primary (15)  
Woodside Primary (30)

**ALL THROUGH SCHOOLS TO WHICH THIS SCHEME APPLIES:**

The Grange (KS1 entry – 60 KS3 entry – 180)

**VOLUNTARY AIDED SCHOOLS TO WHICH THIS SCHEME APPLIES:**

**CHURCH OF ENGLAND:**

Runcorn All Saints' CE Aided Primary (20)  
St Berteline's CE Aided Primary (43)  
St Mary's CE Aided Primary (35)

**CATHOLIC:**

Our Lady Mother of the Saviour Catholic Primary (30)  
Our Lady of Perpetual Succour Catholic Primary (30)  
St Augustine's Catholic Primary (15)  
St Basil's Catholic Primary (60)  
St Bede's Catholic Infant (60)  
St Bede's Catholic Junior (60)  
St Clement's Catholic Primary (30)  
St Edward's Catholic Primary (20)  
St Gerard's Roman Catholic Primary & Nursery (25)  
St John Fisher Catholic Primary (30)  
St Martin's Catholic Primary School (30)  
St Michael's Catholic Primary (35)  
The Holy Spirit Catholic Primary (20)

**PROPOSED PRIMARY ACADEMY SCHOOLS:**

Palace Fields Primary (40)

**SECONDARY SCHOOLS TO WHICH THIS SCHEME APPLIES**

Ormiston Bolingbroke (180)	Academy
Saints Peter & Paul Catholic College (289)	Voluntary Aided
St Chad's Joint Faith Catholic & CE High School (190)	Voluntary Aided
The Bankfield (190)	Community
The Grange	Community-all through
The Heath School (240)	Academy (proposed)
Wade Deacon High School (300)	Community

25<sup>th</sup> February 2011

Martin West  
Place Planning & Provision  
Children & Young People's Directorate  
Grosvenor House  
Runcorn  
WA7 2WD.

Dear Martin,

**ADMISSIONS CONSULTATION – WIDNES ZONING/CATCHMENT**

I am writing with regard to the above consultation. As a matter of principle, the Governing Body of Wade Deacon High School believes in the commitment to give all parents the right to choose a school for their child. The DFE Admissions Code aims to create a system where all parents feel that they have the same opportunities to apply for the schools they want for their child. An admissions authority has a duty to increase opportunities for parental choice; the concept of zoning simply serves to go against the spirit of the code.

School Governing Bodies have a duty to ensure when considering admissions policies/criteria, that practices do not disadvantage certain social groups or discourage some groups of parents from seeking a place at a school for their child.

Admission authorities for all schools must act upon any information that suggests that a school's or admission authority's policies or practices appear to be unfairly disadvantaging one group of children compared to another. The concept of a zoning arrangement in Widnes and an open parental choice in Runcorn results in non equitable system operating in Halton. The Governing Body acknowledges the needs of pupils residing in the Eastern side of Widnes. However, it must also consider the pupils who reside in the West of Widnes who would have traditionally had a high probability of obtaining a place at Wade Deacon High School prior to the introduction of zoning.

The zoning map can suggest to parents that a catchment zone exists within Widnes and does not demonstrate clearly to parents that they still have the right to express a preference for a high school of their choice.

As you will be aware the concept of catchment zones is seriously flawed; the Rotherham Judgment confirms that there is nothing unlawful in the principle of admission authorities operating catchment areas as part of their over-subscription criteria and thereby giving priority to local children whose parents have expressed a preference for the school. The advice then gives clear warnings that admission authorities must not guarantee places to parents in a local catchment area, in case the pattern of preferences expressed does not allow this guarantee to be met. In drawing up catchment areas, admission authorities should ensure that they reflect the diversity of the community served by the school and must not exclude particular housing estates or addresses in a way that might disadvantage particular social groups.

The Governing Body propose that the zoning system be removed and that the preference system as previously operated in Widnes and currently operated in Runcorn be expanded to cover all Halton High Schools with the application of the following criteria in the event of oversubscription:

1. Children in Public Care – children who are subject to a care order, or are accommodated by the Local Authority
2. Siblings – pupils with elder brothers or sisters including half brothers and sisters and unrelated children living together as part of the same household, already attending the school and expected to continue in the following year
3. Pupils living nearest to the school measured using an Ordnance Survey address-point system which measures straight line distances in metres from the address point of the school to the address point of the place of child's permanent residence of the pupil.

Yours sincerely

Governing Body and Senior Leadership of Wade Deacon High School



**Widnes Secondary School Catchment Zones for  
The Bankfield and Wade Deacon**

Date : July 09  
Scale : Non - Standard Scale



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**REPORT TO:** Executive Board

**DATE:** 31<sup>st</sup> March 2011

**REPORTING OFFICER:** Strategic Director – Children & Young People

**SUBJECT:** The outcome of Ofsted's and Care Quality Commission's Announced Inspection of Safeguarding and Looked After Children Services undertaken between the 7-18<sup>th</sup> February 2011

**WARD(S)** Borough-wide

**1.0 PURPOSE OF THE REPORT**

1.1 To inform Executive Board of the outcome of the Ofsted & Care Quality Commission Announced Inspection of Safeguarding and Looked After Children Services, which took place from the 7<sup>th</sup> February 2011 to the 18<sup>th</sup> February 2011. The full Ofsted report will be published on the 25<sup>th</sup> March 2011 and will become Appendix 1 at that time.

**2.0 RECOMMENDATION: That Executive Board notes that Ofsted and the Care Quality Commission found:**

- 1) **The overall effectiveness of Safeguarding Services in Halton is good with outstanding capacity to secure further improved outcomes for children and families;**
- 2) **The overall effectiveness of services for Children in Care in Halton is good, with outstanding capacity for further improvement; and**
- 3) **That leadership and management; ambition and prioritisation; along with performance management and partnership working for children and young people is outstanding in Halton.**

**3.0 SUPPORTING INFORMATION**

3.1 An Inspection of Safeguarding (Child Protection) Services, and services for Children in Care, is undertaken by Ofsted and the Care Quality Commission every three years. This rigorous inspection process focuses on the Council and its partners services; and judges how the whole system works together to protect children in Halton.



