

Public Document Pack



Executive Board

Thursday, 15 November 2007 2.00 p.m.
Marketing Suite, Municipal Building

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

Chief Executive

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

PART 1

Item	Page No
1. MINUTES	
2. DECLARATION OF INTEREST	
Members are reminded of their responsibility to declare any personal or personal and prejudicial interest which they have in any item of business on the agenda no later than when that item is reached and (subject to certain exceptions in the Code of Conduct for Members) to leave the meeting prior to discussion and voting on the item.	
3. CHILDREN AND YOUNG PEOPLE PORTFOLIO	
(A) A PARTICIPATION STRATEGY FOR CHILDREN AND YOUNG PEOPLE: "HEAR BY RIGHT" UPDATE	1 - 25
(B) YOUTH OPPORTUNITY AND YOUTH CAPITAL FUNDS; YOUTH BANK UPDATE	26 - 32

*Please contact Lynn Cairns on 0151 471 7529 or e-mail lynn.cairns@halton.gov.uk for further information.
The next meeting of the Committee is on Thursday, 29 November 2007*

Item	Page No
4. CORPORATE SERVICES PORTFOLIO	
(A) MEDIUM TERM FINANCIAL STRATEGY 2008/09 TO 2010/11	33 - 44
(B) LICENSING ACT 2003 - STATEMENT OF LICENSING POLICY	45 - 68
5. NEIGHBOURHOOD MANAGEMENT DEVELOPMENT PORTFOLIO	
(A) COMMUNITY COHESION	69 - 78
PART II	
ITEMS CONTAINING "EXEMPT" INFORMATION FALLING WITHIN SCHEDULE 12A OF THE LOCAL GOVERNMENT ACT 1972 AND THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985	
<p>In this case the Board has a discretion to exclude the press and public but, in view of the nature of the business to be transacted, it is RECOMMENDED that under Section 100(A)(4) of the Local Government Act 1972, having been satisfied that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information, the press and public be excluded from the meeting for the following item of business on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A to the Act.</p>	
6. LEADER'S PORTFOLIO	
(A) WIDNES VIKINGS	

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

REPORT TO: Executive Board

DATE: 15th November 2007

REPORTING OFFICER: Strategic Director
Children and Young People

SUBJECT: A Participation Strategy for Children and Young People: "Hear by Right" update

WARDS: All

1.0 PURPOSE OF THE REPORT

- 1.1 To provide information to the Executive Board on the involvement and VOICE of children and young people within organisations, schools and council services; and how this links into the drivers for Children & Young People's Services.
- 1.2 To present the three year 'Hear by Right' development and delivery Plan to the Executive Board.

2.0 RECOMMENDATION: That

- (1) **The three year 'Hear by Right' Delivery Plan is approved.**

3.0 SUPPORTING INFORMATION

- 3.1 The "Children and Young People's Plans: A review of the first year" published by the Office of the Children's Commissioner (Oct 2006) found that;
"Children and young people want participation, not consultation – local authorities and their partner agencies need to understand the difference. Participation strategies need to be designed at whole authority/partnership level, with lead responsibility taken at an appropriately senior level. Existing frameworks are extremely valuable, such as the Hear by Right and Youth Matters frameworks."
- 3.2 The "Arrangements for the Annual Performance Assessment of Children Services 2007" states that;
The grade descriptors help to define key areas for scrutiny and focus on elements such as
 - *How resources are allocated to priorities and the involvement of children and young people.*
 - *Children and young people are encouraged to participate in decision making and in supporting the community*
 - *Children and young people are encouraged to participate in the planning and management of services and activities*

- 3.3 The “Shared Values” within the 2006-2009 Halton Children and Young People’s Plan (C&YPP) vision states;
“All providers of services are accountable to the children and young people they serve”.
The 2007 C&YPP review states one of our principles as;
“Children and young people should be treated with respect and have their individual needs recognised as set out in the United Nations Convention on the Rights of the Child”(UNCRC).

4.0 BACKGROUND IN HALTON

- 4.1 A Participation Strategy was accepted by the Children and Young People’s Alliance Board in July 2006 which agreed the development of the involvement of children, young people and parents/carers using the Hear by Right standards. A pilot led by the Cross Alliance Consultation, Participation & Engagement Group, and supported by consultants from the Regional Youth Work Unit took place from October to March 2007. It involved 8 organisations across sectors and ages and offered a set of recommendations for the development and roll out of a Halton-specific set of Hear by Right standards.
- 4.2 The principal findings of the pilots were;
- 4.2.1 There was already some impressive work being done to promote the active involvement of children and young people taking place and organisations were doing more than they thought.
- 4.2.2 The range of work was not embedded across the pilots.
- 4.2.3 The pilots did not have a common interpretation of the “Shared Values” that are in the Children & Young People’s Plan; respecting the UNCRC; recognising the contribution of children and young people and being accountable to them; and hearing respecting & meeting their individual needs.
- 4.2.4 Organisations within the Alliance Board were insufficiently aware of Hear by Right and had not been “sold” the benefits of embedding the standards into their work.
- 4.2.5 There needed to be Hear by Right Champions in senior positions as practitioners felt unable to challenge resistant attitudes and cultures within some organisations or within some staff teams
- 4.2.6 The Alliance Board has developed a protocol in its commissioning processes to ensure all commissioned agencies work towards Hear by Right. This is seen by the consultants as good practice.
- 4.3 For the positive vision in Halton’s Children and Young People’s Alliance Board come a reality everyone involved, at whatever level, has to make their own contribution towards the full involvement of

children and young people in the Borough. Hear by Right provides a tool to recognise the excellent work already underway, to map progress, and plan for continuous improvement. These recommendations need to be driven by named people who will call meetings, provide documentation etc.

