



**Safer Policy and Performance Board**

**Tuesday, 19 February 2019 at 6.30 p.m.  
Council Chamber - Town Hall, Runcorn**

A handwritten signature in black ink that reads 'David Walsh'.

**Chief Executive**

**BOARD MEMBERSHIP**

Councillor Dave Thompson (Chair)	Labour
Councillor Norman Plumpton Walsh (Vice-Chair)	Labour
Councillor Sandra Baker	Labour
Councillor Ellen Cargill	Labour
Councillor Eddie Dourley	Labour
Councillor Valerie Hill	Labour
Councillor Peter Lloyd Jones	Labour
Councillor Kath Loftus	Labour
Councillor Geoffrey Logan	Labour
Councillor Gareth Stockton	Liberal Democrats
Councillor Geoff Zygadlo	Labour

*Please contact Gill Ferguson on 0151 511 8059 or e-mail [gill.ferguson@halton.gov.uk](mailto:gill.ferguson@halton.gov.uk) for further information.*

*The next meeting of the Board is on a date to be agreed.*

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

**Part I**

<b>Item No.</b>	<b>Page No.</b>
<b>1. CHAIR'S ANNOUNCEMENTS</b>	
<b>2. MINUTES</b>	<b>1 - 4</b>
<b>3. DECLARATION OF INTEREST (INCLUDING PARTY WHIP DECLARATIONS)</b>	
Members are reminded of their responsibility to declare any Disclosable Pecuniary Interest or Other Disclosable Interest which they have in any item of business on the agenda, no later than when that item is reached or as soon as the interest becomes apparent and, with Disclosable Pecuniary interests, to leave the meeting during any discussion or voting on the item.	
<b>4. PUBLIC QUESTION TIME</b>	<b>5 - 7</b>
<b>DEVELOPMENT OF POLICY ISSUES</b>	
<b>5. EMERGENCY PLANNING</b>	<b>8 - 15</b>
<b>6. MULTI AGENCY INITIATIVES KICKOFF</b>	<b>16 - 19</b>
<b>7. PUBLIC SPACES PROTECTION ORDER - DOG CONTROL</b>	<b>20 - 38</b>
<b>8. TRANSFER OF CHANNEL COORDINATION FROM POLICE TO LOCAL AUTHORITIES</b>	<b>39 - 45</b>
<b>9. MODERN SLAVERY AND TRAFFICKING</b>	<b>46 - 54</b>
<b>10. UPDATE ON MULTI AGENCY WORK TO TACKLE OFF ROAD MOTORBIKES</b>	<b>55 - 57</b>

*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.*

**SAFER POLICY AND PERFORMANCE BOARD**

*At a meeting of the Safer Policy and Performance Board on Tuesday, 20 November 2018 at the Council Chamber - Town Hall, Runcorn*

Present: Councillors Thompson (Chair), N. Plumpton Walsh (Vice-Chair), Baker, E. Cargill, E. Dourley, V. Hill, P. Lloyd Jones, K. Loftus, Logan, G. Stockton and Zygadlo

Apologies for Absence: None

Absence declared on Council business: None

Officers present: M. Andrews, C. Patino and G. Ferguson

Also in attendance: Councillor D. Cargill under Standing Order 33. Councillor C. Loftus and 2 representatives from North West Ambulance Service, 3 representatives from Cheshire Police and one member of the public.

**ITEM DEALT WITH  
UNDER DUTIES  
EXERCISABLE BY THE BOARD**

SAF17 CHAIR'S ANNOUNCEMENTS

The Chair announced that following on from the last meeting, Mike Amesbury, Weaver Vale MP, had submitted two questions to Parliament regarding proposed reductions within the Border Agency service in Halton.

In addition, on behalf of the Board, the Chair welcomed Councillor Dourley as a new Board Member.

SAF18 MINUTES

The Minutes of the meeting held on 11<sup>th</sup> September 2018 were taken as read and signed as a correct record.

SAF19 PUBLIC QUESTION TIME

It was reported that no questions had been received.

SAF20 NORTH WEST AMBULANCE SERVICE ANNUAL REPORT

The Board received a presentation from two

*Action*

representatives from North West Ambulance Service (NWAS), who outlined the NWAS Annual report for Halton 2017/18. Members noted:

- The Clinician's role in respect of speaking to patients who contact the Ambulance Service and the positive impact this has received;
- An outline of the Ambulance Response Programme Pilot;
- Response standards;
- The impact of the Performance Improvement Plan 2018; and
- Turnaround times for ambulances at Halton and Warrington Hospitals.

On behalf of the Board the Chair thanked Mr Quinn and Ms Mallett for their informative presentation.

RESOLVED: That the presentation be noted.

SAF21 CHESHIRE POLICE INTEGRATED ANTI STALKING UNIT (IASU)

The Board considered an update report from Cheshire Police Integrated Anti-Stalking Unit regarding the work carried out in Halton. The specialist Unit aimed at protecting victims of stalking and managing perpetrators had recently been launched in Cheshire until 2020. Only the second in the country and the first of its kind in the North West the Integrated Anti-Stalking Unit was being run by Cheshire Police in partnership with North West Boroughs Healthcare NHS Foundation Trust and the Suzy Lamplugh Trust. All agencies were working together to help stalking victims and the risk caused to them by perpetrators through a range of interventions.

The team would be able to discuss the best course of action and provide expert advice on whether psychological interventions, social support or legal sanctions were needed. The Unit would offer victims one-to-one support whilst working closely with the perpetrator to ultimately manage the risk of further harm to the victim and the wider community.

In addition, the Unit would identify perpetrators who could be suitable for therapeutic interventions, if clinically indicated or be referred to mental health, alcohol and drug support services. The team would also decide whether the case should be automatically put into the criminal justice system.

Two representatives from the Unit were in attendance and discussed with Members:

- training offered by the Unit to agencies to identify perpetrators early and to put interventions in place;
- the types and number of referrals received to date by the Unit. Since 1<sup>st</sup> September the Unit had received 50 referrals across Halton and Warrington;
- the support the Unit provided to the Crown Prosecution Service; and
- the future evaluation of the work of the Unit by the Gill Dando Institute for Crime.

RESOLVED: That the report be noted.

#### SAF22 MULTI AGENCY INITIATIVES TO TACKLE KNIFE CRIME

The Board received an update report on the multi-agency response to knife crime and violence against the person by young people across the Borough and Nationally. Representatives from Cheshire Police were in attendance and outlined the work they carried out with Halton Primary and Secondary Schools. It was noted that in particular the Police worked with young people to address their perception of knife crime in Halton.

Arising from the discussion, the Board were advised that a multi-agency initiative had recently been carried out in the Murdishaw area.

RESOLVED: That the report be noted.

#### SAF23 UPDATE ON MULTI AGENCY WORK TO TACKLE OFF-ROAD MOTORBIKES

The Board considered an update report from Cheshire Police regarding the multi-agency response to the illegal and anti-social use of off road motorcycles. Initiatives recently undertaken included:

- Operation Scrambler had been launched for the summer period to deal with illegal and anti-social use of off road motorcycles, mini motos and quad bikes. As part of this a new DNA spray was used which was funded by the Council, Halton Housing Trust and the Halton Community Safety team;
- A UK week of action ran from Monday 27 August to Sunday 2 September aimed at reducing the number of serious and fatal collisions involving motorcyclists;

- Officers were stopping and engaging with motorcyclists who committed moving traffic offences such as speeding and dangerous riding as well as anti-social offences such as excessive noise. They would also be encouraging motorcyclists to enhance their skills, knowledge and check their personal protective equipment; and
- In addition to motorcyclists, Officers would be targeting all road users who endangered the lives of themselves and others.

Arising from the discussion, Members noted that Sergeant Watson would be meeting with Beechwood Ward Councillors to discuss recent motorcycle incidents in the Beechwood area.

RESOLVED: That the report be noted.

#### SAF24 WHITE RIBBON CAMPAIGN

The Board received an update on the progress by the Council to achieve White Ribbon status. It was noted an action plan had been developed which outlined the activities that had been planned for the next two years, the date these activities would be completed by and planned outcomes. A copy of the up to date action plan had been circulated to Board Members for information.

RESOLVED: That the report and action plan be noted.

*Meeting ended at 8.20 p.m.*

**REPORT TO:** Safer Policy & Performance Board

**DATE:** 19<sup>th</sup> February 2019

**REPORTING OFFICER:** Strategic Director, Enterprise, Community and Resources

**SUBJECT:** Public Question Time

**WARD(s):** Borough-wide

### **1.0 PURPOSE OF REPORT**

- 1.1 To consider any questions submitted by the Public in accordance with Standing Order 34(9).
- 1.2 Details of any questions received will be circulated at the meeting.

### **2.0 RECOMMENDED: That any questions received be dealt with.**

### **3.0 SUPPORTING INFORMATION**

- 3.1 Standing Order 34(9) states that Public Questions shall be dealt with as follows:-
- (i) A total of 30 minutes will be allocated for dealing with questions from members of the public who are residents of the Borough, to ask questions at meetings of the Policy and Performance Boards.
  - (ii) Members of the public can ask questions on any matter relating to the agenda.
  - (iii) Members of the public can ask questions. Written notice of questions must be given by 4.00 pm on the working day prior to the date of the meeting to the Committee Services Manager. At any one meeting no person/organisation may submit more than one question.
  - (iv) One supplementary question (relating to the original question) may be asked by the questioner, which may or may not be answered at the meeting.
  - (v) The Chair or proper officer may reject a question if it:-
    - Is not about a matter for which the local authority has a responsibility or which affects the Borough;
    - Is defamatory, frivolous, offensive, abusive or racist;
    - Is substantially the same as a question which has been put at a meeting of the Council in the past six months; or

- Requires the disclosure of confidential or exempt information.
- (vi) In the interests of natural justice, public questions cannot relate to a planning or licensing application or to any matter which is not dealt with in the public part of a meeting.
- (vii) The Chair will ask for people to indicate that they wish to ask a question.
- (viii) **PLEASE NOTE** that the maximum amount of time each questioner will be allowed is 3 minutes.
- (ix) If you do not receive a response at the meeting, a Council Officer will ask for your name and address and make sure that you receive a written response.

Please bear in mind that public question time lasts for a maximum of 30 minutes. To help in making the most of this opportunity to speak:-

- Please keep your questions as concise as possible.
- Please do not repeat or make statements on earlier questions as this reduces the time available for other issues to be raised.
- Please note public question time is not intended for debate – issues raised will be responded to either at the meeting or in writing at a later date.

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

7.1 None.

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

8.1 There are no background papers under the meaning of the Act.

<b>REPORT TO:</b>	Safer Policy & Performance Board
<b>DATE:</b>	19 <sup>th</sup> February 2019
<b>REPORTING OFFICER:</b>	Strategic Director Enterprise, Community & Resources
<b>PORTFOLIO:</b>	Community Safety
<b>SUBJECT:</b>	Emergency Planning
<b>WARDS:</b>	Boroughwide

### **1.0 PURPOSE OF THE REPORT**

To raise awareness of the role of the Emergency Planning Team and the work undertaken for the period 2018-2019.

### **2.0 RECOMMENDATION: That the report be noted.**

### **3.0 SUPPORTING INFORMATION**

#### **3.1 Background**

Risk & Emergency Planning is a team within the Enterprise, Community & Resources Directorate. The team consists of a Principal Emergency Planning Officer and two Emergency Planning Officers.

#### **3.2 STATUTORY DUTIES:**

Halton Borough Council, as a Local Authority, has a 'Statutory Duty' to comply with the following legislation:

- Civil Contingencies Act (CCA) 2004
- Control of Major Accident Hazard Regulations (COMAH) 2015
- Major Accident Hazard Pipelines (MAHP) 1996

Therefore, the Emergency Planning team are governed by this Legislation to ensure Borough of Halton is safe and resilient.

#### **3.3 Civil Contingencies Act 2004**

Under the Civil Contingencies Act 2004, the Council has a duty to ensure the resilience of the Council's response to an emergency situation. Part: 1 of the Act is designed to deal with preparations by local responders for localised emergencies, such as risk of serious damage to human welfare or the environment. Part: 2 is designed for use in very serious emergencies, which affect a larger geographical area.

The Act divides local responders into 2 categories, imposing a different set of duties on each. Category: 1 organisations are at the core of the response to most emergencies (e.g. Emergency Services, Local Authorities, NHS bodies).