3.2 The Inspection involved the following Inspectors:

Lead Inspector  
Safeguarding Inspector  
Looked After Children Inspector  
Education Inspector  
Care Quality Commission Inspector  
Quality Assurance Manager

3.3 The Inspection consisted of the range of activity detailed below:

- Inspection of 75 Individual Case Files
- Looked at 45 Children
- Involved 19 Parents and Carers
- Undertook 40 Focus Groups involving 400 people
- Visited 5 individual Teams/Offices
- Undertook 20 Individual Interviews
- Involved 10 Meetings with Inspectors

3.4 The overall grading for each area of the Inspection is detailed in the table below:

<b>Safeguarding Services</b>	
Overall effectiveness	Good
Capacity for improvement	Outstanding
<b>Safeguarding Outcomes for children and young people</b>	
Children and young people are safe and feel safe	Good
Quality of provision	Good
The contribution of health agencies to keeping children and young people safe	Good
Ambition and prioritisation	Outstanding
Leadership and management	Outstanding
Performance management and quality assurance	Outstanding
Partnership working	Outstanding
Equality and diversity	Good
<b>Services for looked after children</b>	
Overall effectiveness	Good
Capacity for improvement	Outstanding
How good are outcomes for looked after children and care leavers?	
Being healthy	Good
Staying safe	Outstanding
Enjoying and achieving	Good
Making a positive contribution, including user engagement	Good
Economic Wellbeing	Good
Quality provision	Good
Ambition and prioritisation	Outstanding
Leadership and management	Outstanding
Performance management and quality assurance	Outstanding

Equality and diversity	Good

#### 4.0 **SUMMARY OF MAIN FINDINGS:**

##### 4.1 In summary the main findings were:

###### a)

- Prompt action to protect children
- Good Early Intervention Services (IWIST) and implementation of the Common Assessment Framework.
- “Levels of Need” for children well understood and applied across the partnership
- Robust and thorough safe recruitment processes, with exemplary personnel files
- Good risk assessment and prioritisation of Police referrals
- Clear processes for Children in Need Cases

###### b)

- Good advocacy support for children
- Youth Offending Service highly rated
- The right children are in the Care of the Council
- Children in Care, and Care Leavers were confident in the Council and partner agencies
- Effective transition arrangements into Adult Services
- Safeguarding arrangements for Children in Care are outstanding

###### c)

- Health partnerships well established strategically and operationally
- Good access to CAMHS for Learning Disabilities
- Good follow up support for Teenage Pregnancy and Sexual Health purposes
- Child Development Centre providing good support for parents
- Good rate of health assessments for Children in Care

###### d)

- Vast majority of Schools rated good or outstanding for Safeguarding
- A committed “Virtual School Head” for Children in Care
- Good partnership working with Schools
- Good attendance and low exclusions for Children in Care
- Achievement closely tracked for Children in Care
- Good use of the Personal Education Planning process for Children in Care

###### e)

- Clear vision and priorities for children – clearly stated in the Children’s Plan
- Highly effective Children’s Trust and Safeguarding Children Board – with

well respected Chairs

- Excellent strategic commissioning for children. leading to clear priorities
- Excellent partnership arrangements
- Community and voluntary sector well engaged
- Good intelligence and multi-agency working
- There is evidence of a culture of critical evaluation
- Effective representation on Children's Trust
- Young people well engaged and their views were heard
- Strong contracting and monitoring arrangements for all Commissioned Services

f)

- Councillors Corporate Parenting responsibilities were exercised well
- Well regarded training and induction for Members

g)

- Visible leadership from the Council with its staff.
- Outstanding Leadership and Management
- Ambition and prioritisation for Children's Services in Halton are outstanding
- Quality Assurance Systems are outstanding
- Partnership work is outstanding, and built into the organisational culture

#### 4.2 **AREAS FOR DEVELOPMENT:**

- The prompt distribution of Child Protection Conference Minutes
- The supervision of Social Care Practice giving greater challenge and direction, that is reflected accurately in case records
- Ensuring consistently good assessment processes
- Ensuring that young people who have been in Care receive the record of their health history
- Taking steps to ensure that a greater proportion of Children in Care know about the Children in Care Council.
- Ensuring that correct consent is provided for young people receiving immunisations and vaccinations in School.
- Ensuring that an annual health report for Children in Care goes to the relevant Health and Partnership Boards.

#### 5.0 **CONCLUSION:**

The overall judgement places Halton Council and its partners as one of the most consistently high performing areas in England. This is the result of exceptionally high levels of partnership working within the Borough.

The role of Councillors in the protection children and meeting the needs of Children in Care was positively endorsed by the Inspectors.

All areas for development are being addressed.

6.0 **POLICY IMPLICATIONS**

6.1 Not applicable

7.0 **OTHER IMPLICATIONS**

7.1 Not applicable

8.0 **IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

8.1 **Children & Young People in Halton**

The positive outcome of the Ofsted/CQC inspection; and feedback that children and young people generally feel safe in the Borough, is a positive endorsement of the work of all statutory and voluntary sector partners in Halton.

8.2 **Employment, Learning & Skills in Halton**

Not applicable

8.3 **A Healthy Halton**

Not applicable

8.4 **A Safer Halton**

Not applicable

8.5 **Halton's Urban Renewal**

Not applicable.

9.0 **RISK ANALYSIS**

9.1 The outcome of the Inspection informs Ofsted's Annual Performance Assessment of Children's Services. The judgement from this Inspection enhances the overall performance judgement of the service.

10.0 **EQUALITY AND DIVERSITY ISSUES**

10.1 Equality & Diversity work was positively endorsed in the Inspection.

11.0 **IMPLEMENTATION DATE**

11.1 N/A

12.0 **LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

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# Inspection of safeguarding and looked after children services

Halton Borough Council

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**Inspection dates:** 7 – 18 February 2011

**Reporting inspector:** Joan Dennis

**Age group:** All

**Published:** 25 March 2011

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## About this inspection

1. The purpose of the inspection is to evaluate the contribution made by relevant services in the local area towards ensuring that children and young people are properly safeguarded and to determine the quality of service provision for looked after children and care leavers. The inspection team consisted of three of Her Majesty's Inspectors (HMI), an additional inspector, and one inspector from the Care Quality Commission. The inspection was carried out under the Children Act 2004.
2. The evidence evaluated by inspectors included:
  - discussions with children, young people and parents receiving services, front line managers, senior officers including the Director of Children's Services and the Chair of the Local Safeguarding Children Board, elected members and a range of community representatives
  - interviews and focus groups with front line health professionals, managers and senior staff from Halton and St Helens Primary Care Trust and Warrington and Halton NHS Trust
  - analysing and evaluating reports from a variety of sources including a review of the Children and Young People's Plan, performance data, information from the inspection of local settings, such as schools and day care provision and the evaluations of a serious case review undertaken by Ofsted in accordance with '*Working Together To Safeguard Children*', 2010
  - a structured review of 20 case files for children and young people with a range of need and analysis of key documents from a further 55 cases selected by inspectors. This provided a view of services provided over time and the quality of reporting, recording and decision making undertaken
  - the outcomes of the most recent annual unannounced inspection of local authority contact, assessment and referral services undertaken in May 2010.