- 4.4 The principal recommendations are;
 - 4.4.1 The Hear by Right standards need “Haltonising” to create “best fit” to the needs of the Borough and to ensure relevance for younger children.
 - 4.4.2 This is a journey not a “tick box” process and so needs to be seen as a longer journey. There needs to be a five year plan to incrementally improve the delivery of children & young people’s sharing of power within organisations. Each year needs a minimum standard that all Alliance members need to meet.
 - 4.4.3 The Alliance Board should confirm the Shared Values contained in the Children & Young People’s Plan and encourage organisations to look at how they can move towards meeting these values
 - 4.4.4 There should be a clear link to the full portfolio of plans within the Alliance Board. Whilst ‘Hear by Right’ is in “making a positive contribution”, the process will contribute to all 5 outcome areas of ‘Every Child Matters’.
 - 4.4.5 Heads of Service and senior officers in the Alliance Board should lead by example and model good practice and be wherever possible, champions of the participation process.
 - 4.4.6 A senior practitioner within each organisation should be made responsible for supporting staff within this agenda
 - 4.4.7 There should be a Hear by Right champion who is a member of the Council’s Executive Board.

5.0 PROGRESS SINCE THE PILOT

- 5.1 The Hear by Right standards have been reviewed and the format for a Halton specific version completed together with year one floor targets across all 7 Hear by Right areas (see appendix 1).
- 5.2 The 1st draft of the Hear by Right Plan is written and delivers the full framework over a three year period.
- 5.3 The “Shared Values” within the 2006-2009 C&YP Plan vision state that “All providers of services are accountable to the children and young people they serve” This remains the foundation stone of the development of the participation of children & young people agenda.

This shared value will be enshrined in a proposed **Hear by Right Pledge** which organisations and departments/services will be asked to sign up to as part of the 3 year plan

- 5.4 The 2nd draft of Job Role document for the Elected Member Champion has been developed along with ones for Chief Officers (Appendix 2)
- 5.5 The Consultation, Engagement and Participation Group (CPE) organised a multi agency planning workshop which took place on 20th June and developed the framework and timelines for the 3 year Hear by Right plan discussed in this report.
- 5.6 Arrangements have been made for the workforce development pilots to embed Hear by Right workforce requirements in their planning
- 5.7 An Under 11s Participation worker is in the process of being seconded for 12 months from Brookvale Children's Centre to the Youth Service Participation Team via Barnados. This will bring capacity to support organizations working with under 11s to develop the Hear by Right standards within their organizations. The post is joint funded by the borough's Children's Fund and Barnados.
- 5.8 In July the Youth Cabinet, supported by the Youth Bank and Area Youth Fora, launched the Integrated Youth Support Services. 120 young people attended the all day conference where all workshops were facilitated by young people for young people. Young people looked at their needs, preferred outcomes, and their experiences of services. We are awaiting the full conference feedback which will inform workforce development pilots, and the structure of future Integrated Youth Support Services. One resounding piece of immediate feedback was their demand to be involved in decisions that affect them now and will affect them in the future. Two examples were given: Building Schools for the Future programme, and the proposed second crossing.

6.0 ISSUES FOR CONSIDERATION

- 6.1 There is some Youth Service allocated time and a 12 month Barnados/HBC funded post to support the roll out of this agenda focussing on the under 11s. A review will be undertaken at the end of the first year of roll-out on the effectiveness of the resource.
- 6.2 Who will champion the 'Hear by Right' agenda within Halton for it to be most effective? (appendix 2 a/b).

7.0 POLICY IMPLICATIONS

- 7.1 All relevant policies need to be reviewed and adapted as required to reflect the involvement of children and young people in influencing decision outlined in the Hear by Right Standards.

8.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

8.1 Children and Young People in Halton

Children & Young People will be involved in decision making that affects them and their communities at all levels of the council and the partners the council works with. This will mean a change in culture for most organisations, and children & young people themselves.

8.2 Employment, Learning and Skills in Halton

Children & Young People will learn the practical skills and understandings needed in presenting a case, public speaking, how organisations work, and how the democratic process works. These are key skills for life and for work. Young people will increasingly receive nationally accredited qualification for their learning for example Assessment Qualifications Alliance (AQA's).

8.3 A Healthy Halton

A Healthy Halton involves the participation of our residents in working alongside the council to deliver services that meet their Health needs. Underpinning this is the development of the skills to have their voice heard particularly by young people.

8.4 A Safer Halton

Young people's voice and participation is key to Halton understanding actual and perceived safety needs of its young people.

8.5 Halton's Urban Renewal

Young People have a real interest in the regeneration of their Borough. The 'Hear by Right' standards help to meaningfully involve them in the process.