As a Category: 1 Responder, Halton Borough Council is subject to a full set of 'civil protection statutory duties' and is required to:

- Assess the 'risk of emergencies' occurring and use this to inform contingency planning;
- Put in place Emergency Plans;
- Put in place Business Continuity Management (BCM) arrangements;
- Put in place arrangements to make information available to the public regarding civil protection matters and maintain arrangements to 'warn, inform and advise' the public in the event of an emergency;
- Share information with other local responders to enhance co-ordination;
- Co-operate with other local responders to enhance co-ordination and efficiency;
- Provide advice and assistance to businesses and voluntary organisations regarding Business Continuity Management.

Category: 2 organisations (e.g. Health & Safety Executive, Transport and Utility Companies) are 'co-operating bodies' which are less likely to be involved in the heart of planning work, however, will be heavily involved in incidents that affect their sector.

### **3.4 Planning for Local Risks**

In line with the CCA, Halton Borough Council have a number of Emergency Plans with the aim to ensure resilience is in place to protect, minimise the effects and reassure the community of Halton; limiting the consequences in the event of a Major Incident / Major Incident Standby within the Borough.

Emergency Planning have prepared a number of key plans to ensure resilience within the Borough of Halton, which are regularly updated and tested.

The CCA identifies two pieces of legislation that relate to Major Accident Hazards at *industrial establishments*, Control of Major Accident Hazards Regulations (COMAH) and to *hazardous pipelines* (Major Accident Hazard Pipelines) (MAHP).

### **3.5 Control of Major Accident Hazard Regulations (COMAH) 2015**

COMAH applies mainly to the chemical industry, some storage activities, explosives and nuclear sites and other industries, where a threshold quantity of dangerous substances identified in the Regulations are kept or used.

The COMAH Regulations require Halton Borough Council, as a Local Authority, to prepare adequate emergency plans to deal with the off-site consequences of possible major accidents at 'Upper Tier' sites and should review and where necessary revise them. They must also test them at specified intervals at least once every three years.

The Seveso Directives are the main EU legislation dealing specifically with the control of on-shore major accident hazards involving dangerous substances. The Seveso III Directive came into force on 1 June 2015, replacing the Seveso II Directive.

The COMAH Regulations 2015, Regulation: 9, places 'nine' industrial sites within Halton as 'Upper Tier' sites. Each of these sites requires an 'external emergency plan' to be in produced and exercised / tested at least once every three years.

The Runcorn Site COMAH Operators is the 'umbrella terminology' which is used to capture the six operators, which is based in Weston Point, Runcorn. This name has been agreed by The Competent Authority (HSE and The Environment Agency), the Operators and Halton Borough Council.

Below is a list of 'Upper Tier COMAH sites' in Halton:

#### **'Upper Tier' - Runcorn sites**

##### **Runcorn COMAH Operators include:**

- INOVYN ChlorVinyls Ltd
- INEOS Enterprises Ltd
- VYNOVA Runcorn Ltd
- Runcorn Membrane Chlorine Plant (MCP) Ltd
- Packed Chlorine Limited and
- Mexichem Fluor Limited

#### **'Upper Tier' - Widnes sites**

- Univar Ltd, Pickerings Road, Halebank, Widnes
- ICoNiChem Widnes Ltd, Moss Bank Road, Widnes
- Emerald Kalama Chemical Ltd, Dans Road, Widnes

### **3.6 COMAH Compliance**

COMAH Regulations requires all 'Upper Tier' COMAH sites to produce and submit a 'Safety Report' to the Competent Authority and this is reviewed every 5 years by them.

These sites are also responsible for producing a Major Accident Prevention Policy (MAPP), which focuses on major accident hazards and details the Safety Management System, which will include the quantities of dangerous substances which are present or likely to be present.

All 'Upper Tier' COMAH sites are required to produce both an 'Internal' and 'External' Emergency COMAH Plan. The 'Internal' Plan is produced by the operator and the 'External' Plan is produced in partnership between Halton Borough Council and the Operator(s). All External Plans have been updated within the past 12 months to reflect changes at the site(s) and/or in line with the new Cheshire Resilience Forum (CRF) COMAH Template.

The Competent Authority (HSE and the Environment Agency) schedules an annual compliancy meeting with Halton, the aim to review the External COMAH Planning work. All nine sites within the borough, are compliant.

### **3.7 Exercises / Validation**

Due to the complexity and interconnectivity of the six operators at the Runcorn COMAH site, the External COMAH Plan is tested on an annual basis. This is a recommendation by the Competent Authority and has been implemented for a number of years.

Univar Ltd, Widnes, ICoNiChem, Widnes and Emerald Kalama Chemical Ltd 'External COMAH Plans' are tested / validated every three years. This is in line and in agreement with the Cheshire Resilience Forum (CRF) 3-year cycle.

### **3.8 Lower Tier COMAH Sites**

Halton Borough Council has no statutory duty for 'Lower Tier' COMAH sites. However, these sites remain governed under COMAH Regulations and are required to produce a Safety Report, an 'Internal COMAH Plan' and a Major Accident Prevention Policy. There is also an annual inspection from Cheshire Fire & Rescue Service. All dates of these inspections are circulated to the Emergency Planning Team.

Halton has one 'Lower Tier' COMAH sites, Syntor Ltd, which is based on Manor Park, Runcorn.

### **3.9 Further Local Risks**

Halton have a number of further risks within the Borough such as the Mersey Gateway, Silver Jubilee Bridge, Severe Weather, Flooding and Cross Border Risks, such as Liverpool John Lennon Airport and Merseyside's COMAH site, Vertellus Specialities UK Ltd. Halton work with partner agencies to produce Emergency Plans and exercise, as appropriate.

### **3.10 Major Accident Hazard Pipeline (MAHP) Regulations 1996**

The Major Accident Hazard Pipeline (MAHP) Regulations 1996, governs all high pressure natural gas supply transmission and distribution network within the Borough of Halton. These substances are known collectively as

dangerous fluids, as defined in Schedule 2 of the Major Accident Pipeline Safety Regulations (1996).

Major Accident Hazard Pipeline Emergency means an occurrence i.e. an explosion, fire or breach of a Major Accident Hazard Pipeline. This is further defined as a Mobile Cloudburst - an incident involving a release of chemicals or toxic substances at any location (usually during transportation) i.e. highways, railways, ships and pipelines and not relating to a specific site i.e. COMAH site.

Halton Borough Council, as the Local Authority has a statutory duty to work with the pipeline operators who have MAHP infrastructure in the area and partners to produce a MAHP Multi-Agency Plan. Consultations have taken place with pipeline operators, Emergency Services, NHS England, Public Health England, HSE and with members of the public via their Elected Members.

The plan for the Borough of Halton has been updated in the past 12 months and was produced in accordance with the legal obligations placed on Halton under the Regulations. The plan has also been updated in line with the new CRF Template.

Under the Regulations there is no specific duty on Local Authorities to test the plan but exercises may be carried out as part of duties under the Civil Contingencies Act 2004. However, it was agreed between Halton, Warrington and Cheshire in partnership with all MAHP Operators across Cheshire to exercise and validate the MAHP Template. This table top exercise took place November 2016. A report has been produced with actions listed to be taken forward.

### **3.11 Public Reassurance**

The 'Community' / Public Information Zone (PIZ) are consulted regarding a COMAH site which is in close proximity to their home / business. This consultation process includes a 'Safety Letter' and 'Information Card' which is circulated, at least every 5 years, and includes actions to be taken in the event of a major incident. This information is also posted on the HBC Website.

Halton also leads and host the Cheshire Resilience Website, where up to date information on risks and resilience work is posted for Cheshire.

As part of the community reassurance, the team have worked, with the local parish councils and schools, where appropriate, with the aim of raising awareness regarding a COMAH Site in their area.

### **3.12 Emergency Centres**

In the event of an emergency, there is a number of Emergency Centres which may be activated in the response to the incident. This depends on the type, nature and severity of the incident.

#### **3.12.1 Local Authority Emergency Centres**

In the event of a Major Incident / Major Incident Standby, Halton has two Local Authority Emergency Centres (LAEC), one is based at Municipal Building and the other at Runcorn Town Hall. All equipment and plans are checked and updated on a monthly basis.

#### **3.12.2 Emergency Survivor Reception Centres**

In the event of a Major Incident / Major Incident Standby, a Survivor Reception Centre may be activated in response to the incident. Within the borough there are approximately 50 designated centres, which are made up of Church Halls, Social Clubs and Hotels. These buildings are used as a secure area where people affected by an Emergency will be taken for short-term shelter. People attending this centre will not require acute hospital treatment, however, may require first aid.

#### **3.12.3 Emergency Rest Centres**

In the event of a Major Incident / Major Incident Standby, a Rest Centre may be activated in response to the incident. Within the borough there are a total of 10 designed Rest Centres, which are made up of Leisure Centres and Community Centres. These buildings are used as temporary accommodation, a place of safety for displaced people. Two of the ten designated establishments are designed care homes, which would be used to move vulnerable people, who have been involved in an emergency evacuation. These establishments all have a Rest Centre box, which is checked on a quarterly basis or before a major event.

### **3.13 Working with Partners**

Halton continues to work with partner agencies as part of exercise planning, training and validation exercises, both within Cheshire and Cross-Border. For example, Halton attend and umpire COMAH Exercises. Also, attending cross border exercises in Merseyside. Halton is also a member of the Liverpool John Lennon Airport Emergency Planning Group.

### **3.14 Working with Cheshire Resilience Forum (CRF)**

Halton is an active member of the Cheshire Resilience Forum. The forum works with partner agencies, such as Cheshire Police, Cheshire Fire & Rescue Service, NWAS and Health Organisations. The aim and objectives of the Cheshire Resilience is to prepare for, respond to and recover from any emergency.

The forum brings together local emergency services, NHS and local authorities, plus other agencies that can help to prepare and respond to any event. Under the Civil Contingencies Act 2004 every part of the United Kingdom is required to establish a Local Resilience Forum, which is a multi-agency group covering a policing area that share information and resources, and respond together to an incident. Cheshire Resilience will not offer immediate information in the event of an emergency. The aim is to work together to protect the community and make Cheshire the best prepared place for any emergency.

The forum works towards the National Risk Register, where these risks are assessed at a Cheshire level and risks assessed at a local level and where appropriate work programme.

### **3.15 Internal Resilience**

Emergency Planning continue to develop SharePoint and the Emergency Planning Portal via the intranet, with the aim to ensure emergency planning documents, Business Continuity Plans, Training Programmes and dates are easily accessible for Emergency Responders.

### **3.16 Training**

Emergency Planning scheduled training and exercises internally, for example First Responder Training, Rest Centre Training, Corporate Business Continuity Exercises and Elected Members Training.

Halton work in partnership with Cheshire Resilience Forum, leading on training which involves external partners, for example, Introduction to Emergency Planning, Recovery, Briefing and Awareness Days and Strategic Exercises.

Emergency Planning were also involved in the preparation of the official Royal Visit to open the Mersey Gateway.

### **3.17 Major Incidents in Halton**

The team has responded to a number of 'Major Incidents / Major Incident Standbys' over the last 12 months. To ensure there is resilience when planning, responding and recovering from incidents, Cheshire use Resilience Direct as an 'emergency planning platform.' To ensure learning is captured following all incidents, a structured debrief will take place, where areas of good practice, areas of development and actions generated from the incident are recorded. A report is produced which incorporates this information, with the aim to improve future responses to incidents.

#### **National Incidents**

Following the Kerslake Report, regarding the Manchester Arena attack, Halton are currently working in partnership to extract the lessons learnt from

the document. A report is scheduled for Management Team, to share the results and the proposed way forward.

#### **4.0 POLICY IMPLICATIONS**

There are no policy implications.

#### **5.0 FINANCIAL IMPLICATIONS**

There are no financial implications.

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

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

There are no direct implications on the Council's 'Children and Young People in Halton' priority

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

There are no direct implications on the Council's 'Employment, Learning & Skills in Halton' priority.

##### **6.3 A Healthy Halton -**

There are no direct implications on the Council's 'A Healthy Halton' priority

##### **6.4 A Safer Halton -**

There are no direct implications on the Council's 'A Safer Halton' priority

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

There are no direct implications on the Council's 'Halton's Urban Renewal' priority

#### **7.0 RISK ANALYSIS**

No full risk assessment is required

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

None

#### **9.0 KEY DECISIONS ON THE FORWARD PLAN**

These proposals do not constitute a key decision and are not included in the Forward Plan.