## The inspection judgements and what they mean

3. All inspection judgements are made using the following four point scale.

Outstanding (Grade 1)	A service that significantly exceeds minimum requirements
Good (Grade 2)	A service that exceeds minimum requirements
Adequate (Grade 3)	A service that only meets minimum requirements
Inadequate (Grade 4)	A service that does not meet minimum requirements

## Service information

4. Halton is a small unitary authority located between Cheshire and Merseyside and includes two main towns, Runcorn and Widnes, on either side of the Mersey estuary. There are approximately 32,265 children and young people under the age of 19 years and this is 27% of the total population. Of these around 2% are from minority ethnic backgrounds with the largest group from the Gypsy and Traveller population. Approximately 150 children and young people have English as an additional language, which is lower than national figures. Halton ranks 109<sup>th</sup> out of 149 local authorities in terms of the Income Deprivation Affecting Children Index. It is estimated that around 50% of Halton's children are living in poverty and the proportion entitled to free school meals is above the national average.
5. Social care services are delivered through a total of four children in need teams, located in Runcorn and Widnes. These teams undertake duty and assessment work as well as providing planned intervention and support to children in need including children with disabilities and children in need of protection. The integrated working support team (IWST) coordinates the provision of preventive services through a multi-agency team around the family (TAF) approach. Permanence, fostering and adoption teams are based in Widnes and provide services to children who are looked after by the council. In addition a young people's team provides services to young people over 16 who are moving to independence or are in need of social care services.
6. Children and young people are educated in a total of 58 schools. These include four nursery schools and 51 primary schools of which 11 have nursery units. There are four special schools, six secondary schools, including one academy, of which two have sixth forms, one 'all through' school and two pupil referral units.

7. Health services in Halton, including community provider services, are commissioned and provided by Halton and St Helens Primary Care Trust. Acute trusts serving children in Halton include Warrington and Halton hospitals NHS Trust. Child and adolescent mental health services (CAMHS) and adult mental health services are provided by the 5 Boroughs Partnership Foundation NHS Trust.

## Safeguarding services

### Overall effectiveness

### Grade 2 (good)

8. The overall effectiveness of services in Halton in safeguarding and promoting the welfare of children and young people is good. The local authority and its partners contribute well to improving outcomes for children through their work to promote safeguarding. Statutory requirements are well met. A strong leadership team is in place, supported by exceptionally good partnership working, leading to effective implementation of change and ongoing improvement. Good action has been taken to reduce workforce vacancies in social care and achieve a secure and stable workforce. Quality assurance and performance management arrangements are well established and very robust and contribute to continuous improvement.
9. Service quality is good. Most of the work undertaken with children and families is thorough, well-planned and underpinned by good multi-agency support from a wide range of services. However not all assessment and planning is of consistently good quality. A review of the use of the common assessment framework (CAF), overseen by the Halton Children's Trust (HCT), has resulted in a recent carefully planned launch of integrated working support teams (IWST) to which all agencies and partners are committed. This approach is designed to provide children and families with early flexible support to prevent the need for statutory intervention at a later stage. As yet it is too early to demonstrate the impact of this development on outcomes for children.

### Capacity for improvement

### Grade 1 (outstanding)

10. Capacity for improvement is outstanding. The council and its partners demonstrate a steady and consistent track record of service improvement within a challenging context of high levels of deprivation. The 2010 children's services assessment judged that local children's services continue to perform well. Good and prompt action is taken in response to inspection findings for example the areas for development identified through the 2010 unannounced inspection of contact, referral and assessment arrangements. The local authority and its partners demonstrate excellent self awareness and commitment to achieving outstanding outcomes. A very strong and established senior management team, which includes senior health managers, is in place and demonstrates clear vision and focus on priorities. Partnership working, quality assurance and performance management arrangements are outstanding. Effective workforce planning and user engagement contribute to an outstanding capacity to continue to secure improved outcomes for children and families.

## Areas for improvement

11. In order to improve the quality of provision and services for safeguarding children and young people in Halton, the local authority and its partners should take the following action.

### **Immediately:**

- Ensure that case supervision offers challenge and direction to social care practice and that this is accurately reflected in written case consultation records.
- Ensure that the full minutes of child protection conferences and reviews are promptly distributed.

### **Within six months:**

- Ensure that the quality of core assessments and plans for children in need and children in need of protection is consistently good and fully addresses both risk and protective factors as well as the implications of the family history.
- Establish systems to clearly identify within NHS Halton and St Helens staff development needs including the level of safeguarding training required.
- Ensure that there is formal evaluation of the impact of safeguarding training within NHS Halton and St Helens.

## Safeguarding outcomes for children and young people

### Children and young people are safe and feel safe

#### Grade 2 (good)

12. The effectiveness of services in taking reasonable steps to ensure children and young people are safe and feel safe is good. All schools inspected in last two years have been judged as 'good' or 'outstanding' for safeguarding as has the youth offending service which was highly rated for safeguarding at its last inspection. Staff report that they have good opportunities to keep up to date with safeguarding issues and that the training provided is of good quality. Good action is taken to ensure that staff members are knowledgeable about the learning from serious case reviews.
13. Multi-agency working to identify and track those who are at risk of going missing from home or school is effective with good sharing of intelligence and information. This enables the identification of patterns and trends leading to targeting of resources and services to 'hotspots' to support children and young people at greatest risk. There are examples of creative and proactive work which demonstrate good impact. These include the 'VRMZ' bus, which visits areas where young people are known to gather and targets anti-social behaviour such as alcohol misuse.
14. The council provides clear leadership to schools in relation to combating bullying. This work has a high local profile with good use of innovative approaches such as the development of peer mentors. An example of good practice is the development of a specific questionnaire for pupils with special educational needs to enable them to more fully participate in surveys and questionnaires. A recently established multi-agency operational group is working to develop a more outcome focussed approach and a more comprehensive system for monitoring all types of bullying. Despite this good approach to combating bullying some parents of children, notably on the autistic spectrum, have had significant concerns about bullying, some of a serious nature. These parents have experienced poor communication and responses from particular schools.
15. Agencies work well together to promote safety for children and young people. The multi-agency risk assessment conference and multi-agency public protection arrangements group work well to identify and protect children at risk from offenders. Appropriate and prompt action is taken in response to other potential risks identified through these processes. Effective protocols are in place to ensure the follow up of children who do not attend specialist health service appointments by trained designated staff in key agencies and schools.

16. Safe recruitment processes within children's services are exemplary with rigorous follow up of gaps in employment as well as the verification and clearance of references. Records provide a clear audit trail of the recruitment process with proactive oversight and follow up of outstanding information by the human resource department. This is reinforced through a robust safe recruitment training programme with clear expectations and monitoring of attendance.
17. The role and function of the local authority designated officer (LADO) is effectively exercised. The officer is increasingly consulted by a wide variety of organisations and there has been a steady increase in the number of referrals. The Halton Safeguarding Children Board (HSCB) ensures effective follow up action in response to learning identified from the work of the LADO. There has been some delay in timescales for completion of investigations arising from the complexity of individual cases.
18. There are sound processes in place with respect to the reporting on and learning from complaints and compliments. The council has recognised the need to improve the use of the complaints procedure by young people and has taken steps to address this for example by including an increased customer care focus within staff training.