9.0 RISK ANALYSIS

9.1 That Organisations may not be committed to the "culture shift" necessary to embed the Hear by Right standards within their organisations.

In response a marketing strategy will be put in place to win the "hearts & minds" of organisations. This will include support from the newly formed 0-19 Participation Support Team and inspiration from local "Champions". The multi-agency Consultation, Participation & Engagement Group will be responsible for this.

10.0 EQUALITY AND DIVERSITY ISSUES

10.1 The ‘Hear by Right’ standards are there for all young people in our Borough. We need to encourage a range of children within minority groups to find their ‘voice’.

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

Hear by Right	www.hearbyright.info or via Youth Office 107 Albert Rd Widnes	n/a
Halton Children & Young People’s Participation Strategy	Youth Office	Dave Williams Head of Youth Service 0151 422 5503 dave.williams@connexions-gmerseyside.co.uk
Halton Hear by Right 3 year plan	Youth Office	Dave Williams
The “Children and Young People’s Plans: A review of the first year” published by the Office of the Children’s Commissioner (Oct 2006)	www.11million.org.uk	n/a
“Arrangements for the Annual Performance Assessment of Children Services 2007”	www.everychildmatters.co.uk	n/a

Halton's
"Hear by Right"
Development & Delivery Plan
2007 – 2010

First DRAFT – 21st July 2007

INT
B
CHAM
ROS
Y
PIONS

MYP

C+YP Member

DCS

Chair C+YP
Alliance

Background

The Every Child Matters' Strategy states *"The government strongly supports the effective involvement of children and young people and their families or carers in the development and running of all children's trusts. Increasingly acceptance of the principle of children's involvement is being turned into practice through a variety of participation activities across a range of organisations"* Beverley Hughes MP gave further guidance in a letter on 16th November 2006 *"The challenge is how to embed this in our culture, not just 'ticking the involve children box'"*.

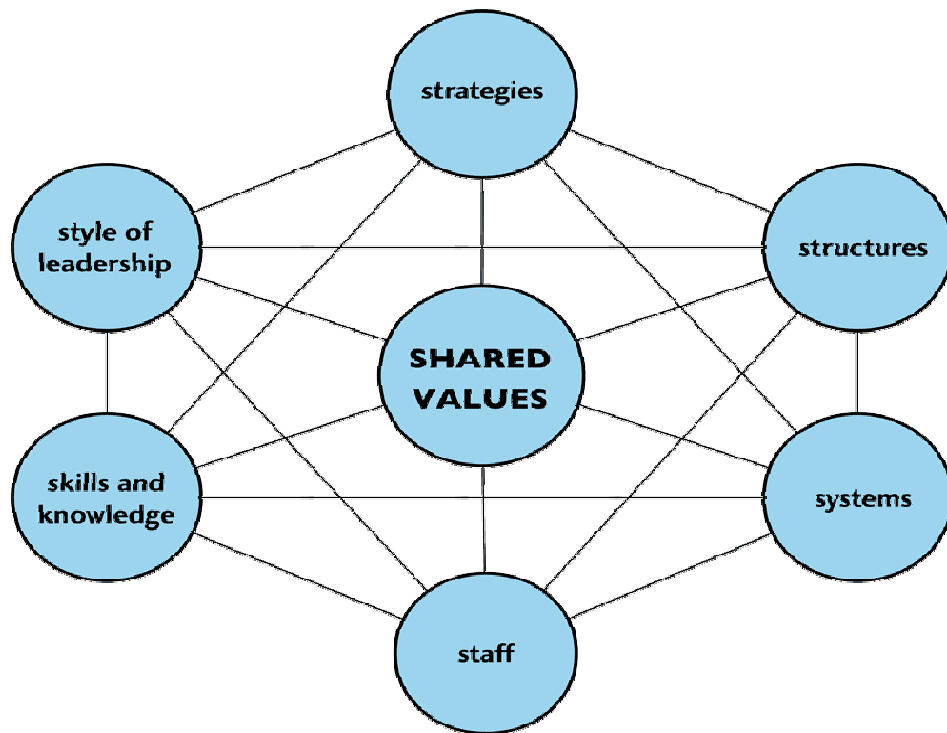
The need for change is also being driven by government policy, which stretches back to the Children Act 1989, to Youth Matters 2005 and Together We Can, the Respect Action Plan 2006. Government has supported this with a number of its own initiatives that include the DfCF (DfES) Children and Young People's Board and the ORC (ODPM) 'Youth Proofing' document 2006.

The implementation of a participation strategy in a way that is real and not just a box ticking exercise will require a commitment that will bring about cultural and organisational change for those participating. This change will affect everyone in the Alliance regardless of his or her role.

The Children & Young People's Alliance Board tasked the Participation Consultation, Participation and Engagement (CPE) Tasking Group to produce a participation strategy as part of the move into the Alliance structure. The strategy was written and consulted on by partners, parents & carers, and young people. The Participation Strategy recommended the use of the Hear by Right standards which were developed by the Local Government Association and National Youth Agency and are widely regarded as a useful cornerstone to measure and improve the involvement and participation of children and young people within organisations. The Participation Strategy was adopted by the Alliance Board at its meeting in July 2006.

What is Hear by Right?