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

February 2018  
February 2017

Update on Emergency Planning Service  
Introduction to the Emergency Planning Service

<b>REPORT TO:</b>	Safer Policy and Performance Board
<b>DATE:</b>	19 <sup>th</sup> February 2019
<b>REPORTING OFFICER:</b>	Strategic Director – Enterprise, Community and Resources
<b>PORTFOLIO:</b>	Community Safety
<b>SUBJECT:</b>	Multi Agency initiatives Kickoff@3
<b>WARDS:</b>	Borough wide

## **1.0 PURPOSE OF THE REPORT**

- 1.1 To update the Board on the positive work that the Council is doing in partnership with the Police to make Halton safer, in particular a new national scheme called **Kickoff@3**.

## **2.0 RECOMMENDATION: That the**

- 1) **report be noted; and**
- 2) **Board consider the information contained in the presentation and raise any questions of interest or points of clarification following the presentation.**

## **3.0 SUPPORTING INFORMATION**

- 3.1 Following recent events in Runcorn and other trends that are emerging across the Borough (and Nationally) with regard to crime and violence against the person by young people, Halton has established a multi-agency response to what is clearly becoming a significant concern for our communities.
- 3.2 The purpose of this response is to help us have a better understanding of the current picture in Halton in respect of knife crime and violence against the person, especially that being perpetrated by young people.

It will also help to inform members of what the Police, the Council and other partners are doing to tackle this issue and provide community reassurance, as well as to explore what others are doing elsewhere in addressing similar issues by reviewing best practice nationally.

A key part of this work is to Identify what the community and community representatives can do individually and collectively to help tackle this issue.

3.3 Some key actions have emerged as a priority for this work, namely

- To develop a structured approach
- To address the current culture that carrying a weapon is acceptable
- To educate and raise awareness that carrying a weapon is not acceptable
- To educate and raise awareness about staying safe
- To develop a programme of measures to deliver a long term and sustainable approach
- To engage with the community.

**4.0 WHAT IS KickOff@3?**

KickOff@3 is a collaborative initiative set up by passionate men who wish to engage young people, using sport, music and other imaginative ideas to spread awareness.

KickOff@3 was created by Michael Wallace and Ashley Levien.

Michael Wallace is a serving Police Officer who works in Community and Youth Engagement and is passionate about supporting youth and community initiatives.

He understands how important connections and relationships are with vulnerable young people, and that sports can provide stability they might not get elsewhere.

Ashley Levien runs Suberbos Community which is a social inclusion organisation that delivers free initiatives in the London Borough of Barnet. Ashley also volunteers in the community, mentoring youths and contributing to charity work. Ashley has dedicated his professional career, and much of his time outside to support young people in getting involved in activities which they see the benefit of for the rest of their lives.

The project engages with young people through the medium of sports and music and raises awareness and funds for a range of charities that promote health and well-being in young people.

4.0 KickOff@3 Scheme aims

- Raising awareness of the different charitable needs
- Youth Engagement – ‘Breaking down barriers through sport’
- Social responsibility – KickOff@3 feel passionately about giving back to the community
- Positive collaboration – The RSA report 2015 stated that the police could not do it all and needed more innovative ways to work more effectively with partners and communities

- Engaging with those who are 'harder to reach' – Non-police branding will be more appealing to those who would not ordinarily attend an event hosted by their local police. Allows a 'softer badge' similar to how the Prince's Trust works with the police.

○

## **5.0 POLICY IMPLICATIONS**

**5.1 None**

## **6.0 FINANCIAL IMPLICATIONS**

**6.1.1 None**

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

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

The Community Safety Service as a universal service impacts on the health, safety and well-being of young people.

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

**None**

### **7.3 A Healthy Halton**

The Community Safety Service as a universal service impacts on the Health, safety and well-being of the residents of Halton.

### **7.4 A Safer Halton**

The Community Safety Service as a universal service impacts on the Health, safety and well-being of the residents of Halton.

### **7.5 Halton's Urban Renewal**

**None**

## **8.0 RISK ANALYSIS**

**None**

## **9.0 EQUALITY AND DIVERSITY ISSUES**

**None**

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

10.1 There are no background papers under the meaning of the Act.

**REPORT TO:** Safer Policy and Performance Board

**DATE:** 19<sup>th</sup> February 2019

**REPORTING OFFICER:** Strategic Director – Enterprise, Community and Resources

**PORTFOLIO:** Community Safety, Physical Environment and Environmental Services

**SUBJECT:** Public Spaces Protection Order – Dog Control

**WARD(S):** Borough-wide

### **1. PURPOSE OF REPORT**

1. To provide Members with the results of a public consultation exercise that was undertaken in respect of the Council's proposal to introduce a new Public Spaces Protection Order to help tackle dog fouling and other forms of irresponsible dog ownership, and to ask Members to make recommendations to the Executive Board in respect of the same.

### **2. RECOMMENDED: That**

- 1) **Members consider and comment upon the report;**
- 2) **A report be presented to the Executive Board recommending that a new Dog Control Public Spaces Protection Order be made containing the provisions set out within this report;**
- 3) **The Fixed Penalty Notice amount for breaching a Dog Control Public Spaces Protection Order be set at £100, and;**
- 4) **The Fixed Penalty Notice amount for breaching a Dog Control Public Spaces Protection Order be reduced to £75 if paid within 10 days.**

### **3. BACKGROUND**

- 3.1 In October 2010, the Council introduced a number of Dog Control Orders which made it an offence to;
  - Fail to pick up after your dog had fouled
  - Allow your dog into a designated children's play area
  - Fail to keep your dog on a lead on specified land
  - Fail to put a dog on a lead when directed to do so by a Council Officer

- 3.2 The Anti-social Behaviour, Crime and Policing (ASBC&P) Act 2014 provided Council's with new tools and powers to tackle a range of anti-social behaviour through the creation of Public Spaces Protection Orders (PSPOs). Any Dog Control Orders still in force as at October 2017 were automatically treated as if they were provisions of a PSPO from that date. The transitioned Orders then remain in force up to a maximum of three years from the point of transition (i.e. 2020) but local authorities can extend, vary or discharge a transitioned Public Spaces Protection Order at any time.
- 3.3 PSPOs can be created where activities are taking place that are having, or may be likely to have, a detrimental effect on the local communities' quality of life. Dog fouling and other forms of anti-social behaviour associated with irresponsible dog ownership are significant issues for many local people in Halton. The Council recognises that the vast majority of dog owners and walkers are responsible, pick up after their dogs and keep them under proper control, however, there is a minority who do not. In order to reduce the risk of nuisance or harm to the public, and to ensure that members of the local community can enjoy a clean and safe environment, Officers have reviewed existing Orders and propose to replace these Orders with a new PSPO.
- 3.4 The new PSPO would be in the form of a single Order that would include the control measures contained within the existing Orders, as well as new requirements that those in control of dogs must comply with. The specified locations where some existing control measures apply would also be extended under the new PSPO.
- 3.5 Unless specified otherwise, the proposed PSPO would cover any place to which the public has access, as of right or by virtue of express or implied permission (s 74(1) of the Act). The control measures would not apply to assistance dogs used by the blind or by persons who lack the physical ability to comply with the requirements of the PSPO.
- 3.6 The proposal to introduce a new PSPO, the control measures to be included and the sanctions for non-compliance were subject to a public consultation exercise which ran for a 12 week period from 6<sup>th</sup> July to 28<sup>th</sup> September 2018. Individuals or organisations who wished to share their views on the Council's proposals were able to do so by completing an on-line survey. Paper copies of a consultation questionnaire were also available at the Council's Halton Direct Link shops and Libraries for those who did not have access to the internet or preferred to complete a written survey.
- 3.7 Details of the exercise were posted on the Council's social media feeds, published in the 'News Room' on its web-site and information was provided to the local press. A number of statutory consultees, and the Kennel Club, were written to and invited to share their views on the Council's proposals

#### 4. DOG CONTROL PSPO – CONSULTATION RESULTS

- 4.1 There were 922 responses to the consultation, which is considered a very high response, and Table 1 below provides a breakdown of those who shared their views.

Table 1 – Breakdown of Respondents

Resident of Halton	889
Representative of an organisation	15
Elected Member of Halton Borough Council	8
Local Parish Councillor	7
Own or manage land to which the public has access	7
Other	50

- 4.2 Details of the consultation results are attached as [Appendix 1](#). Overall, the results show support for each of the Council's proposals as can be seen from the information set out in Table 2 below.

Table 2 – Summary of Consultation Results

<b>Proposal</b>	<b>% of respondents who Agreed</b>
To exclude dogs from the locations specified by the Council	52%
To exclude dogs from the playing areas of marked and maintained sports pitches	56%
Dogs must be placed on a lead if requested to do so by an authorised officer	84%
Dogs should always be on a lead in the locations specified by the Council	61%
Defined length and type of lead to be used when there is a requirement for a dog to be on a lead	52%
Continuation of the existing power which makes it an offence if a person in charge of a dog fails to clean up its faeces	96%
Dog walkers be required to carry with them bags as an appropriate means to collect dog foul and to be required to provide evidence of this if asked to do so by an authorised officer	88%
A restriction on the number of dogs that can be walked by one person at any one time	61%
That the level of fine for committing an offence under a Public Space Protection Order be set at £100	68%

- 4.3 The consultation results and comments received have been analysed and these, together with further details of each of the proposed control measures, are set out below.

### **Exclusion of Dogs**

- 4.4 Outdoor play and activity has a significant role in contributing towards health and wellbeing and in the interests of members of the local community, and in particular children, it is proposed that dogs should not be allowed in certain locations; such as play areas. The Council has always considered it inappropriate for dogs to be taken into cemeteries; which are included as 'exclusion zones' in the existing Orders and proposed to be retained in the new PSPO. The Council receives complaints of dog fouling on sports pitches from user groups and it is proposed that these areas are also included. A full list of proposed 'exclusion zones' is set out in [Appendix 2](#).
- 4.5 Overall, respondents agreed with the Council's proposals. General feedback from some respondents was that the restrictions will only punish those dog owners who are responsible and who use the specified areas as a means of dog exercise, their own exercise and to socialise with other walkers and visitors. Including dog exclusion zones in areas of Runcorn Hill, Heath playing fields, Town Hall Park, Town Park and Spike Island were considered by some as being too restrictive, as these were seen as areas where families spend time out together. It was suggested that it is mainly dog owners that make use of these areas and as a result they will receive less visitors.
- 4.6 With regards to sports pitches, the general feedback was that the areas that are considered as marked and maintained sports pitches are too large. It is felt that some of the fields are only used a couple of times a week and if dog walkers are not allowed to use them it is a waste of space. Because of this, some believed that the number of pitches could be reduced as an alternative or that there are restrictions to the times of day when the restriction would apply.
- 4.7 The total area of publicly accessible green space that is managed by the Council equates to **1,011 hectares**. The total area proposed to be classified as 'dog exclusion zones' is **94 hectares**. This means that if dogs were excluded from areas such as sports fields, cemeteries, fenced ball courts and playgrounds, dog walkers would still be able to access **91%** of the Council's public green space. In addition, there is further publically accessible green space across the borough that is not in the ownership of the Council. Officers consider that the exclusions would not therefore restrict people from walking and exercising their dog as there is ample alternate open space for them to do so.

## **Dogs on Leads**

- 4.8 For animal welfare reasons, it is advantageous for dog owners to be able to exercise their dogs 'off lead' in open spaces. Officers recognise that the vast majority of dog owners are responsible and keep their dogs under control while they are out. However, if they are not properly supervised and kept under control, dogs that are allowed off a lead in public areas can cause nuisance or even injury to members of the public, or other animals, and may cause road traffic accidents.

### Dogs on Leads by Direction

- 4.9 Currently, all public land in the borough, or land to which the public has access, is subject to an Order which requires the person in control of a dog to put the dog on a lead if requested to do so by an authorised officer. The proposal was to retain this control measure within the new PSPO, which would allow Officers to deal with any behaviour by a dog that is likely to cause annoyance or disturbance without introducing overly restrictive measures on all dogs and dog owners at all times.
- 4.10 There was overwhelming support from respondents to retaining this control measure and, in general, it was agreed as being a good proposal. Some respondents commented that they agreed with the proposal if the action was justified and not applied in circumstances where a dog was simply barking whilst being playful and not posing any threat.