### **Quality of provision**

### **Grade 2 (good)**

19. The quality of provision is good. There is a well conceived and shared multi-agency approach to the provision of early intervention services. A review of the effectiveness of the implementation of the CAF has been undertaken. This has led to the establishment of IWST, which include social work and mental health practitioners. This ensures that the CAF is not used as a referral mechanism but is central to integrated team working to support families and children. While still at a relatively early stage, the work of the IWST is widely understood and welcomed by a range of agencies and professionals. This has led to increasing professional confidence and better coordination of services which is beginning to improve outcomes at an earlier stage for children and families.
20. Ready access to a range of practical family support services such as mentors, community parents and community support workers supports effective early intervention. There is frequent face-to-face contact with children and families by their allocated workers and a large number of children benefit from direct work with trained community support workers, for example in relation to self protection. Good use is made of services aimed at empowering parents to protect their children. A significant number of children are identified as living in households where there is domestic violence. The active work of a multi-agency strategy group under the Safer Halton Partnership has resulted in an increasing range of

services to safeguard and support children and their parents and carers where this is a feature.

21. Children were appropriately safeguarded in all cases reviewed during the inspection. Thresholds for social care intervention are clear, and prompt action is taken in response to referrals. Statutory requirements are met well in respect of multi-agency participation in strategy meetings and enquiries concerning potential significant harm to children. Case records are detailed and largely up to date and demonstrate evidence of child focussed practice with children seen, including being seen alone, at the required frequency. The integrated children's electronic recording system has proved problematic, but these issues have been recognised and are being addressed as a priority with appropriate action taken in the meantime to ensure that there are clear records of decisions and actions.
22. Prompt action has been taken in response to the areas for development identified at the unannounced inspection of contact referral and assessment arrangements which took place in May 2010. Within the limitations of the current electronic recording system, there is now one agreed process for recording the response to contacts which do not go on to become referrals to social care. Some weaknesses are still apparent in the recording of assessment of risk to support decision making in a small number of cases.
23. Emergency duty arrangements are generally effective although health walk-in centre staff report frequent delays in response to requests for information or follow up from the emergency duty team. This means that decisions to discharge a child or young person can be made without full background information being available. A new information portal is planned so that walk-in centre staff can promptly access key information about a child to fully inform their response and the care provided.
24. The timeliness of initial assessments is improving and a good number of core assessments are completed in a timely fashion. Overall the quality of initial and core assessments is good although there are inconsistencies. Many are thorough and effectively assess risk, including reference on occasion to relevant research, and identify appropriate interventions. Others however lack sufficient analysis or are too narrowly focussed on specific incidents without sufficient assessment of the wider circumstances of a child's life. Assessments are routinely shared with families and the views of children and their parents or carers are usually well recorded in assessments. Aspects of children's identity and individuality are clearly recorded and addressed within the majority of assessments.
25. The majority of care plans seen by inspectors and discussed with staff are thorough and set out the plan of work to improve outcomes for children. However in a small number of cases, plans lack detail and the language used is not always sufficiently specific or clear as to what is required with

plans sometimes underpinned by a 'contract of expectations' which is set out in simpler form. In a small number of cases insufficient progress is made with parents to effect the necessary changes and improve the quality of life for the children concerned. This can result in a tendency to 'monitor' the situation rather than constructively challenge parents about their engagement. Management oversight is evident on case records although in many cases seen this is overly descriptive, focussed on process and not sufficiently challenging or directive.

26. Partner agencies contribute well to children in need meetings and child protection core group meetings. This includes good participation of adult mental health and drug and alcohol services to ensure a robust multi-agency approach to meet the child's needs. The numbers of children subject to child protection plans are relatively low, with comparatively high numbers of children worked with on a 'children in need' basis. This work is underpinned by a clear policy and agreed processes including frequencies for planning and review meetings. Good multi-agency working through a range of responsive services supports the work with children in need. Community support workers provide frequent and regular input with families. Thresholds are well understood across agencies and action is taken promptly when concerns can no longer be safely managed at lower levels of intervention. However the council has recognised the need for more robust, independent scrutiny of a number of children in need cases. An additional independent reviewing officer has been appointed to review those children in need where there are higher levels of risk or where plans have been in place for longer periods.
27. Child protection conferences and reviews are well recorded with decisions promptly disseminated. There has been some delay in disseminating the full minutes from conferences, reviews and core group meetings although this has recently improved. A range of agencies contribute well to the conference and review process. Effective monitoring by the HSCB has identified a significant gap in contribution from general practitioners (GPs) and action has been taken on a number of levels to address this with some improvement.
28. Clear arrangements are in place for the transfer of cases between children in need, permanency or young people's teams and these work well. Nevertheless staff within the children in need teams carry a wide range of case responsibilities, including working with children looked after up until the making of a final court order. The council has recognised a need to review points of transfer and capacity within teams in response to comparatively low numbers of children looked after and the need to support increased numbers of family carers.



## **The contribution of health agencies to keeping children and young people safe**

### **Grade 2 (good)**

29. Health outcomes are good. Partnerships are well established at both strategic and operational levels with some co-located services which further enhance communication and information sharing. Health safeguarding policies are up to date, fully implemented and are regularly reviewed within pan-Cheshire processes. Front line health staff are aware of referral thresholds and confirm effective working with social care staff. Escalation policies are in place should issues arise, although these are reported to be rarely used.
30. Designated and named health professions have a high profile within health and partner agencies with staff reporting good levels of support and timely access to advice when required. The combined designated doctor and named GP post is currently vacant and is being covered on a temporary basis. GPs fulfil their safeguarding responsibilities to a satisfactory standard although there has been an unacceptably low level of contribution to child protection reviews and conferences. Health professionals value the 'family meetings' held by some GPs. These support good information sharing in respect of police notifications of domestic violence leading to risk flagging on medical notes to ensure that risks are identified and needs addressed.
31. Staff members confirm that they have received up to date safeguarding training at the appropriate level. There is a good range of multi-agency and bespoke training programmes. However performance data and management systems are not yet sufficiently sophisticated to map the level of compliance and identify further training needs. There is no formal evaluation of the impact of training.
32. There is very good access to safeguarding supervision training and regular supervision, which is highly valued by all practitioners. Regular audits of health records are undertaken with appropriate sharing of learning to contribute to improving practice. Audits of medical notes are less robust and do not yet provide opportunities to share strengths and weaknesses in practice and support practice improvement.
33. Health commissioners and providers are alert to meeting the individual needs of families arising from their ethnic, cultural or religious identities. There are a number of practice examples to illustrate this, such as a dedicated worker to link with the travelling community or specialist maternity support provided for women from differing backgrounds living in the borough for short periods. All staff report good access to translation and interpretation services and some have developed sign language skills.
34. A behaviour support programme, including sensory awareness, has recently been implemented with a number of health and education staff,

foster carers and parents. Early feedback indicates that this is resulting in increased awareness of the needs of young people and better management of challenging behaviours.