Hear by Right provides success criteria and enables organisations to set clear priorities to reach a point where the active involvement of children and young people becomes embedded in their every day work. Hear by Right needs to be seen as an empowering tool for positive change, not just another chore. The management of change is complex and change will look different to different people depending where they sit within the organisation. The change demanded by Hear by Right is a whole organisation one. For this reason the seven Hear by Right Standards are based on McKinsey's framework of an organisation developed to demonstrate the relationship between values, structure and operational functions. This is known as the Seven S framework and it is vital that **ALL** partners understand the concept.



It will be noted that shared values are central to the whole process and that all the seven parts are interrelated. Working on one area will have an impact on the other six standards and it is important that managers are aware of and manage those changes.

The Alliance Board proposed that a pilot of the Hear by Right standards process be undertaken to secure learning to guide the further roll out of the participation strategy across the Alliance partnership. The pilot was to include a wide variety of providers reflecting the diverse nature of the sectors involved, service provided, and ages and needs of participants which make up the Alliance and the children and young people we serve.

The Halton Hear by Right Pilot

The pilot was coordinated by the Consultation Participation and Engagement tasking group. Eight organisations were approached to participate in the pilot and the project scoped. The NW Regional Youth Work Unit supported the pilot offering the services of two very experienced consultants one of whom had been employed by GONW as a youth work adviser.

The eight organisations participating in the pilot were;

- St Basil's Primary School
- Brookvale Children's Centre
- PCT; Young People's Sexual Health Projects
- Connexions Service
- Youth Service
- Bankfield High School
- Total People (Training Provider)
- YMCA hostel for homeless young people

The pilot took place over the period October 2006 to March 2007

Results from the Pilot

For the roll out of Hear by Right to be meaningful the processes needs to be in the **annual planning process**. The organisations taking part in the pilot were inevitably at different stages at the start of this journey and many have been going through a lot of change both in structure and personnel and this has inhibited progress in rolling out Hear by Right. In some organisations it has been a real journey and a range of staff have been involved and in others individuals have been quite isolated and found it a difficult process. The involvement of young people is something that organisations moved towards as their confidence grew.

Major findings were;

1. There was already some impressive work being done to promote the active involvement of children and young people taking place and organisations were doing more than they thought
2. The range of work was not embedded across the pilots
3. The Alliance has developed a protocol in its commissioning processes to ensure all commissioned agencies work towards Hear by Right. This was seen by the consultants as good practice.

For the positive vision in Halton's Children and Young People's Alliance to become a reality everyone involved, at whatever level, has to make their own contribution towards the full involvement of children and young people in the Borough. Hear by Right provides a tool to recognise the excellent work already underway, to map progress, and plan for continuous improvement. These recommendations need driven by named people who will call meetings, provide documentation etc.

Major recommendations are;

1. The Hear by Right standards need "Haltonising" to create "best fit" to the needs of the borough and to ensure relevance to the youngest children worked with
2. This is a journey not a "tick box" process and so needs to be seen as progressive approximations to the desired final outcome of a fully fledged Hear by Right Alliance. There needs to be a three year plan to incrementally improve the delivery of children & young people's sharing of power within organisations. Each year needs a floor target that all Alliance members need to meet as a minimum standard.
3. The Alliance should confirm the Shared Values contained in the Children & Young People's Plan 2006 – 2009; respecting the United Nations Convention on the Rights of the Child; recognising the contribution of children and young people and being accountable to them; and hearing respecting & meeting their individual needs. They should encourage organisations to look at how they can move towards meeting these values
4. There should be a clear link to the full portfolio of plans within the Alliance. Whilst this theme may tick the "making a positive contribution" outcome, the process should contribute to all 5 outcomes.

5. Heads of Service and senior officers in the Alliance should lead by example and model good practice and be wherever possible, champions of the process.
6. A senior practitioner within each organisation should be made responsible for supporting staff within this agenda There should be a Hear by Right champion selected from within the elected members executive board.
7. Organisations within the Alliance were insufficiently aware of Hear by Right and had not been “sold” the benefits of embedding the standards into their work.
8. There needed to be Hear by Right Champions selected from within the elected members executive board and in senior positions as practitioners felt unable to challenge resistant attitudes and cultures within some organisations or within some staff teams

Progress on Recommendations

- The Hear by Right standards have been “Haltonised” so we can move towards fully meeting the standards by 2010 through a three year plan where we have ensured greater relevance and “fit” to our local circumstances and the 0 – 19 focus we have decided upon
- This document constitutes how we intend to develop the Hear by Right agenda over the next three years and sets year by year floor targets for increasing the expertise and ability of organisations to involve children & young people in decision making
- It has been agreed that the involvement of children & young people cannot be seen as a “tick box” activity within the “Positive Contribution” outcome of Every Child Matters but is a process that needs to be embedded in all five outcomes and how our services are managed and lead. This is reflected in this development coming within the “Service Management” section of Children & Young People’s Plan as well as the five outcomes. The three year Hear by Right Plan will encapsulate this process.
- Cllr Tom McInerney, portfolio holder for Children & Young People and Executive Board Member has agreed to be the Member Champion for this agenda and to support organisations as we develop the Hear by Right standards in our organisations