### Dogs on Leads in Specified Locations

- 4.11 This proposal is that dogs must always be placed on a lead at some identified sites where the Council believes that there are specific issues in allowing dogs to run free at any time. These sites are listed in Appendix 3.
- 4.12 There was majority support for this proposal. In the main, where feedback was received, this was similar to those relating to dog exclusion zones, with the some believing the proposal to be too restrictive and would penalise responsible dog owners.
- 4.13 Taking into account 'dog exclusion zones', the total area of publicly accessible green space where dogs can be walked is **917 hectares**. The total area proposed to be classified as 'dogs on lead zones' is **46 hectares**. This means that if dogs were required to be on a lead when in areas such as formal parks, gardens, allotments and unfenced play spaces and ball courts, they could still be walked off a lead on 95% of the Council's green open space, as well as further publically accessible green space that is not Council owned. Officers consider that this control measure would not therefore restrict people from walking and exercising their dog as there is ample alternate open space for them to do so.

#### Defined Length of Dog Lead

- 4.14 The Countryside and Rights of Way Act 2000 requires a short lead to be used in certain circumstances. The Act defines 'short lead' as meaning, "a lead of fixed length and of not more than two metres".
- 4.15 The general feedback to this proposal was that the suggested length of lead is too short and that the lead/length should be extendable. Other comments received were that, as long as a dog is on a lead it shouldn't matter what the length was.
- 4.16 Officers consider that having a dog on a lengthy lead does not represent effective dog control. The proposal is therefore that, when a dog is in an area requiring it to be on a lead, then the lead must be of fixed length and of not more than 2 metres.
- 4.17 For clarity, this proposal does not prohibit individuals from using an extendable/retractable lead and for it to be in excess of 2 metres when walking their dog. It simply means that when entering an area designated as being a 'dogs on lead zone', the person in control of the dog should ensure that it is locked at a maximum of 2 metres.

#### **Dog Fouling**

- 4.18 Dog owners have the right to enjoy their pets and to exercise them. Similarly, members of the local community have a right to be able to enjoy a clean and safe environment. Unfortunately, dog fouling continues to be a widespread nuisance in parks, open spaces and on footpaths and is the source of regular complaint from members of the public. If ingested, dog faeces containing the round worm parasite *Toxicara* can cause illness or even blindness. The parasite can also lay dormant within the ground for a number of weeks; long after the faeces have disappeared, meaning that young children who play on the ground are particularly at risk.

#### Picking up Dog Faeces

- 4.19 In order to deter dog owners from failing to clear up after their dog has fouled the Council is proposing that under the new PSPO it shall continue to be an offence if any individual fails to do so. Only 3% of respondents (27) disagreed with this proposal. Some comments suggested that more 'dog bins' are needed and the current Orders should be more enforced.
- 4.20 Whilst officers will take enforcement action against any individual caught committing a dog fouling offence, the Council's approach to reducing incidents of dog fouling shall continue to include proactive measures to help promote responsible dog ownership; with on-going borough-wide awareness raising initiatives and targeted local campaigns in areas where particular problems are being experienced.

#### Evidence of the Means to Pick Up Dog Faeces

- 4.21 Dog owners should be aware of the requirement to pick up after their dog has fouled and understand the importance of always carrying sufficient numbers of bags as a means to do so. Even a responsible dog owner, whose intent would always be to clear up after their dog, would be unable to do so if they failed to carry sufficient bags as a means to clear up after all incidents of fouling.
- 4.22 The proposal was to include in the new PSPO a requirement that any person in control of a dog must carry with them bags as an appropriate means of collecting dog faeces and must provide evidence of this if requested to do so by an authorised officer. This proposal is not unique to Halton, with many authorities starting to introduce PSPOs that include such a requirement.
- 4.23 The consultation process gave the public, and other consultees, an opportunity to provide their views on whether they would be in support or against this proposal. The results showed strong support; with 88% of respondents in agreement.
- 4.24 Of the 922 individuals who responded to the consultation, 674 indicated that they regularly walk dogs. It is perhaps important to note that of the respondents who regularly walk dogs, 572 (85%) agreed with the proposal and only 81 (12%) disagreed. This means that overwhelming support was received from those that may be most affected by this proposal.
- 4.25 Carrying multiple poo bags is an easy way to ensure that all incidents of fouling can be dealt with so the message that will be communicated to dog walkers would be to always ensure that they carry more bags than they would expect to use.

#### **Restriction on Number of Dogs Walked at a Time**

- 4.26 The council often receives complaints about large numbers of dogs being walked or exercised in public spaces. Officers believe that it is difficult for any single person to be able to keep control of numerous dogs at the same time and that this lack of control could result in nuisance, disturbance, or even harm to others and increases the likelihood of dog fouling going unnoticed and not being cleared up.
- 4.27 The Council proposed the introduction of a restriction on the maximum number of dogs that can be walked by one person at any one time in an area to which the public have access. Although it is recognised that different dogs may present different challenges in large numbers due to training, breed and other factors, and that that some individuals may be able to exert more control of a number of dogs than others, it was considered that trying to regulate this using more subjective measures would be impractical and cause confusion.

- 4.28 Many authorities have introduced restrictions on the number of dogs that can be walked by a single person, but there is a variation in the number; ranging from prohibiting more than four to prohibiting more than six. Members of the public were asked their views on this proposal and, where they were agreeable, to indicate what they thought the maximum number should be.
- 4.29 30% of respondents disagreed with this proposal and the general feedback was that if dogs are under control, or on a lead, it should not matter how many are being walked. Of the 60% who agreed, 347 respondents indicated the maximum number of dogs should be 4, and 209 indicating that it should be 4. Only 10 people commented that the number should be more than 4.
- 4.30 Whilst the majority of respondents indicated a preference for no more than 3 dogs to be walked at any one time, taking into account the comments received, it is proposed that the Council's sets a maximum of 4 dogs to be walked at a time by any one individual.

#### **Fixed Penalty Notices**

- 4.31 Those who breach PSPOs face being issued with a warning, a Fixed Penalty Notice (FPN) of up to £100 or prosecution and a fine of up to £1,000. Consultees were asked if they agreed or disagreed that the level of fine for committing an offence under a PSPO should be set at £100. This proposed level of fine is consistent with that previously been endorsed by Members for littering offences.
- 4.32 General feedback was that people should be fined and there was strong support for the Fixed Penalty Notice level to be set at £100; although some commented that £100 is not enough and the level should be higher (as per the information presented in Appendix 1). Others suggested that first offences should be dealt with by way of a warning, with fines being issued to those found to have reoffended.

#### **Non-Compliance with the Requirements of the Proposed PSPO**

- 4.33 The new PSPO would put in place provisions to allow the Council to control the behaviour of those in control of dogs and enable authorised officers to take enforcement action in cases of non-compliance. However, the new PSPO should not be seen as the Council adopting a heavy-handed approach to dealing with dog related anti-social behaviour.
- 4.34 The Council's approach is always that prevention is better than cure and, whilst the new PSPO would provide the Council with enhanced powers, the primary aim is to provide a more proactive and effective approach to promoting responsible dog ownership throughout the borough and to deter irresponsible behaviour by those in control of dogs; thereby reducing the need for enforcement action.

4.35 In accordance with its Enforcement Policy, the Council will ensure that its approach to dealing with offences committed under the new PSPO is proportionate to the risk to public health, safety and the environment, as well as an individual's previous record of compliance. With this in mind, the circumstances where FPNs would be issued are as follows;

- Where an individual is caught failing to clear up after their dog has fouled;
- Where an individual has been issued with, and has ignored, previous advice, guidance or warnings and continues to fail to comply with any of the PSPO requirements, and;
- Where an individual blatantly ignores the reasonable requests of an officer to comply with the requirements of the PSPO; for example, failing to put a dog on a lead where the officer has genuine concerns for the safety of others due to the behaviour of the dog, or, where an individual refuses to remove a dog from a 'dog exclusion zone' where the officer feels that the presence of the dog gives rise to genuine concerns for the safety of others.

In all other circumstances, such as failing to provide evidence of the means to pick up foul or walking more than the permitted number of dogs at any one time, officers will use their discretion and adopt an informal/educational approach; providing advice and guidance as to the requirements of the PSPO.

### **Communications and Signage**

4.36 Where a local authority has made a PSPO, legislation requires that details must be published of it on its website and erect such notices as it considers sufficient to advise members of the public that the PSPO has been made and the effect of such an Order.

4.37 Notwithstanding the Council's legal obligations, Officers consider it essential that an effective communication campaign is launched to coincide with the introduction of any new PSPO to ensure that local people are aware and fully informed of the control measures that it introduces.

4.38 Prominent signage will also be erected across the explaining the exact requirements expected of dog walkers in any area. Where restrictions apply to specified locations, signs would be erected at the boundary points of such areas to advise members of the public that an Order was in force and making it clear where such restrictions start and finish

## **In Summary**

4.39 The consultation process has revealed support for both retaining the powers currently covered by existing Orders and for the introduction of the new control measures. In view of this, Members are asked consider and support the making of a new PSPO that will incorporate both the existing powers and the proposed new ones. Overall, it is felt that these powers will enable the Council to meet public demands by dealing more effectively with dog fouling and other forms of dog related anti-social behaviour and have a positive impact on the safety and quality of the local environment.

4.40 In considering the endorsement of each of the proposed dog control measures, and their inclusion in a new PSPO, Members are asked to take account of the following;

- Failure to pick up after a dog has fouled, allowing a dog into a designated 'dog exclusion zone', failing to keep a dog on a lead on specified land and failing to put a dog on a lead when directed to do so by a Council Officer are currently offences under existing Orders;
- Only the evidence of the means to pick up dog faeces, the restriction on number of dogs walked at a time, and the length of lead (when dogs are required to be on a lead) are proposed new controls;
- Consultees supported each of the Council's proposed control measures, and;
- There was a majority of dog walker respondents who favoured the introduction of measures to restrict the number of dogs walked at any one time and for evidence to be provided of the means to pick up dog faeces.

4.41 Members should also note that, once made, a PSPO will last for up to three years before requiring a review, however, there is no limit on the number of times an Order can be reviewed and renewed. Therefore, the Council will have the ability to review and amend any element of the PSPO at any time.

## **Recommendations**

4.42 Members are asked to endorse the following proposals;

4.42.1 The making of a new PSPO containing the dog control measures as set out within this report;

4.42.2 That the Fixed Penalty Notice amount for breaching a Dog Control Public Spaces Protection Order be set at £100, and;

4.42.3 That, in accordance with Members' previously endorsed discounts for penalties relating to Littering offences, the Fixed Penalty Notice amount for breaching a Dog Control Public Spaces Protection Order be reduced to £75 if paid within 10 days.

4.43 Subject to Members endorsement of the above proposals, a report will be presented to Executive Board making recommendations on the same.

## **5.0 FINANCIAL AND RESOURCE IMPLICATIONS**

5.1 There will be financial implications as a result of the need to erect new or amended signage following the introduction of a PSPO but the level of expenditure needed is not known at this stage.

## **6.0 POLICY IMPLICATIONS**

6.1 Introducing the proposed new control measures, as set out in the report, would represent changes to the Council's existing Policy on dog control.

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

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

None identified.

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

None identified

### **7.3 A Healthy Halton**

By enhancing its ability to deter irresponsible behaviour by dog owners, the Council will be making a positive contribution towards improving the safety and the appearance of the local environment, which shall in turn have an overall beneficial effect on health and wellbeing.

### **7.4 A Safer Halton**

Effective use of its regulatory powers will demonstrate that the Council is committed to dealing with anti-social behaviour caused by irresponsible dog owners. This will have a positive impact upon the Safer Halton Priority.

### **7.5 Halton's Urban Renewal**

No direct impact, but improving the safety and attractiveness of local neighbourhoods should make the borough a more attractive location for investment.

## **8.0 RISK ANALYSIS**

If the Council fails to put in place control measures to effectively tackle anti-social behaviour caused by irresponsible dog owners, the risks of nuisance or harm to the public would be significantly increased.