35. Young people have satisfactory access to sexual health services through young people's clinics with a large increase in attendance reported. The walk-in centre provides a good range of accessible services and provision within education settings through the school nursing service or by education staff although school nurse 'drop-in' sessions show variable rates of attendance.
36. While the rate of teenage conceptions has declined at a good rate over the last twelve months this remains above both the England and regional averages. Dedicated staff are in place to support both young women and men. A number of recently commenced initiatives are aimed at promoting cultural change and to support the continuing decline in teenage conceptions. These have yet to show full impact. There is good follow-up of all young women who miss a maternity appointment as part of the concealed pregnancy pathways, as well as follow up support with the commissioned private termination of pregnancy service.
37. CAMHS provides an accessible service to children and young people at risk of becoming looked after or children and young people with learning difficulties and/or disabilities. The learning disability CAMHS, as well as the physical disability teams, including the range of therapy services are well integrated and good multi-agency working supports effective transition to adult services. Parents report that earlier interventions, especially those provided through the child development centre over the last two years, have improved the support and services that they now receive. Support for children is now more coordinated and there is no longer the need to have to repeat information to different professionals or undergo repeated assessments.
38. A number of engagement events with service users have taken place. Parents report being invited to feedback events although some were unclear as to what action had been taken as a result. There are a number of support groups in place for parents of children with disabilities who report a range of experiences of the support provided by the council and partner agencies. Some parents report excellent communication and support but others report less satisfactory experiences. The council and its partners are aware of the issues raised and are actively working to engage and work constructively with a range of views through active ongoing consultation and engagement with parents' groups in the development of major strategies.

**Ambition and prioritisation****Grade 1 (outstanding)**

39. Ambition and prioritisation are outstanding. The wide range of partners represented on the HCT have developed strong vision, ambition and priorities for children and young people, which are stated clearly through the children and young people's plan. Ambition and prioritisation are based on audit of need and informed by the views of the local community including children and young people. They are well understood and shared at all levels of partnership in the local area.
40. Senior managers and council members are visible and available and have developed a range of ways to ensure that staff across the partnership are involved in and contribute to planning and priorities. These include joint HCT and HSCB day events for front line staff as well as regular meetings. Quarterly performance review days are held where good practice is shared and celebrated as well as a focus on achieving improvement on identified priorities.

**Leadership and management****Grade 1 (outstanding)**

41. Leadership and management are outstanding. An integrated workforce strategy has been developed by the HCT partnership and was launched in 2010 for full implementation during the current year. Good action has been taken to address vacancies in the social care workforce through an effective recruitment and retention strategy. Vacancies have significantly reduced and front line social care teams working with children and young people looked after or moving to independence are effectively staffed with minimal dependence on agency staff. Social care staff have high morale. They consider that the council makes considerable investment in them and feel that they are valued and have access to a range of very good opportunities for development and career progression.
42. Newly qualified social workers are very well supported in a range of ways to enable them to build up the experience, skills and capacity to manage the full range of tasks in a safe and supported way. Staff feel well led and are clear about practice standards and expectations. They are supported to achieve these through a rolling programme of core training which covers key skills in assessment, planning, and use of research to inform analysis and decision making. A training programme for first line managers which includes supervision skills has been developed for imminent delivery.
43. Children and young people are involved well in service commissioning and in a range of ways to influence the development of services. Good attention is paid to the needs and perspectives of different groups and communities for example children with disabilities or young people from Polish or traveller backgrounds. Young people who spoke to inspectors feel they are involved well in the development of services to meet their

needs and they consider that their views are listened to and acted upon. A recent example of this is the opening of the new CRMZ provision for young people in both Widnes and Runcorn where the name and building design have been strongly influenced by young people, with evident sensitive consideration of the needs of different groups such as lesbian, gay and bisexual young people, and young people with disabilities.

44. Two lay members have been appointed to the HSCB and are being provided with a supportive and structured induction to enable their full participation. There is established parent representation on the HCT board. Parents experience this as an equal partnership where their views are listened to and they have the ability to influence service developments such as the establishment of IWST and the TAF approach.
45. Within social care services there are attempts to gain user feedback by way of questionnaires, although response rates are low particularly from users of child protection services. Nevertheless there are examples of the influence of service users on service development such as the current system for allocation of new referrals which was adopted in response to user feedback. A high number of the compliments in the recent HSCB annual report were made by users of early intervention services. The views of parents and children are evident in assessments and plans.
46. Effective work by the children's trust has resulted in improved service coordination, reduced service duplication and alignment of service requirements to agreed priorities. There has been considerable investment into the development and establishment of a shared understanding and approach to commissioning across the partnership. Excellent strategic joint commissioning arrangements are in place, effected through a virtual partnership-wide commissioning team with clearly agreed priorities overseen by HCT. Commissioning and de-commissioning are based on audit of need through the joint strategic needs analysis and a wide range of other information. Service developments such as the re-commissioning of Connexions, youth services or the IWST approach can be clearly linked to audit of need and agreed priorities. Very good use is made of the contribution and skills of the voluntary and community sector. Commissioning arrangements are effective in securing efficient use of resources such as the commissioning of local support for young people with complex needs, thus avoiding the need for costly external placements.

## **Performance management and quality assurance**

### **Grade 1 (outstanding)**

47. Performance management and quality assurance arrangements are outstanding with very thorough systems in place from front line practice through to strategic levels. Executive, senior management and performance boards receive regular performance reports in addition to

commissioned reports on themes or priorities as required. The council's Chief Executive, Children's Director, lead member and safeguarding board Chair ensure that they visit front line services to speak to staff and sample the quality of work. The HSCB have an established multi-agency audit process to which front line staff across agencies have opportunities to contribute with learning taken back across and within agencies. Within social care there is a well established file audit process. Staff spoken to confirm that this promotes improvement in the quality of their practice and they feel very involved in the improvement process. The council and its partners demonstrate good awareness of strengths and areas for improvement for example through the case audits undertaken for the inspection. All these arrangements contribute to a range of continual service improvements such as well advanced plans for increasing the responsiveness of the children's electronic recording system.