Hear by Right Plan

Vision (from Halton's Children & Young People's Plan 2006 – 2009)

All organisations within the Halton Children & Young People's Alliance recognise the contribution made by children and young people, are accountable to them and their parents, and respect the UN Convention on the Rights of the Child and in particular Article 12 which states *"Every person aged 17 and under has the right to express their views, and to have these views given due weight in all matters affecting them."*

Alliance Board Aims (from Halton's Participation Strategic Plan 2006 - 2009)

1. **STYLES OF LEADERSHIP:** To develop the seven standards from the national Hear by Right standards framework across all organisations in Halton working with children, young people and their parents/carers, to support their engagement and participation in the Children and Young People's Alliance
2. **SHARED VALUES:** To encourage relevant and appropriate involvement of children, young people and their parents/carers in the planning, delivery and evaluation of these organisations
3. **STAFF:** To ensure that children & young people's experience of involvement are positive, beneficial, and are fun.
4. **STRATEGY:** To increase the level of awareness of all organisations across Halton of the need for, and value of consulting and involving children, young people and their parents/carers in the decision making process
5. **SYSTEMS:** To encourage all organisations who are committed to children, young people and their parents/carers to have a consistent, coherent and person centred approach to their involvement and participation, based on the Hear by Right standards
6. **SYTEMS:** To create systems for the participation of children, young people, and their parent/carers in local democratic structures so that their ideas, opinions and priorities are central at all levels of decision making
7. **SKILLS AND KNOWLEDGE:** To ensure organisations develop children, young people and their parent/carer's ability to contribute towards the government of services, including the recruitment and selection of staff, resources deployment, appraisal, and inspection of services.
8. **STRUCTURE:** To ensure that the involvement and views of children, young people and their parent/carers views are taken seriously and these views are incorporated into services, organisations and local democratic processes

Key Milestones Development Plan – Year 1; 2007 - 2008

Quarter	Milestone	Lead	Progress
One	1. Pilot complete, learning captured & written up and presented to relevant bodies including the Youth Cabinet	DW	ACHIEVED
Two	2. Development Plan written , consulted on, agreed and in place (including by Children & Young People) & passed by Alliance & Exec Members Board 3. Major Champions in place & briefed 4. Preparation for roll out complete, expertise mobilised, and resources secured, marketing sub strategy in place	GM TM DW GM CPE gp	
Three	5. Winning “hearts & minds” marketing sub strategy rolled out and organisations, departments, and many services including schools signed up to the “Hear by Right Pledge”. This continues over the next 3 years. 6. 1 st Trench of Pledged organisations supported by Participation Team and develop capacity and expertise and structures to go for on-line self appraisal against Hear by Right “emerging standards” 7. Champions agreed within Alliance organisations which sign up to the Pledge and are briefed by Borough Champions 8. Young Inspectors training commences	P'ion Team TM GM DP MYP HYS	
Four	9. Trench 1 Pledged organisations complete mapping and draft improvement plan and self certify on-line as completed. 10. Buddying peer assessment process in place, refine and agree mappings, and improvement plans complete. 11. Sample of trench 1 organisations selected at random by Young Inspectors group who undertake a review. 12. Survey and anecdotal evidence captured of the Impact of the Hear by Right development on the outcomes for children and young people involved so far. 13. Plan progress evaluated by external consultants and the year 2 and 3 delivery plan finalised 14. Launch of the Participation Strategy & Hear by Right process; Pledged organisations, departments, services and schools acknowledged, 1 st trench organisations achieving “Emerging” status celebrated; feedback to children & young people including to young people at the IYSS conference in July 2007	CPE gp P'ion Team HYS Yth Cabinet DW CPE gp	

DW = Dave Williams; GM = Gerald Meehan; TM = Cllr Tom McInerney; CPE gp = Consultation, Participation & Engagement Group; HYS = Halton Youth Service; P'ion Team = 0-19 Participation Support Team; Yth Cabinet = Borough Youth Cabinet;