Furthermore, failure to make best use of legislative powers available to deal with such anti-social behaviour may lead to criticism of the Council; thereby damaging its reputation

## **9.0 EQUALITY AND DIVERSITY ISSUES**

The Council aims to be consistent and evenhanded in all regards. Taking enforcement action to help control anti-social behaviour caused by irresponsible dog owners is not intended to have either a positive or negative impact upon equality and diversity or apply differently to any particular group.

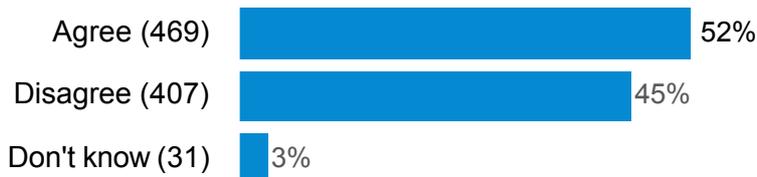
## **10.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

None

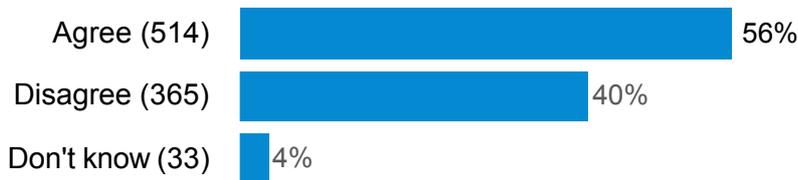
## APPENDIX 1

**DOG CONTROL PSPO – CONSULTATION RESULTS (922 Responses)****Section A: Dog Exclusion**

**Do you agree or disagree with the proposal to exclude dogs from the areas specified by the Council?**



**Do you agree or disagree that dogs should be excluded from the playing areas of marked and maintained sports pitches?**

**Section B: Dogs on Leads**

**Do you agree or disagree with the proposed requirement that dogs must be placed on a lead if requested to do so by an authorised officer?**



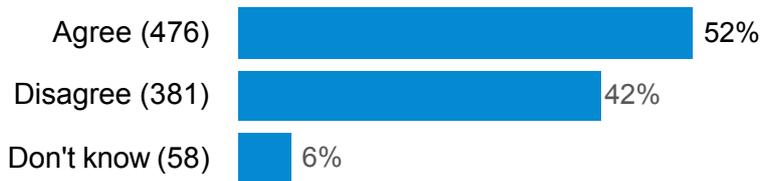
**Do you agree or disagree that dogs should always be on a lead in the areas specified by the Council?**



**Are there any other specific areas where you feel that dogs should always be required to be on a lead?**

192 respondents gave approximately 200 comments for this question. The highest group of comments was for 'Roads and Footpaths' (51 comments) and 'Enclosed Play Areas' (23 comments).

**Do you agree or disagree with the proposal to define the length and type of lead to be used when there is a requirement for a dog to be on a lead?**



**Section C: Dog Fouling**

**Would you like to see the continuation of the existing power which makes it an offence if a person in charge of a dog fails to clean up its faeces?**

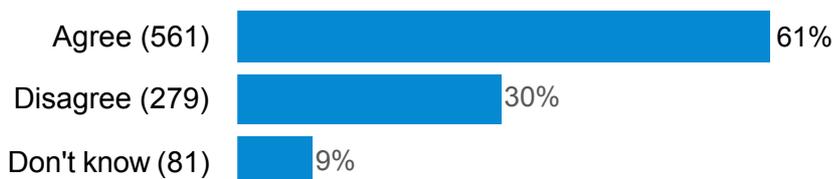


**Do you agree or disagree with the proposal to require dog walkers to carry with them bags as an appropriate means to collect dog foul and to be required to provide evidence of this if asked to do so by an authorised officer?**



**Section D: Dogs Walked At Any One Time**

**Do you agree or disagree with this proposal to restrict the number of dogs that can be walked by one person at any one time, whether on behalf of a business or themselves?**



**If you agree with the proposal to restrict the number of dogs that can be walked by one person at any one time, what do you think the maximum number of dogs per person should be?**



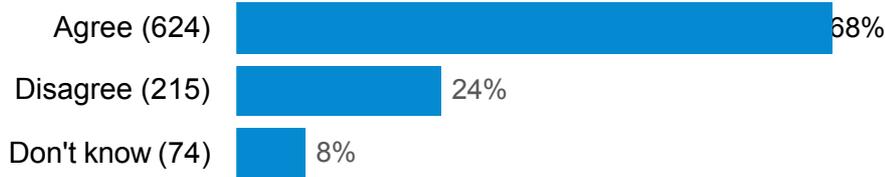
260 respondents gave approximately 320 comments for this question.

The highest group of comments (142 respondents) stated that it is the dogs being under control which is important and if they are under control then the number being walked does not matter.

67 respondents raised concerns for those with dog walking businesses - particularly as they have their own guidance as to what is a suitable number of dogs to be walked.

**Section E: Fixed Penalty Notice Level**

**Do you agree or disagree that the level of fine for committing an offence under a Public Space Protection Order be set at £100?**



149 respondents gave suggestions as to how much they think the fine should be. The answers are displayed in the table below.

Respondents	149
£0-£50	62
£51-£100	14
£150-£250	39
£300	4
£500	22
£1000	8

## APPENDIX 2

**Exclusion of Dogs**

The following sites are included as 'Dog Exclusion Zones' in the Council's existing Orders and are proposed to be retained in the new PSPO;

Site	Typology
Victoria Park - Interactive Water Feature	Play Area
Victoria Park - Junior Area	Play Area
Victoria Park - Toddler Area	Play Area
Victoria Park (MS) - Basketball	Ball Games
Victoria Park (MS) - Tennis	Ball Games
Victoria Park (MS) - Wheel Play	Wheel Play
Upton Rocks Park	Play Area
Upton Rocks Park (MS) - MUGA	Ball Games
Derwent Road - Royal Avenue (MS) - Ball Play	Ball Games
Castlefields Skateboard Park	Wheel Play
Castlefields Youth Activity Park	Play Area
Coronation Road	Play Area
Newmoore Lane	Play Area
Pitts Heath Lane	Play Area
Six Acre Lane	Play Area
Walsingham Drive	Play Area
Halebank Recreation Ground	Play Area
Halebank Recreation Ground (MS) - MUGA	Ball Games
Hough Green Park (MS) - Tennis	Ball Games
Hough Green Park	Play Area
Town Hall Grounds	Play Area
Hale Park inc. Hale Park (MS) - Wheel Play	Play Area
Crow Wood Park	Play Area
Crow Wood Park (MS) - Ball Play	Ball Games
Castle Rise	Play Area
Rock Park	Play Area
Rock Park (MS) - Ball Play	Ball Games
Castner Avenue	Play Area
Runcorn Hill Park (Park Road)	Play Area
Plumbley Gardens	Play Area
Caldwell Road	Play Area
King Georges Park	Play Area
Cavendish Street	Play Area
Egerton Street (MS) - Ball Play	Ball Games
Hale View - Beaconsfield	Play Area
Leinster Gardens	Play Area
Trinity - Parker Street	Play Area
Weaver Road	Play Area
Murdishaw Play Centre (1 - Old)	Play Area
Murdishaw Play Centre (2 - New)	Play Area

Norton Cross	Play Area
St. Marie's Community Park	Play Area
St. Marie's Community Park (MS) - MUGA	Ball Games
West Bank Promenade	Play
Hale Park Ball Court	Ball Games
Russel Road	Ball Games
Upton Rocks Park	Playground
Runcorn Town Hall Chinese Friendship Garden	Gardens
Runcorn Cemetery	Cemetery
Halton Cemetery	Cemetery
Widnes Cemetery	Cemetery
Grizedale - Ball Play	Ball Games
Castle Rise - Ball Play	Ball Games

The following are additional new sites proposed to be included as 'Dog Exclusion Zones' in the PSPO;

Site	Typology
Town Park	Play Area
Spike Island Catalyst	Playground
Upton Playground	Playground
Upton MUGA	Playground
Spike Island MUGA	Playground
Windmill Hill Avenue South - Ball Play	Ball Games
The Glen - MUGA	Ball Games
The Glen - Palacefields Avenue	Wheel Play
Frank Myler Recreation - MUGA	Ball Games
Town Hall Grounds Formal Gardens	Gardens
Town Hall Grounds - MUGA	Ball Games
Runcorn Cemetery Extension	Cemetery
Runcorn Hill Park - Tennis Courts	Ball Games
Hill View	Playground
Kingsway CRMZ - MUGA	Ball Games
Peel House Cemetery	Cemetery
Arley Drive Pitches	Ball Play
Prescot Road Pitches	Ball Play
Haddocks Wood Pitches	Ball Play
King George V Recreation Ground Pitches	Ball Play
Leigh Recreation Pitches	Ball Play
Frank Myler Sport & Recreation Ground Pitches	Ball Play
Hale Park Pitches	Ball Play
Queen Elizabeth II Playing Field Pitches	Ball Play
Runcorn Hill Park Pitches	Ball Play

*Note: MUGA = Multi Use Games Area*

*Some sites have more than one dog control measure. These sites include Runcorn Town Hall, Runcorn Hill Park and Spike Island.*

## APPENDIX 3

**Dogs on Leads**

The following sites are included as 'Dogs on Leads Zones' in the Council's existing Orders and are proposed to be retained in the new PSPO;

Site	Typology
Upton Rocks Park (MS) - Wheel Play	Wheel Play
Palacefields (MS) - Ball Play	Ball Games
Crow Wood Park (MS) - Wheel Play	Wheel Play
Rock Park (MS) - Wheel Play	Wheel Play
King Georges Park (MS) - 5 a-side	Ball Games
King Georges Park (MS) – Multi Use Games Area	Ball Games
Norton Priory (MS) - Ball Play	Ball Games
Crow Wood Park	Formal Park
Hough Green Park	Formal Park
Victoria Park	Formal Park
Birchfield Gardens	Gardens
West Bank Promenade	Gardens
Halebank Allotments	Allotment
Hale Road Allotments	Allotment
Deansway Allotments	Allotment
Cunningham Road Allotments Plots 10-18	Allotment
Cunningham Road Allotments Plots 1-9	Allotment
Avondale Allotments	Allotment
Lancaster Road Allotments Plots 1-6	Allotment
Lancaster Road Allotments Plots 7-9	Allotment
Derby Road Allotments	Allotment
Dykin Road Allotments	Allotment
Halton View Allotments	Allotment
Dukesfield Allotments	Allotment
Heath Road Allotments	Allotment
Oak Drive Allotments	Allotment
Weston Road Allotments	Allotment
Clifton Road Allotments	Allotment
Haddocks Wood Allotments	Allotment

Cont.....

The following are additional new sites proposed to be included as 'Dogs on Leads Zones' in the PSPO;

Site	Typology
Wellington Street	Play Area
Roehampton Drive (MS) - Ball Play	Ball Games
Roehampton Drive	Playground
Spike Island (in part)*	Park
Town Hall Park (in part)*	Park
Hale Park	Park
Rock Park	Formal Park
Runcorn Hill Park (in part)*	Park
Upton Green Playground	Park
Ridding Lane Ball Court	Ball Games

\*Some sites have more than one dog control measure. These sites include Runcorn Town Hall, Runcorn Hill Park and Spike Island.

**REPORT TO:** Safer Policy and Performance Board

**DATE:** 19<sup>th</sup> February 2019

**REPORTING OFFICER** Strategic Director – Enterprise, Community and Resources

**PORTFOLIO:** Community Safety

**SUBJECT:** Transfer of Channel Coordination from Police to Local Authorities

**WARDS:** Borough Wide

### **1.0 PURPOSE OF THE REPORT**

- 1.1 To receive a report on the transfer of Channel and Prevent responsibilities from the Police to local Authority responsibility.

### **2.0 RECOMMENDATION: That**

- 1. the report be noted; and**
- 2. the Board consider the information presented and raise any questions of interest or points of clarification following the presentation.**

### **3.0 SUPPORTING INFORMATION**

- 3.1** The Prevent Strategy has been reviewed and revised in line with Counter-Terrorism and Security Act 2015. The Act placed a duty that specified authorities must have due regard to prevent people from being drawn into terrorism. It also established a statutory responsibility for every local authority to ensure they have an identified panel to assess the vulnerability of identified individuals and put in place support plans, known as 'Channel Panels'. Since the establishment of the Channel Programme the responsibility for assessment and case management has been held by the Police. However, in line with a broader aim to position all Prevent activity closer to local communities and link with safeguarding and other partnership activity the Home Office has now transferred those responsibilities from the Police to local authorities.