## **Partnership working**

## **Grade 1 (outstanding)**

48. Partnership working is outstanding and is built into organisational cultures both at strategic and operational levels with evidence of real impact. Managers and staff know and believe that they are interdependent and that by harnessing resources to address local priorities they achieve better results for children and families and for their own agency priorities. This mutual belief and understanding underpins a positive 'can do' approach to the resolution of potentially conflicting or opposing ways of working. This is illustrated for example by joint working between police and social care to improve the risk assessment and prioritisation of police referrals relating to children living with domestic violence and by the development of restorative justice approaches to reduce the numbers of young people with first or subsequent convictions.
49. Cooperation between agencies, including adult services, is very effective and well established through strong working partnerships overseen by and effectively exercised through the HCT which has a good track record of achievement. Board members are committed to the continuation of the board because of its proven effectiveness despite this no longer being a statutory requirement. Voluntary and community sector representatives report that they are very well engaged and participate as full partners. There are very good examples of cross-cutting work which address individual and joint agency priorities such as alcohol intervention briefings by the police, the reduction of teenage pregnancies or joint working to increase young people in education, employment or training (EET). Members are very clear about the respective roles and responsibilities of, and the relationship between, the HCT and the HSCB. This is underpinned by a clear written protocol.
50. There is an effective and well established HSCB which provides good leadership on safeguarding matters with a mature culture of multi-agency working. Clear processes are in place for the monitoring and review of the

quality and performance of child protection services leading to appropriate changes and developments. However aspects of equality and diversity are not explicitly addressed in current reporting processes. A well respected Chair exercises effective leadership and provides appropriate challenge to the HCT. Her current management position as a senior manager within adult services could potentially result in conflict of interest although this has not yet arisen. This is being addressed through the appointment of an independent deputy chair to oversee any such situations that may arise.

## Services for looked after children

### Overall effectiveness

**Grade 2 (good)**

51. The overall effectiveness of services for looked after children and young people is good. Statutory requirements are well met by the local authority and its partners. The majority of outcomes for looked after children are good and they demonstrate ongoing improvement. The contribution of services to ensuring that looked after children and young people are safe and feel safe is outstanding. Very good support is provided to enable looked after children to reach their full educational potential and outcomes are improving although they remain inconsistent in a number of areas. Robust joint commissioning processes have been used to develop responsive and cost effective services both to support looked after children and to prevent children from unnecessarily becoming looked after. The lead member for children and young people as well as elected members work effectively with senior managers to demonstrate strong leadership and commitment to their responsibilities as corporate parents at both a strategic and operational level.

### Capacity for improvement

**Grade 1 (outstanding)**

52. Capacity for improvement is outstanding. The multi-agency children and young people's plan sets out the ambition for children and young people with clear priorities and targets which are known and understood across the partnership. Outstanding partnership working supports an effective and established corporate parenting strategy which underpins a clear determination to ensure that services for looked after children are of a high quality and continue to improve. Inspection judgements for regulatory settings are predominantly good or outstanding. The council and its partners demonstrate a very good understanding of strengths and areas for development and take robust action to address the latter. This is demonstrated in the investment of resources to increase local foster carer capacity and ensure good levels of retention as well as through targeted partnership action with the local college to improve take up of opportunities for education, employment or training.

### Areas for improvement

53. In order to improve the quality of provision and services for looked after children and young people in Halton, the local authority and its partners should take the following action.

#### **Immediately:**

- Ensure that case supervision offers challenge and direction to social care practice and that this is accurately reflected in written case consultation records.

- Ensure that young people who have been looked after receive the record of their health history.

**Within three months:**

- Take steps to ensure that a greater proportion of looked after children know about the children in care council in order to widen the membership and maximise the potential of this group to contribute to improving outcomes for looked after children.
- Ensure that the correct consent is provided for children and young people receiving immunisations and vaccinations in school to avoid delay and maintain the confidentiality of looked after children.

**Within six months:**

- Ensure that an annual health report for looked after children is produced and presented to the relevant statutory health and partnership boards as required by regulations.



## How good are outcomes for looked after children and care leavers?

### Being healthy

### Grade 2 (good)

54. Health outcomes are good. Health files seen by inspectors are well organised and conform to requirements, although there was no evidence in files of case supervision. Good regular case audits are in place, with well monitored action plans. The appropriate consent has been gained and clearly documented prior to treatments and assessments taking place. However, some young people have experienced difficulty obtaining consent to immunisation at school resulting in postponement of their vaccination and identifying them to their fellow pupils as being in care. Young people felt that the situation could have been dealt with in a more sensitive manner.
55. There is a good rate of completion of health assessments within prescribed timescales and current data shows that the completion of health assessments, immunisations and dental assessments are in line with national trends. There is good prioritised access to dental services for looked after children as well as children subject to child protection plans. There have been delays in the completion of some initial health assessments within four weeks due to delays in notifying health staff that a child has become looked after. Awareness raising training has been provided to managers and staff resulting in some improvement although there are still delays in some cases. Health staff members regularly attend and contribute to adoption and fostering panels.
56. Good use is made of the strength and difficulties questionnaires with good analysis and monitoring of scores ensuring that the emotional well being and mental health needs of looked after children and young people are addressed. There is good prioritised access to CAMHS for looked after children and a dedicated CAMHS worker liaises regularly with the looked after children nursing team. Community staff however report difficulties in information sharing on individual children with CAMHS staff employed by the 5 Boroughs Partnership. Action is being taken to address this gap.
57. There is good health support and a dedicated worker for care leavers ensuring that health needs are promoted according to the level of a young person's independence. However young people reported that they are not consistently receiving a copy of their health history on leaving care.
58. A cross Merseyside and Cheshire notification form has been developed to improve information and notifications of looked after children moving in and out of authority and this is now being implemented across the Greater Manchester area.

59. There is good awareness of equality and diversity issues amongst health staff who have attended mandatory training. There is good access to translation and interpretation services and examples of individualised support to young people to meet their cultural or other individual needs.
60. No annual report on the health of looked after children has been prepared and presented as required to health governance boards or other partnership boards and this is an omission.