Plan Year One - Development

Process Objectives	Performance Indicator	Key Actions	Lead	Time-line	RAG	Progress Commentary
MOBiLISE: The Alliance builds their capacity to support the roll out of this agenda	4 in place	<ul style="list-style-type: none"> Major Champion roles & responsibilities doc complete 	DW	July		
	1 day training	<ul style="list-style-type: none"> Develop new Participation Team 	SCa	Sept		
	4x9 hr pcm JDs	<ul style="list-style-type: none"> Develop capacity of the CPE group 	DW	Sept		
	2 docs in place	<ul style="list-style-type: none"> Halton HbR mapping & improvement tool completed 	AB/JM	Aug		
	1 doc completed	<ul style="list-style-type: none"> Lead Practitioner role & responsibilities doc complete 	RK/Yth Cabinet	Aug		
	1 doc in place	<ul style="list-style-type: none"> Three year marketing sub strategy in place 	DW.JG/AB	Aug		
	2000 A5, 1000 A4, + 5000 cards in place	<ul style="list-style-type: none"> A5 double leaflet for organisations & A4 posters + info cards for children, young people & parents complete 	JG/Yth Cabinet	Sept		
	350 A5 in place	<ul style="list-style-type: none"> A5 single leaflet for organisations; "What support can I expect to roll out HbR in my organisation?" 	SCa	Aug		
	site test & review by users states it is fit for purpose	<ul style="list-style-type: none"> www.haltoneyouthvoice.co.uk website updated & revamped for organisations, practitioner, & children young people & parent/carer to access info relevant to them. 	PM/Yth Cabinet +DW	Sept		
	1 paper in place	<ul style="list-style-type: none"> "Good Practice" paper complete giving examples across the Alliance. On the website 	CPE gp (TBD)	Oct		
complete with 220 hard copies & on website draft agreed & 200 printed	<ul style="list-style-type: none"> Pledge documentation pack complete. Including "back office" arrangements & standard draft preparation plan to make good on their pledge 	RK/Yth Cabinet	Sept			
site test states it is fit for purpose	<ul style="list-style-type: none"> Pledge Certificate prepared & standard signatures acquired. 	JG/Yth Cabinet	Oct			
doc in place	<ul style="list-style-type: none"> On-line registration for appraisal set up as part of or linked to hatoneyouthvoice website. 	R+I (TBD)	Dec			
AQA certification	<ul style="list-style-type: none"> Sector group proposal re; terms of reference including peer support & assessment complete 	CPE gp (TBD)	Oct			
Dates & Key	<ul style="list-style-type: none"> Young Inspectors training course written up & accredited using AQA Open College Network. 	SC/DW	Aug			
		<ul style="list-style-type: none"> Book venue for launch event & Key note speakers 	DW	July		

	speakers confirmed	for Q4				
DISCOVER: Organisations, departments, services and schools learn more about Hear by Right and are sold the benefits to committing to the process	See PIs in doc On agenda On agenda 12 groups min Half of all out in w/c 15 th Oct In Oct edition Articles in each local paper 15 meetings attended	<ul style="list-style-type: none"> “Hearts & Minds” marketing sub strategy rolled out to Alliance organisations; including; <ul style="list-style-type: none"> input to Primary Heads conference input to Secondary Heads meeting input to Secondary & Primary School Councils & Area Youth Forums use the leaflets & cards to publicise HbR in Local Democracy Week letter in school bulletin from DCS press coverage using Champions & Youth Cabinet input to staff meetings 	CPE gp DW/WD DW YS Mod Apps/RK JG GM TM DP GM + MYP P'ion Team + CPE gp	Oct		
DEEPEN: The knowledge base and commitment within Alliance partners grows and they start to sign up to the Hear by Right Pledge	See PIs in doc 12 groups min 50 orgs sent card Dec edition Press article on progress 15 meetings attended 20 signed up 1 meeting attended by 80% 1 meeting attended by 80% 8 young people	<ul style="list-style-type: none"> “Hearts & Minds” marketing sub strategy continues to be rolled out to Alliance organisations; including; <ul style="list-style-type: none"> input to Secondary & Primary School Councils & Area Youth Forums use the leaflets & cards to publicise HbR update in school bulletin from DCS press coverage using Champions & Youth Cabinet input to staff meetings and groups Alliance organisations start to sign up to the Halton Hear by Right Pledge, indicating their champions & lead practitioner. Pledged organisation Champions briefed on role by Major Champions Pledged organisation Leads inducted Interested young people from across the Alliance start to be trained up as Young Inspectors 	CPE gp YS Mod Aps/RK ALL GM TM GM DP + MYP P'ion Team + CPE gp RK TM GM DP + MYP P'ion Team SC/DWr	Dec Oct Nov Nov Nov		
DEVELOP: Pledged Alliance	See PIs in doc	<ul style="list-style-type: none"> “Hearts & Minds” marketing sub strategy continues to be rolled out to Alliance organisations; including; 	CPE gp	Jan		

30 organisations	<ul style="list-style-type: none"> mapping & go for on-line self certification 	P'ion Team +Org leads	Mar		
3 organisations	<ul style="list-style-type: none"> 1st trenche organisations appraised by peers in sector groupings & supported to complete an improvement plan 	SC/DWr*	Mar		
10 young people	<ul style="list-style-type: none"> Young Inspectors undertake pilot inspection of a random sample of 1st trenche organisations. 	DWr*	Mar		
12 Schls & Colls	<ul style="list-style-type: none"> Young Inspectors receive an accredited qualification for their participation 	SCa	Sept		
15 orgs & YCs	<ul style="list-style-type: none"> School & other Alliance organisations undertake Youth Democracy & UKYP curriculum. 	SCa, AYW + CPE gp	Nov		
100 11-18s	<ul style="list-style-type: none"> Young Delegates from organisations attend the VOICE weekends to learn about democracy, Hear by Right, and local youth VOICE structures. 	AYW	Nov		
90 achieve	<ul style="list-style-type: none"> VOICE young delegates achieve an recorded outcome for their participation 	AYW	Nov		
12 selected	<ul style="list-style-type: none"> VOICE delegates select 2 representatives from each LA Area to go forward to the Youth Cabinet & UKYP election 	SCa	Jan		
6400 voters	<ul style="list-style-type: none"> UKYP election takes place with a record number of young people voting and a new MYP & DMYP are elected 	CPE gp Yth Cabinet + P'ion Team	Mar		
40 children & young people contribute	<ul style="list-style-type: none"> Experiences and outcomes achieved by the children & young people involved in the HbR process within 1st trenche organisations captured by Youth Cabinet and fed into the review of year one development plan achievements, APA/C+YP Plan review & JAR. 	DW	Mar		
60 orgs pledged	<ul style="list-style-type: none"> Launch of the Participation Strategy & Hear by Right process; Pledged organisations, departments, services and schools acknowledged, 1st trench organisations achieving "Emerging" (working towards) or "Foundation" status celebrated; feedback to children & young people including to young people at the IYSS conference in July 2007 	CPE gp +Yth Cabinet + P'ion Gp			
30 organisations awarded.					
50 adults & 50 C&YP attend min					