- 3.2** In 2016, the Home Office initiated the 'Dovetail' pilot to assess the feasibility of transferring the resources and responsibility for administering the process and case management aspects of Channel from the police to local authorities, trialled initially in nine areas. The evaluation of the pilot was broadly positive and the decision of the Home Office was to extend the transfer of functions from the police to

local authorities in more areas on a regional basis, commencing in the North West. The intention is to implement a regional model with funding being provided by the Home Office to resource the assessment of referrals and management of cases by Local Authority Channel Coordinators.

**3.3** An initial consultation meeting was held in October 2017 with Channel Panel Chairs and other local authority representatives on the options on the allocation of Coordinators in the region, based on current referral and case activity, and the expectations on local authorities to manage and recruit to these nationally defined roles. For the Merseyside and Cheshire part of the region a preferred option of a 'Three-Hub Model' was identified on the day by the local authority representatives in attendance. Consequently, discussion was held on possible management arrangements and the expectation of hosting by one local authority in the area. It was considered that, due to the level of existing resource and understanding already in place on Prevent and Channel, Liverpool City Council was best positioned to host these new roles, subject to clarity of hosting requirements, funding provision and service level arrangements across the wider area.

#### **4.0 Background – Prevent and Channel Arrangements**

**4.1** The Prevent Strategy is one element of the Government's Counter Terrorism Strategy (CONTEST), with its aim 'to stop people becoming terrorists or supporting terrorism through:

- Countering ideology: taking down harmful internet content; support organisations to develop effective responses;
- Supporting individuals who are at risk of radicalisation notably (but not only) through Channel;
- Working with sectors and institutions where there are risks of radicalisation and opportunities for countering radicalisation: education, health, local authorities, policing, prisons, charities, faith based organisations, etc.'

**4.2** The Channel Programme in England and Wales is a voluntary initiative that provides a multi-agency approach to support people vulnerable to being drawn into terrorism. Currently, for those individuals where the police assess there is a risk of radicalisation, a Channel Panel, chaired by the local authority and attended by other partners, such as representatives from education and health services, will meet to discuss the referral, assess the extent of the vulnerability, and decide on a tailored package of support.

- 4.3** Channel Panels will only offer support where they consider it is necessary and proportionate to do so, given all the circumstances of the case. Information shared among partners is done strictly in accordance with the Data Protection Act 1998.
- 4.4** The Counter-Terrorism and Security Act 2015, placed not only the duty that specified authorities must have due regard in the exercise of their functions to the need to prevent people from being drawn into terrorism; but also the requirement for each local authority to 'ensure that a panel is in place for its area, with the function of assessing the extent to which identified individuals are vulnerable to being drawn into terrorism' and for identified individuals develop, monitor and review a support plan. The associated guidance establishes the requirements for the Panels including core membership but does not prescribe how they should be operated allowing arrangements to be tailored for the area.
- 4.5** The local authorities in Merseyside and Cheshire have such arrangements in place and are chaired by the local authority, the method of convening the panels differs in each area, varying from a regular, established meeting of representatives from required agencies to convening case conferencing panels in line with Safeguarding procedures as and when assessments identify the potential need for support. The method of operation, frequency and average number of cases in each local authority area for Merseyside and Cheshire are listed in Appendix 1.
- 4.6** The referrals and case management are undertaken by the respective police forces by a designated 'Channel Police Practitioner' who also convenes the Channel Panel. Recently, in Merseyside this has been a Prevent Officer in lieu of a Channel Coordinator. It is the responsibilities of this role that the Home Office have considered transferring from the police to local authorities that has been trialled in the Dovetail Pilot.
- 5.0 Evaluation of Dovetail Pilot and Roll-Out**
- 5.1** Since the Counter-Terrorism and Security Act 2015 and significant events, the Home Office has clearly identified its aim and desire to position Prevent activity closer to local communities and link more effectively with Safeguarding and other partnership activity in local authority areas.
- 5.2** This has included indications of their intention to transfer responsibility of Channel coordination and associated Prevent activity (with the exception of the Police Terrorism de-confliction checks) to the local authority from the Police by the end of 2017/18. In line with this ambition, the Home Office launched a 12-month pilot, 'Dovetail' to assess the feasibility of moving the responsibility for Channel administration and case management from the police to local

authorities. The nine pilot areas were resourced to establish Local Authority Channel Coordinators for the length of the pilot, with the Police retaining the terrorism risk and Home Office acting as data controllers. In the North West the pilot areas were Blackburn with Darwen and Oldham.

### **Positive Aspects**

- The number and types of referrals for Channel Panel consideration remained consistent
- The local authority lead for information gathering has helped to build better relationships with other partner agencies
- There was good attendance at the panels from partners, more consideration of which partner would be best to gain consent and the quality of discussion at the panels was improved in half the sites, attributed in part to a greater willingness to share information with the local authority.
- Relationships between the police and local authority were supportive both in timeliness of referrals and in helping to improve understanding and knowledge of the LACCs, leading to confidence in the recommendation to progress a referral to Panel by all parties.

### **Areas for Improvement**

- Reliance on the police remained high in the early stages of the pilot, particularly with regard to the understanding of risk of radicalisation and completion of the vulnerability assessment framework, identifying the need to revise the training for LACC's prior to the commencement of the role
- Access to the Channel Management Information System was initially hindered until access from other agencies could be provided. The quality of information needs to continue to improve.
- Police expressed concern that the Counter-Terrorism risk may not be as effectively managed if there are delays in sharing information gathered by the local authority from other agencies, protocols and training for sharing of information more immediately with police should be in place.

- 5.3** Following the evaluation of Dovetail, the Home Office has taken the decision to extend the transfer of functions from the police to local authorities, rolling it out to other areas having adjusted it to a regionally-based model. Funding will be provided to resource the assessment of referrals and management of cases for the region as a whole. Individual local authorities will still be required to ensure there is a panel in place and which will continue to be chaired by the relevant

local authority, but which will now be convened and draw on the Local Authority Channel Coordinators rather than Channel Police Practitioners.

## **6.0 Dovetail and Channel Update**

In addition to the 9 Local Authority Dovetail sites already operational, the North West region will be going live in January 2019. All Supervisors and Channel Coordinator staff have been recruited and received a five-day training package in November. The new staff will be based in Liverpool City Council, Manchester City Council and Blackburn with Darwen Council, responsible for Merseyside & Cheshire, Greater Manchester and Lancashire & Cumbria respectively.

This regional approach will give greater resilience in the face of varied demand, while still providing the wider benefits Dovetail offers. The Channel team are looking to extend the regional model to Wales and the Southwest in 2019/20.

## **7.0 Training update**

The Prevent training team is to launch two new Prevent training products: a dedicated referral awareness eLearning package, and a package that explains in depth the Channel process.

Both have been designed and built with support with training users, government departments and sectors over the past two years, to complement the existing Prevent awareness eLearning. They enable users to flexibly navigate their way through the content, and gain greater insight, knowledge and skills to confidently carry out their functions to support people vulnerable to being drawn into terrorism.

### **7.1 Prevent Referrals**

The training is for anyone who has been through the Prevent awareness eLearning or a Workshop to Raise Awareness of Prevent (WRAP), and so already has an understanding of Prevent and of their role in safeguarding vulnerable people.

The training follows on from the Prevent awareness training which introduces users to the NOTICE-CHECK-SHARE procedure for evaluating and sharing concerns relating to radicalisation. The package shares best practice on how to articulate concerns about an individual, and ensure that they are robust and considered. It is aimed at anyone who may be in a position to notice signs of vulnerability to radicalisation and aims to give them confidence in referring on for help if appropriate. It is also designed for those (for example line managers) who may receive these referrals and have to consider how to respond, whether that be establishing more context, or reaching out to partner agencies for support. A link to the training is below.

<https://www.elearning.prevent.homeoffice.gov.uk/preventreferrals>

## **7.2 Channel Awareness**

This training package is for anyone who may be asked to contribute to, sit on, or even run a Channel Panel. It is aimed at all levels, from a professional asked to input and attend for the first time, to a member of staff new to their role and organising a panel meeting. It covers both an introduction to what Channel is, how it operates in the user's region, and how to organise a Channel Panel for the first time.

In response to feedback, it also covers information sharing, including how, when and with whom to share information of a Channel case. A link to the Channel Panel training is below.

<https://www.elearning.prevent.homeoffice.gov.uk/channelawareness>

## **7.3 Prevent awareness eLearning**

The Prevent awareness eLearning has recently been refreshed. This includes updates to reflect the recommendations from the Parsons Green review, updated information following the change in threat and attacks of 2017, and new case studies. A link to the training is below.

<http://www.elearning.prevent.homeoffice.gov.uk>

## **8.0 FINANCIAL UPDATE**

No significant impacts within the quarter from a financial perspective.

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

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

The Community Safety Service as a universal service impacts on the health, safety and well-being of young people.

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

**None**

### **9.3 A Healthy Halton**

The Community Safety Service as a universal service impacts on the Health, safety and well-being of the residents of Halton.

### **9.4 A Safer Halton**

The Community Safety Service as a universal service impacts on the Health, safety and well-being of the residents of Halton.

**9.5 Halton's Urban Renewal**

**None**

**10.0 RISK ANALYSIS**

**None**

**11.0 EQUALITY AND DIVERSITY ISSUES**

**None**

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

There are no background papers under the meaning of the Act.

<b>REPORT TO:</b>	Safer Policy and Performance Board
<b>DATE:</b>	19 <sup>th</sup> February 2019
<b>REPORTING OFFICER:</b>	Strategic Director –Enterprise, Community and Resources
<b>PORTFOLIO:</b>	Community Safety
<b>SUBJECT:</b>	Modern Day Slavery and Human Trafficking
<b>WARDS:</b>	Borough wide

### **1.0 PURPOSE OF THE REPORT**

- 1.1 To update the Board on work to combat Modern Day Slavery, across Halton and Cheshire.

### **2.0 RECOMMENDATION: That**

- 1) **the report be noted; and**
- 2) **the Board consider the information presented and raise any questions of interest or points of clarification following the presentation.**

### **3.0 SUPPORTING INFORMATION**

- 3.1 The Modern Slavery Act 2015 introduced requirements for law enforcement agencies, working in partnership with other agencies, to pursue, disrupt and bring to justice those engaged in human trafficking and slavery, servitude and forced labour. It also introduced a range of measures to enhance the protection of victims.
- 3.2 The Act is designed to combat modern slavery in the UK and consolidates previous offences relating to trafficking and slavery. The act extends to England and Wales, and received Royal Assent and became law on 26 March 2015.
- 3.3 It should be noted that the Government has commissioned an independent review of the Modern Slavery Act, and the interim second part of this review has just recently been published. The final outcomes of the review may change statutory obligations.
- 3.4 The Cheshire Modern Slavery Strategy helps inform the Council's approach to ensuring the legislative framework is effective in Halton (please follow this link to view document <https://www3.halton.gov.uk/Pages/councildemocracy/Policies-and-Plans.aspx>).
- 3.5 The difficulties in identifying crimes of modern slavery and the significant barriers for potential victims coming forward are well understood. In Cheshire and Warrington, a number of police operations have confirmed that acts of Modern Day Slavery (MDS) occur in the borough and that Council services can

help support police operations by working together to help prevent and combat the effects of these crimes. The process of identification can be very challenging, in particular establishing the means and purpose of activities and differentiating in terms of the Act, those adults who are subject to poor or illegal work conditions and those who are victims of MDS through the use of force, control, deception and threat.