**Staying safe****Grade 1 (outstanding)**

61. Safeguarding arrangements for looked after children and young people are outstanding. Looked after children live in safe places with very good levels of support. Children spoken to by inspectors and who responded to the survey conducted for the inspection confirm they feel very safe, are well supported and know where to go if they are worried or anxious about aspects of their lives. Children's homes, fostering and adoption services have consistently been judged good, and some outstanding, in inspections.
62. Risk is well managed for children with complex needs with appropriate and thorough risk assessments included in case records. All children and young people up to the age of 18 have an allocated, qualified and experienced social worker. There is excellent advocacy support available for all looked after children which is promoted well and innovatively used including access for children and young people in need or in need of protection. Robust action has been taken to increase the numbers of children with independent visitors and 13 children and young people now have an identified independent visitor.
63. Placement stability is good. Robust action has been taken to improve this further through effective recruitment campaigns to increase the availability and choice of local foster carers. Placements are carefully matched and well supported by excellent multi-agency support. The majority of looked after children live within the borough with local foster carers. External placements are only used where the complexity of a child's needs cannot be met locally. Adoption performance is very good with evidence of clear planning and active family finding where adoption is identified as meeting a child's needs.
64. All children are given age appropriate information about how to complain as part of the pack they receive on becoming looked after. Complaints are robustly managed with appropriate action taken such as de-registration of foster carers who do not provide the expected standards of care. There is active reporting on and learning from the issues and themes arising from complaints.
65. An active and strong multi-agency approach to monitoring children missing from care and home ensures vulnerable children are identified and

supported as necessary, with the work underpinned by the necessary protocols. Good performance information and intelligence sharing across partners ensure that looked after children and young people who are particularly vulnerable are swiftly identified and that concerted multi-agency action takes place to address risks and put appropriate support in place. This has shown good results with individual young people.

66. All looked after children are placed in provision which has been judged through inspection as either good or outstanding. Strong contracting and monitoring arrangements are in place for all commissioned services including for the small number of children in external placements, which are mainly within short distances of Halton.
67. Personal advisors in the young people's team are highly regarded by users and offer continuous personalised support to young people moving to independence. Group support is provided that is tailored to themes or issues identified locally. The young women's 'keeping safe' group, provided in conjunction with external expertise, focuses on independent living, sexual health and risks of sexual exploitation amongst other topics.

### **Enjoying and achieving**

### **Grade 2 (good)**

68. The impact of services to enable looked after children and young people to enjoy their learning and achieve well is good. The education support service is led by an experienced and committed Virtual School Headteacher, who is very clear about the work that needs to take place to ensure looked after children make good progress in their education. She provides good challenge to schools to ensure they do the best for looked after children.
69. The work of the service is underpinned by excellent multi-agency working across the authority. Evidence of good partnerships with schools is shown by high attendance rates, low exclusion rates (with only one permanent exclusion since 2004) and the local authority not having to direct any school to admit a looked after child. Good care is taken when making educational placements and there are good links to support out of borough children.
70. Good efforts are made to engage young people in their learning. Achievement is closely tracked and a wide range of activities and interventions are in place to target under-achievement and potential under-achievement. Close attention is given to considering the individual circumstances of children. At all key stages the majority of children are making at least the expected progress, although small and changing cohorts make it difficult to demonstrate long term trends in achievement.
71. There is a good range of targeted holiday activities, based on the needs of particular cohorts, to promote achievement. These include the very recent Fun Maths Roadshow, prompted by the need to improve attainment in

maths at Key Stage 2, where gaps have not consistently narrowed over time.

72. In most years there have been varied outcomes in English and mathematics but results for Level 4 English and mathematics have been below the national averages and those of north west neighbours for the last three years. However most recent data indicate that gaps in achievement between looked after children and pupils nationally at key stage 4 have narrowed well in the current year despite the additional learning needs of many of the young people. Outcomes for five or more GCSEs at A\*–C including English and mathematics have been above the national and regional comparators for all years with the exception of 2008/09. In the current year outcomes were higher for those achieving one A\*–G and five A\*–C, despite the national strategy targets not being met.
73. The quality of personal education plans is improving. A newly developed format supports the setting and reviewing of clear, realistic and achievable targets. Looked after children have good access to extra-curricular activities and funding is available for particular events. Good use is made of personal educational allowances.

### **Making a positive contribution, including user engagement**

#### **Grade 2 (good)**

74. There are good opportunities for looked after children to make a positive contribution. They have good support to enable them to put their views forward and contribute to reviews about their care and education. Other opportunities are promoted through young people's involvement in interview panels and their contributing to commissioning services and influencing service delivery and strategic planning.
75. There has been increasing participation and involvement of looked after children since the formation of the Children in Care Council in October 2009. Opportunities for young people include contributing to internal and external meetings and training and working as anti-bullying mentors. Young people spoken to by inspectors feel that their views are valued and they are well supported by the council through regular meetings with the director for children's services and active links with the lead member for children and young people. Young people are pleased with the success their influence has had on policy about staying overnight with friends, and in promoting greater understanding about pocket money. However the work of the Children in Care Council is not yet sufficiently known to the wider population of looked after children and the considerable potential of this group is yet to be fully realised. A significant number of children and young people who responded to the survey for this inspection had not heard about the council or the children's pledge. This is recognised and

steps are being taken to increase and widen membership for example through the recent Money Matters day.

76. A wide range of diversionary programmes is available to reduce offending including use of a restorative justice approach. Offending rates for looked after children are low. There are good working arrangements to support young offenders, particularly when returning from custodial sentences and corporate parenting responsibilities for these young people are taken very seriously. As for other aspects of the work, sound multi-agency working supports a positive response from partners such as the local college to ensure that young people receive consistent and individually tailored support to enable their full participation.

### **Economic well-being**

### **Grade 2 (good)**

77. The impact of services to support and improve the economic well being of looked after children and care leavers is good. There is a good focus on supporting the individual needs of small cohorts.
78. Improving the number of care leavers in EET is both a significant challenge and a clear priority for the local authority area. There is evidence of some good work to promote young people's economic well-being, but for others attempts to engage and motivate them are less successful. Targeted work this year for young people aged 16 has shown good outcomes for those involved. The work of the dedicated Connexions personal advisor and community support worker for EET is highly regarded by service users. A recent event held for young people at the end of Year 11 has been successful in ensuring all in this targeted group remain in EET.
79. Young people are automatically enrolled in Aim Higher and many take advantage of this, engaging in Education Business Partnership activities. All looked after children undertake work experience and there are opportunities to engage in voluntary work. The local college has a support package for looked after children, developed in conjunction with Connexions and the young people's team. It is too early yet to confidently judge the full impact of work such as the introduction of a predictor tool to target those at risk of being out of EET, or the newly established EET scrutiny group.
80. Attainment at higher level GCSEs has been good, and the number of care leavers in further education has increased over the last two years from seven to 24, nevertheless only a small number of young people have gone on to higher education. Despite some reduction in the availability of places, there are plans to ensure that opportunities of apprenticeships for care leavers are maintained both within the council and through partnerships.

81. Young people are provided with good support to successfully move towards independent living. The Halton Housing Trust, which works with the council's accommodation support officer, has a welfare benefits worker who provides advice on budget management, carries out a sustainability assessment and has an assisted furniture scheme.
82. Currently all care leavers are in suitable accommodation. There is an appropriate focus on resolving accommodation gaps and the range of accommodation is clearly improving supported by good work with partners. The council commissions two properties from the Halton Housing Trust and holds the tenancy of these for the first year of a young person's placement and a small number of young people now have their own tenancies. Varied levels of support are offered in semi-independent units depending on the vulnerability of the young person. No young person is in a hostel currently but an emergency bed is available. Longer term supported lodgings are commissioned through children's services. The LIFE (Living Independently and Fulfilling Expectations) project is at the point of introduction and includes accredited courses to help young people move effectively to independence and to successfully secure and hold their own accommodation.