Lead Key

Abrev	Meaning	Abrev.	Meaning
AB	Ann Batterbee – Schools Adviser	Org leads	Named Lead Practitioner for each organisation
CPE gp	Consultation Participation Engagement Group	P'ion Team	0-19 Participation Team
DP	David Parr – Alliance Chair	PM	Paul Martin – E-Government Officer
DW	Dave Williams – Head Youth Service	R+I	HBC Research & Intelligence department
DWr	David Wright - Training & Accreditation YS	RK	Rachael Kent – Under 11s Participation Coordinator
GM	Gerald Meehan – Director C+YP	SC	Stefan Cadek – Operations Manager YS (Quality)
JG	Jo Glover – Children’s Information Service	SCa	Sally Carr - Operations Manager YS (Participation)
JM	John Makie – Exec YMCA	(TBD)	To Be Decided
WD	Win Douglas - Head St Basils Primary	TM	Cllr Tom McInerney
MYP	Member of Youth Parliament	YS Mod Aps	Youth Service Modern Apprentices
		Yth Cabinet	Halton Youth Cabinet (UK Youth Parliament)

Hear by Right Delivery Plan - Year 2 and 3

	1 st Year	2 nd Year	3 rd Year
1st Quarter Apr - Jun	<p>See Year One Plan</p>	<ul style="list-style-type: none"> • Review of Year One plan undertaken by external consultants • Year Two & Three Plan revised in the light of experiences from year one presented. • “Hearts & Minds” Marketing Strategy roll out • Sector groupings developed to offer more peer support to new organisations entering the Hear by Right Process • Young Inspectors continue to inspect samples of accredited organisations • Champion group developed to offer strategic development & support to unpledged organisations • Lead Practitioners group developed to look at accreditation for staff within organisations • Pledging, mapping, improvement planning & Self certification processes continue for new organisations 	<ul style="list-style-type: none"> • Strategy to ensure remaining unpledged Alliance partners sign up in place • “Hearts & Minds” Marketing Strategy roll out • Young Inspectors train the trainers programme training experienced Young Inspectors to train others in place. • Pledging, mapping, improvement planning & Self certification processes continue for new organisations • Young Inspectors continue to inspect samples of accredited organisations

		<ul style="list-style-type: none"> • Under 11s boroughwide Child VOICE structure consulted on & agreed including a Junior Halton Cabinet & Area Junior Forums linked to Children’s Centres & schools 	
<p>2nd Quarter</p> <p>Jul - Sep</p>	<p>See Year One Plan</p>	<ul style="list-style-type: none"> • “Hearts & Minds” Marketing Strategy roll out • Accreditation developed for YP involved in HbR in orgs who are not Young Inspectors • Pledging, mapping, improvement planning & Self certification processes continue for new organisations • Young Inspectors continue to inspect samples of accredited organisations • Under 11s boroughwide Child VOICE structure rolled out including a Junior Halton Cabinet & Area Junior Forums linked to Children’s Centres & schools • Young Inspectors training extended to train and support staff in other organisations to train their own Young Inspectors. 	<ul style="list-style-type: none"> • “Hearts & Minds” Marketing Strategy roll out • Young Inspectors train the trainers programme complete & they start training other young people as Young Inspectors. • Young Inspectors continue to inspect samples of accredited organisations • Pledging, mapping, improvement planning & Self certification processes continue for new organisations
<p>3rd Quarter</p> <p>Oct - Dec</p>	<p>See Year One Plan</p>	<ul style="list-style-type: none"> • “Hearts & Minds” Marketing Strategy roll out • Pledging, mapping, improvement planning & Self certification processes continue for new organisations • Young Inspectors continue to inspect samples of accredited organisations • Under 11s boroughwide Child VOICE structure rolled out including a Junior Halton Cabinet & Area Junior Forums linked to Children’s Centres & schools • 11-18s VOICE weekends & reps chosen for Youth Cabinet • More Young Inspectors trained and supported centrally & in trailblazers previously accredited as “Established” organisations 	<ul style="list-style-type: none"> • “Hearts & Minds” Marketing Strategy roll out • Pledging, mapping, improvement planning & Self certification processes continue for new organisations • Under 11s boroughwide Child VOICE structure rolled out including a Junior Halton Cabinet • 11-18s VOICE weekends & reps chosen for Youth Cabinet • Young Inspectors continue to inspect samples of accredited organisations
<p>4th Quarter</p>		<ul style="list-style-type: none"> • “Hearts & Minds” Marketing Strategy roll out • Pledging, mapping, improvement planning & Self certification processes continue for new 	<ul style="list-style-type: none"> • “Hearts & Minds” Marketing Strategy roll out • Celebration Event: Pledged organisations, departments, services and schools