- 3.6 Often those who have been trafficked and exploited are afraid to raise their situation with authorities due to threats that have been made to them and their families. They may also be trapped due to debt they owe their exploiter or be in fear of deportation. Also they may not themselves recognise that they are being exploited and are suffering 'Stockholm Syndrome', the syndrome whereby they feel psychologically trapped with their trafficker.
- 3.7 This type of exploitation is across all nationalities, including British nationals. Specifically it is reported that a large proportion of trafficked victims may be exploited in the labour market, whilst also being exploited to obtain government benefits. It is reported that those who are subject to this kind of exploitation receive little or none of their earnings. It is also reported they are housed in overcrowded, poor conditions and may have little opportunity to freely leave the premises. They may also have limited supplies of food and drink.
- 3.8 By being aware of the warning signs of those who have trafficked in and around the UK for this type of exploitation, members of the wider community can be central to signposting for safeguarding and facilitate their freedom from their exploiter. In turn this will assist the Police in determining the main offenders in this criminality.
- 3.9 The signs to look out for that someone may be a victim of exploitation:
- They may be accompanied by male or female who speaks for them and purports to be their interpreter as it is portrayed they have little knowledge of the English language or the benefit or employment system.
  - It is recommended an independent interpreter is used where possible.
  - They may not be in control of their own identity document / bank cards.
  - They may have little knowledge of their bank account details.
  - Show signs of physical or psychological abuse, look malnourished, unkempt, and anxious/agitated or appear withdrawn and neglected.
  - They may have injuries that appear to be from an assault.
  - They may rely on the person they are with for transport.
  - They may have little knowledge of their home address or place of work.
  - They may have little knowledge of the terms of their contract or may give a rehearsed answer that they are being paid the minimum wage and work the standard 8 hours per day with adequate rest days.
  - They may have false qualifications or a false license to work in their trade.

Board Members may find the attached info graphics of use.

#### **4.0 LOCAL ACTIVITY**

- 4.1 The Council, at its meeting held on 17 October 2017, passed a Motion that supported the implementation of the Modern Slavery Act 2015. That Motion, amongst other things, committed the Council to publishing annually, its own

Modern Slavery Transparency Statement, which can be found on the Council's website (<https://www3.halton.gov.uk/Pages/councildemocracy/Policies-and-Plans.aspx>)

Whilst there is no statutory obligation for public sector organisations to produce this Statement, it shows community leadership and supports of the aims of the Act.

- 4.2 The Community Safety portfolio has been identified as the political lead for issues related to MDS, whilst responsibility for the Transparency Statement sits with the Resources portfolio which includes finance and procurement.
- 4.3 In July 2018 the Safer Halton Partnership received a presentation from the Chair of the Cheshire Anti-Slavery Network (CASN), and following the group's discussion, there has been ongoing activity to ensure that Halton plays its part, both within the Borough and across the Pan-Cheshire footprint. These include:-
  - a) Halton now has consistent representation at the CASN, both strategically and operationally;
  - b) Support from Halton officers is being provided to the CASN, who have been asked by the Pan-Cheshire Protecting Vulnerable People Group to develop a Pan-Cheshire MDS Charter, which all four local authorities will be asked to endorse. The Transparency Statement in Supply Chains (see above) is a statement which commercial organisations, with an annual turnover of more than £36m, have to produce under section 54 of the Act. There is a suggestion, with the ongoing review of the Act, that there will soon be a requirement for public bodies to produce such a statement. This Charter will support the Transparency Statement and will help protect against wider exploitation, safeguard communities, protect local businesses and the local economy. The Charter will include the victim care and support pathways ensuring a cohesive and consistent response to modern slavery and exploitation across the Cheshire footprint.
  - c) Officers are part of the task and finish group developing an Adult Pan-Cheshire Victim Pathway based on the Government model and similar to the one already in place for Children;
  - d) Officers are developing a protocol between the local authority, Cheshire Police and the Social Landlords, which will formalise ways of working, sharing of information and confirmation of who provides what support during the victim's service journey, both for those who agreed to the support offered by the National Referral Mechanism (NRM) and those who don't;
  - e) There is now a Halton MDS group in place which is used to share best practice, disseminate information and improve reporting systems for the NRM, including a better understanding of what happens to victims once they leave the NRM (which is when they potentially could become the responsibility of the local authority); and
  - f) A Single Point of Contact has been identified as the Housing Solutions Manager in the first instance, followed by the Community Safety Manager

and the Partnership Officer. It should be noted this doesn't mean that they will support every victim or potential victim as identified by frontline colleagues, but they should be the people who frontline colleagues contact for advice, guidance and further signposting.

## **5.0 POLICY IMPLICATIONS**

- 4.1 The policy implications of the review relate primarily to the Safer Halton priority. However this is a cross cutting work area which has wider implications on other areas of council business.

## **6.0 FINANCIAL IMPLICATIONS**

- 5.1 **None**

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

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

The Community Safety Service as a universal service impacts on the health, safety and well-being of young people.

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

**None**

### **6.3 A Healthy Halton**

The Community Safety Service as a universal service impacts on the Health, safety and well-being of the residents of Halton.

### **6.4 A Safer Halton**

The Community Safety Service as a universal service impacts on the Health, safety and well-being of the residents of Halton.

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

**None**

## **8.0 RISK ANALYSIS**

**None**

## **9.0 EQUALITY AND DIVERSITY ISSUES**

**None**

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

- 9.1 There are no background papers under the meaning of the Act.

## 1. Background

Coercive control is a term used to describe a pattern of behaviour which seeks to take away the victims sense of liberty or freedom, to strip away their sense of self. It includes a wide range of controlling acts including manipulation, isolation, intimidation, sexual coercion, humiliation, gaslighting (a form of psychological abuse in which a victim is manipulated into doubting their own memory, perception and sanity). Victims, their family or professionals do not always realise they are a victim.

## 7. Key points

Follow your own agency procedures.  
Use the Early Help Directory for sources of help and support [click here](#)

## 6. What to do

Use professional curiosity and be confident to ask questions

BELIEVE disclosures made and adopt an understanding, non-judgemental approach.

Gather information and share appropriately to enable risk assessment and relevant response.

Remember the voice of the child and adult.



## 5. Some examples of Coercive Control

- Using technology to monitor or track a person or threaten them. E.g phones or social media
- Isolation- stalking or restricting movements, alienation of friends/ family
- Manipulation –of friends, professionals, children and family
- Withholding/destruction- food, money, passport, clothes, contraceptives, sanitary products
- Threats to individual and family members and friends

## 4. What's the effect?

Coercive control may create deprivation of independence and liberty, which can cause co-dependency, making it difficult to break away from the abuser.

There are increased levels of suicide, self-harm, and substance misuse, deterioration of mental health, risk of death and criminal offences. Risks to children also include emotional, physical abuse.

## 2. Why it matters

Coercive Control is a crime which carries a maximum penalty of 5 years imprisonment and a fine. It is a key factor in Child Safeguarding and Adult Safeguarding; Child Exploitation, Domestic Abuse, Harmful Practices, Modern Day Slavery, Mate Crime and Radicalisation.

This behaviour has a major effect on both the victim and the perpetrator. In Liverpool there have been a number of domestic homicides which included coercive control as a key element.

## 3. Information

Often coercive control starts through grooming. Predators will target vulnerable children, or adults, families, friends, professionals. They may initially provide support and assistance as part of the grooming process to win the trust of their victim.

Coercive control does not relate to a single incident, it's a purposeful pattern of behaviour that takes place over time, in order for one individual to exert power, control or coercion over another.



**Please contact us at:**  
Liverpool Safeguarding Children Board  
5th Floor, Cunard Building  
Water Street  
Liverpool  
L3 1DS  
Tel: 0151 233 0493  
Email: [Jacqui.Taylor@Liverpool.gcsx.gov](mailto:Jacqui.Taylor@Liverpool.gcsx.gov)  
[www.liverpoolsacb.org](http://www.liverpoolsacb.org)

# THERE IS NO ONE TYPE OF MODERN SLAVERY VICTIM



## VICTIM VULNERABILITIES

Victims are targeted by offenders due to their vulnerabilities



Limited access to education



Immigration status



Difficult family background



Child



Mental health problems



Drug & alcohol dependency



Homelessness/poverty



Geographic instability, natural disaster & war

## DECEPTION

Victims are promised something which does not come into being. Some victims know their intended employment, most do not. It is likely that most will not know how exploitative the circumstances will be



Adoption



Boyfriend model



School



Au pair



Fruit, veg, flower picking



Conditions



Low wages



Hours worked

Victims may travel to the UK with different expectations

Victims may be misled about a job's nature, existence, or legality

Victims may be misled about their hours, wages, or living/working conditions

Victims are promised a better life, job opportunities, and more money. They may have debts, families to support, and struggle to get work at home

## COERCION

Victims are coerced into exploitation through force, abuse or blackmail. Coercion may be ongoing throughout the exploitation



Substance addiction



Withholding of medication



Blackmail



Impersonation of authority



Abuse & force

## SIGNS OF EXPLOITATION



Long hours



Substance addiction



Chaperoned/accompanied



Lack of possessions



Language barriers



Passport held by someone else



Pregnancy



Lack of personal protective equipment



Lack of access to medical care, strange injuries



Isolation & observation



Money deducted from salary for food



No keys/can't come and go



Malnutrition



Psychological trauma



Sporadic school attendance



Money withheld



Ritual abuse/witchcraft

## WHY DO VICTIMS STAY?

Victims can stay within an exploitative situation for a number of reasons: they are scared to leave, feel they have nothing better to return to, or believe that they are living a better life. They may not see themselves as victims, or the situation might be more acceptable within their culture. Victims may have no money, are unsure where to go, or are fearful of authorities



Immigration status



Blackmail



Threats to family



ID taken



Debt bondage



Low wages

## PROVING VICTIMHOOD



Is accommodation provided by the employer?



Is accommodation in poor condition or overcrowded?



Proof of organisation/payment of travel, to prove trafficking

Was the victim told to commit a crime?



Someone else has possession of the victims' documents



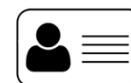
Proof of isolation



Health records



Use of CCTV to show who is withdrawing money from the victim's accounts



Was the victim accompanied to get their NINO? Did the chaperones give their contact details for a number of people?



Was the victim accompanied to get their bank card? What is the victim's money being spent on? Flights for other people?

# THERE IS NO ONE TYPE OF MODERN SLAVERY



## RECRUITMENT



### Multiple methods may be used

Victims are forced, coerced or deceived into exploitation. This can be over time so that the victim does not realise they are being groomed

## TRANSIT



### Multiple methods may be used

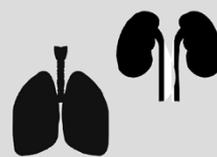
Non-UK victims enter the UK legally, illegally or clandestinely via a range of transport methods. They may be moved around the UK through different methods. Victims may be exploited en route



Legal, counterfeit or fraudulent documents may be used at border controls. Victims may or may not know what they will be doing in the UK



## EXPLOITATION



### LABOUR

Victims work for offenders directly or work for others and have their wages 'taxed' for living expenses by an offender

### SEXUAL

Victims can be forced, or appear willing, to work in the sex industry in a variety of locations. Often involves the use of the internet and can involve children

### CRIME

Victims are forced or coerced into criminal activities (e.g. begging, shoplifting, forced marriage)

### DOMESTIC SERVITUDE

Victims carry out household tasks and movement may be restricted

### ORGAN HARVESTING

Victim's organs, blood or eggs may be taken to be sold. Not yet identified in the UK

## CONTROL



Multiple methods may be used

## MONEY



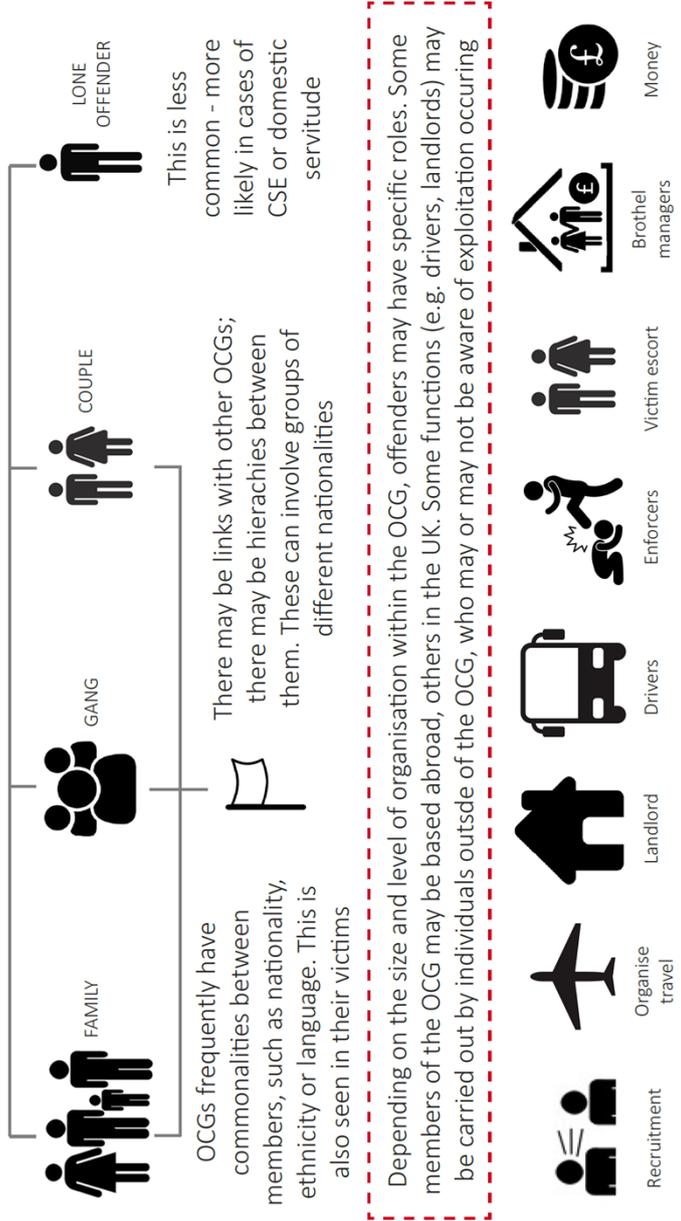
Offenders exploit victims for monetary gain