### **Quality of provision**

### **Grade 2 (good)**

83. The quality of provision is good. There are comparatively low numbers of looked after children and this has been a consistent trend. Prompt decision making and action is taken to ensure that only those children who need to become looked after do so, usually where earlier planned intervention and support has not secured the necessary changes to ensure good outcomes for children. There are a number of services in place to work with young people at risk of becoming looked after for example the intensive support team or family intervention project.
84. Good use is made of legal advice and court processes to secure permanency and security for children where this is in their interests. Clear planning and decision making is evidenced by the low numbers, particularly of younger children, who remain looked after on a voluntary basis for significant periods. Similarly there are low numbers of children placed with parents while still subject to a care order. The majority of children and young people are placed with local foster carers and good action has been taken to increase the availability and range of local foster placements. External placements are used on occasions but only when the complexity of a child's needs cannot be met locally.
85. Statutory requirements are met well in respect of looked after children. Records are largely up to date and include key basic information and documentation with reviews and statutory visits taking place as required. Children are seen at required intervals, some more frequently according to need, and are seen alone. Some children have had frequent past changes

of social worker although this is an improving situation as action to achieve a more stable workforce takes effect.

86. Parents spoken to by inspectors felt that communication from social workers about their children was currently good. They understood the plan for their children and were able to see that outcomes for their children had improved as a result of becoming looked after. Nevertheless there had been frequent changes of social workers in the past resulting in parents not being kept informed or contact not sufficiently planned.
87. Children and young people are transferred through to social workers in the permanency team at the point of a final court order. As a result permanency team social workers carry manageable case loads and feel well supported by regular supervision. Management oversight is evident on cases although records of case consultation on individual case files are predominantly descriptive and do not demonstrate challenge or direction to practice.
88. The majority of assessments are thorough and support understanding of a child's particular needs with pre-birth assessments now undertaken at an earlier stage to ensure clear planning for children at birth. There is good use of risk assessments in individual cases with detailed analysis where appropriate for example of the methods of behaviour management used to promote greater confidence and safety for the young person. Assessments lead to good packages of support to children to promote improved outcomes.
89. The majority of care plans are detailed and thorough with good use made of parallel planning while further assessment is undertaken of home circumstances where this is indicated in a child's interests. Independent reviewing officers (IROs) make a good contribution to secure planning for looked after children. Some plans, particularly those for young people with more challenging or complex needs, are insufficiently robust or challenging to secure the desired outcomes. Increased local placement choice has improved the matching of children to placements that suit their needs and contributes to improved placement stability. However within the local population there are still gaps in placements which can support a child's specific cultural or ethnic needs. Good attempts are made to support placements in a range of ways to help carers from different backgrounds understand and promote a child's individual needs.
90. IROs provide continuity for children and young people by continuing in their role with individual children until they are 18 years old. The IROs are knowledgeable about individual children and actively encourage children and young people to attend and contribute to their reviews. The service makes an important contribution to the quality of practice and in understanding the looked after children population. Analytical quarterly reports are presented to senior managers and other key strategic groups

in relation to performance and other service trends such as placement stability.

## **Ambition and prioritisation**

## **Grade 1 (outstanding)**

91. The HCT, chaired by the lead member for children, provides very effective oversight of the work of local services to promote good outcomes for looked after children. Clear and shared vision, ambition and priorities for looked after children and young people are in place underpinned by excellent partnership working. Corporate parenting responsibilities are exercised very well at all levels with partner agencies, elected members and senior managers understanding their responsibilities and demonstrating high ambitions for looked after children supported by appropriate resource allocation to secure the necessary outcomes. Senior managers in the council are known and visible to children's representative groups, as are the lead and other council members. There is a well regarded training and induction process for new council members. Strategic groups demonstrate effectiveness, work to agreed priorities and are clear about their role, purpose and accountability to the HCT.

## **Leadership and management**

## **Grade 1 (outstanding)**

92. Leaders and managers are visible, well respected and provide outstanding leadership with clear lines of responsibility and accountability throughout the organisation. There is a very good focus on encouraging and recognising good practice as well as on driving forward improvement on areas for development. Good action has been taken to address workforce vacancies and there is now an experienced and stable workforce in place. There is a strong learning culture evident at all levels of the organisation and across the partnership evidenced through a robust social care training strategy and employee development programme.
93. Commissioning arrangements are excellent. There has been considerable investment into the establishment of a virtual commissioning team with considerable skill and expertise across the partnership. This team sets and ensures very high standards for the quality of commissioned services through robust service specification and thorough rigorous monitoring arrangements to ensure quality standards are met.
94. The population of looked after children is well known. Focused analysis of the cohort of children and young people enables the council and its partners to assess changing needs and to develop services to deal with future challenges. There is an increasing focus on an earlier start to prepare children for future independence.



## **Performance management and quality assurance**

### **Grade 1 (outstanding)**

95. Performance management and quality assurance arrangements are outstanding. Very robust systems are established at all levels, as are for safeguarding services. Elected members take their responsibilities very seriously and are supported to exercise their role well by carefully planned and good quality induction and training. A strong and regular group of council members undertake Regulation 33 visits to children's homes and take forward issues of safety or other aspects of service quality. There are elected member representatives on the fostering and adoption panels. Members are trained and supported to undertake visits to front door services to enable them to keep in touch with the quality of front line practice. The lead member and other council members attend children's events along with senior managers to ensure that they are visible and accessible to children and young people.

## Record of main findings:

<b>Safeguarding services</b>	
Overall effectiveness	Good
Capacity for improvement	Outstanding
<b>Safeguarding outcomes for children and young people</b>	
Children and young people are safe and feel safe	Good
Quality of provision	Good
The contribution of health agencies to keeping children and young people safe	Good
<b>Services for looked after children</b>	
Ambition and prioritisation	Outstanding
Leadership and management	Outstanding
Performance management and quality assurance	Outstanding
Partnership working	Outstanding
Equality and diversity	Good
<b>How good are outcomes for looked after children and care leavers?</b>	
Overall effectiveness	Good
Capacity for improvement	Outstanding
Being healthy	Good
Staying safe	Outstanding
Enjoying and achieving	Good
Making a positive contribution, including user engagement	Good
Economic well-being	Good
Quality of provision	Good
<b>Services for looked after children</b>	
Ambition and prioritisation	Outstanding
Leadership and management	Outstanding
Performance management and quality assurance	Outstanding
Equality and diversity	Good

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