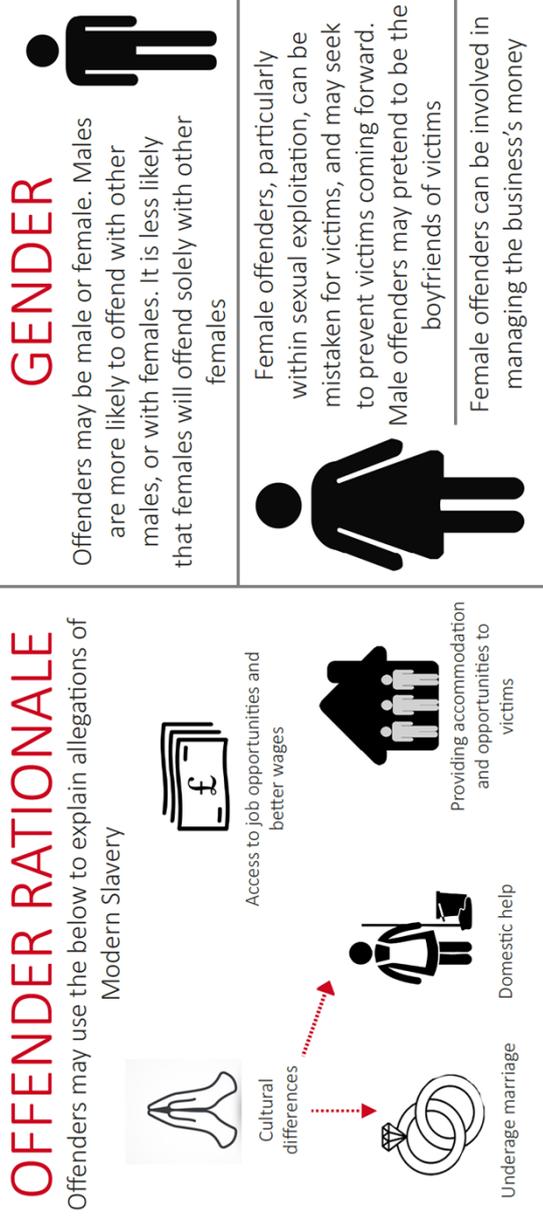
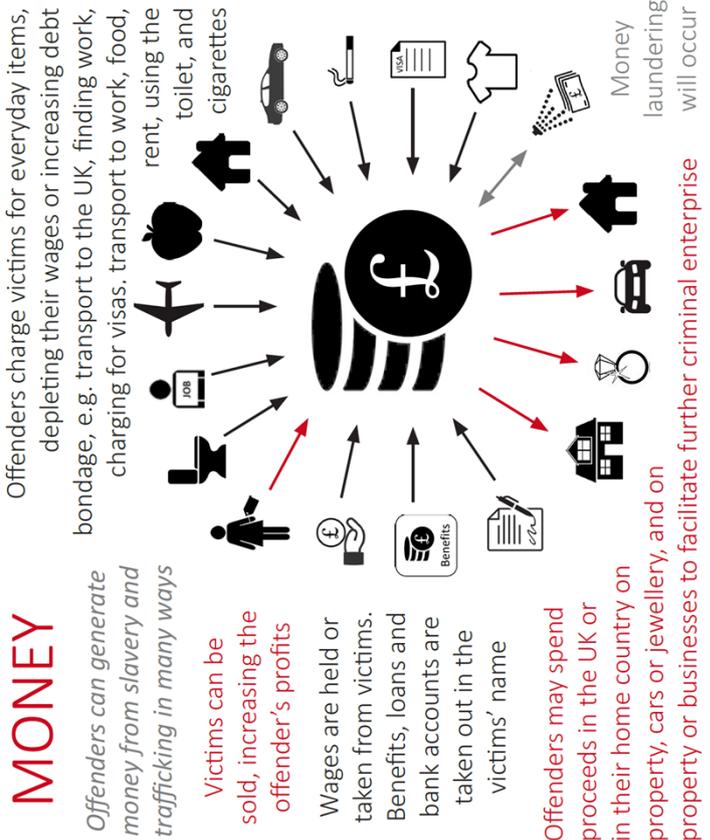
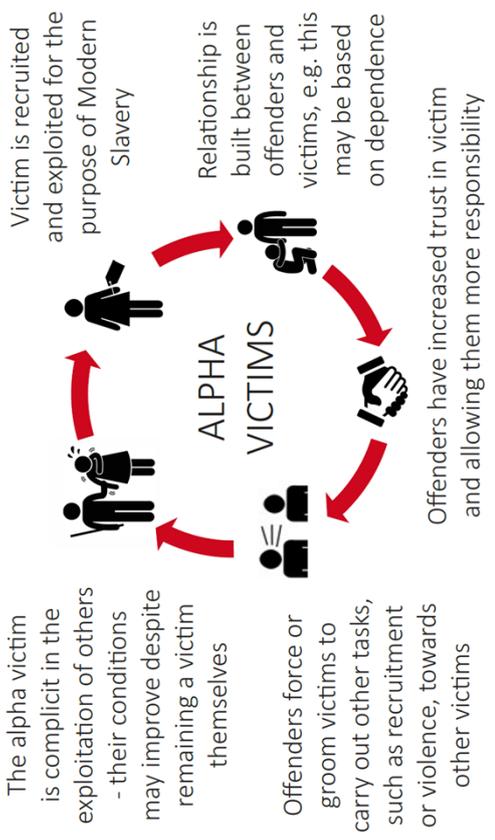
Some exploitation may be for personal benefit or gratification

Offenders may be involved in money laundering and benefit fraud, with victims sometimes indirectly or unknowingly involved

**ORGANISATION**



**ALPHA VICTIMS**



# THERE IS NO ONE TYPE OF MODERN SLAVERY



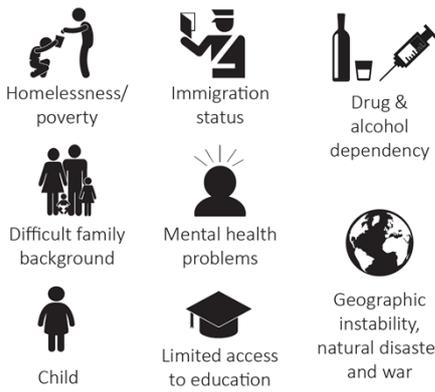
## ORGANISATION & ROLES

Victims and offenders often share the same nationality



Depending on the size and level of organisation, offenders may have specific roles

## VICTIM VULNERABILITIES



## RECRUITMENT

Victims may be forced, coerced or deceived into exploitation - this can be over time so that the victim does not realise they are being groomed



## DECEPTION



Victims may be misled about a job's nature, existence or legality

Victims may travel to the UK with different expectations

Victims may be misled about their hours, wages, or living/working conditions

## COERCION & CONTROL

Coercion may continue throughout exploitation as a method of control - explaining why victims remain in exploitative situations



## TRAVEL

Non-UK victims enter the UK legally, illegally or clandestinely. UK and non-UK victims will be moved around once in the UK  
Victims may be exploited en route



## LABOUR

Victims may work for offenders directly, or work for others



## EXPLOITATION

### CRIME

Victims are forced or coerced into criminal activities (e.g. begging, shoplifting, forced marriage)



## SEXUAL

Victims can be forced, or appear willing to work in the sex industry, in a variety of locations



## DOMESTIC SERVITUDE

Victims are forced to carry out household tasks - movement is likely to be restricted



5| The alpha victim is complicit in exploitation of others - their conditions may improve despite remaining a victim

1| Victim is recruited and exploited for the purpose of Modern Slavery

4| Offenders force or groom victims to carry out tasks, such as recruitment or control, towards other victims

**ALPHA VICTIMS**

3| Offenders have increased trust in victim and allow them responsibility



## ORGAN HARVESTING

Victim's organs, blood or eggs may be taken to be sold (not yet identified in the UK)



## MONEY

Offenders charge victims for everyday items, to maximise their profits and build a debt to increase control over victims



## SIGNS OF EXPLOITATION



**REPORT TO:** Safer Policy and Performance Board

**DATE:** 19<sup>th</sup> February 2019

**REPORTING OFFICER:** Strategic Director –Enterprise, Community and Resources

**PORTFOLIO:** Community Safety

**SUBJECT:** Update on multi agency work to tackle off road motorbikes

**WARDS:** Borough wide

## **1.0 PURPOSE OF THE REPORT**

- 1.1 To consider the update report from Cheshire Constabulary regarding the multi-agency response to the illegal and anti-social use of off road motorcycles.

## **2.0 RECOMMENDATION: That the**

- 1. report be noted; and**
- 2. Board consider the information presented and raise any questions of interest or points of clarification following the presentation.**

## **3.0 SUPPORTING INFORMATION**

### **3.1 Operation Scrambler (Off Road Bikes)**

Cheshire Police has relaunched Operation Scrambler for the forthcoming summer period. They will be utilizing various tactics to deal with the illegal and Anti-Social use of off road motorcycles, mini-motos and quad bikes within Halton.

As part of this operation they have access to a unique tool, which allows them to mark riders and trace them to the bikes at a later date. The new DNA spray will be a part of their battle against this anti-social and criminal activity. This Spray has been funded in partnership with Halton Borough Council, Halton Housing Trust and the Halton Community Safety Team.

In addition to this, there was a UK wide week of action which ran from Monday 27 August to Sunday 2 September and was aimed at reducing the number of serious and fatal collisions involving motorcyclists.

In Cheshire it's estimated that motorcyclists account for approximately 1% of all road users, yet last year they accounted for nearly a quarter of those killed on our roads. Of the 28 deaths on Cheshire's roads, six involved motorcyclists.

This operation is one of a number of measures that we are undertaking to tackle the issue. The operation is not about alienating the motorcycling community – it is about education and enforcement to help reduce the number of deaths on our roads.

As part of this operation officers will be stopping and engaging with motorcyclists who commit moving traffic offences such as speeding and dangerous riding as well as anti-social offences such as excessive noise.

Officers will also be targeting the use of illegal off road motorcycles, which pose as risk to the public using parks and recreational areas.

They will also be encouraging motorcyclists to enhance their skills, knowledge and check their personal protective equipment.

In addition to motorcyclists officers will also target all road users who endanger the lives of themselves and others.

#### **4.0 POLICY IMPLICATIONS**

- 4.1 The policy implications of the review relate primarily to the Safer Halton priority. However this is a cross cutting work area which has wider implications on other areas of council business.

#### **5.0 FINANCIAL IMPLICATIONS**

- 5.1 **None**

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

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

The Community Safety Service as a universal service impacts on the health, safety and well-being of young people.

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

**None**

##### **6.3 A Healthy Halton**

The Community Safety Service as a universal service impacts on the Health, safety and well-being of the residents of Halton.

**6.4 A Safer Halton**

The Community Safety Service as a universal service impacts on the Health, safety and well-being of the residents of Halton.

**6.5 Halton's Urban Renewal**

**None**

**7.0 RISK ANALYSIS**

**None**

**8.0 EQUALITY AND DIVERSITY ISSUES**

**None**

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

9.1 There are no background papers under the meaning of the Act.