<p>Jan – Mar</p>	<p>See Year One Plan</p>	<p>organisations</p> <ul style="list-style-type: none"> • UK Youth Parliament MYP & Deputy MYP elected. • Experiences and outcomes achieved by the children & young people involved in the HbR process within organisations captured by Youth Cabinet and Junior Cabinet and fed into the review of year two delivery plan achievements APA/C+YP Plan review • Celebration Event: Pledged organisations, departments, services and schools acknowledged, organisations achieving “Emerging” (working towards), “Foundation”, “Established” or “Advanced” status celebrated; feedback to children & young people. Event also awards accreditation to children, young people and staff achieving VOICE related recorded outcomes & accredited qualifications • Review of Year Two plan undertaken leading to a revised year three plan. 	<p>acknowledged, organisations achieving “Emerging” (working towards), “Foundation”, “Established” or “Advanced” status celebrated; feedback to children & young people. Event also awards accreditation to children, young people and staff achieving VOICE related recorded outcomes & accredited qualifications</p> <ul style="list-style-type: none"> • UK Youth Parliament MYP & Deputy MYP elected. • Experiences and outcomes achieved by the children & young people involved in the HbR process within organisations captured by Youth Cabinet and Junior Cabinet and fed into the review of year two delivery plan achievements APA/C+YP Plan review • Review of year three of the plan and the plan as a whole.
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'Hear By Right' Champion

Elected member Job Description.

All Children and young people in Halton have the right to say what they think should happen, when adults are making decisions that affect them and to have their opinions taken into account. (UNICEF's version of Article 12: UN Convention on the Rights of the Child)
To ensure this right is upheld the Hear by Rights standards aim to develop the participation of children and young people across Halton.

Commitment to Values

As a champion I will commit to the active involvement and participation of children and young people in all aspects of our work incorporating and adopting the Hear by Right standards in policy and practice across Halton.

Role and Function

To act as a positive focus for young people at elected member level so as to ensure that full consideration is given to the impact of Council activities and decision upon young people.

Key Responsibilities

1. To promote the strategic issues affecting young people
2. To actively engage with the appropriate Council officers regarding emerging issues affecting young people
3. To continue to engage with young people
4. To contribute to the review and development of policy and issues affecting young people
5. To challenge and question the Council regarding issues affecting young people
6. To attend any Council meeting and speak on issues affecting young people

7. To feedback Council decisions to young people through appropriate methods

Term of Office:

The Champion shall hold office until:

1. they resign from office
2. they are no longer a councillor (incl. through suspension)
3. a new appointment process elects another Champion

'Hear By Right' Champion

Lead Officer Job Description.

All Children and young people in Halton have the right to say what they think should happen, when adults are making decisions that affect them and to have their opinions taken into account. (UNICEF's version of Article 12: UN Convention on the Rights of the Child)
To ensure this right is upheld the Hear by Rights standards aim to develop the participation of children and young people across Halton.

Commitment to Values

As a champion I will commit to the active involvement and participation of children and young people in all aspects of our work incorporating and adopting the Hear by Right standards in policy and practice across Halton.

Role and Function

To act as a positive focus for young people at a strategic level so as to ensure that full consideration is given to the impact of Council activities and decision upon young people.

Key Responsibilities

1. To promote the strategic issues affecting young people
2. To actively engage with the appropriate Council officers regarding emerging issues affecting young people
3. To continue to engage with young people
4. To contribute to the review and development of policy and issues affecting young people
5. To challenge and question the Council regarding issues affecting young people
6. To attend Council meeting and speak on issues affecting young people

7. To feedback Council decisions to young people through appropriate methods

Term of Office:

The Champion shall hold office until:

1. they resign from office
2. they are no longer a lead officer (incl. through suspension)
3. a new appointment process elects another Champion

REPORT TO:	Executive Board
DATE:	15 th November 2007
REPORTING OFFICER:	Strategic Director Children & Young People
SUBJECT:	Youth Opportunity & Youth Capital Funds; Youth Bank update
WARDS:	Boroughwide

1.0 PURPOSE OF THE REPORT

- 1.1 To inform members of the progress of the Youth Bank in appropriately distributing the Youth Opportunity Fund and Youth Capital Fund.
- 1.2 To inform members of the government's decision to continue these funding streams to at least 2011.
- 1.3 To seek a decision on the recommendations below.

2.0 RECOMMENDATION: That

- 1) This report is accepted and its contents noted.
- 2) The Board accept a presentation on the 15th November from the young people operating the Youth Bank about their work and achievements
- 3) The Board note the government's intention to continue these funding streams and resolve they should continue to be administered by the Youth Bank
- 4) The Board consider the appropriateness of other funding focussed on delivering positive activities for young people being channelled through the Youth Bank

3.0 SUPPORTING INFORMATION

- 3.1 In March 2006 the DfES announced the roll out of the Youth Opportunity Fund and Youth Capital Fund which had been described in the Youth Matters green paper published in July 2005. In Halton the combined fund totals £179 914pa for two years. The main purpose of the funds is to *"..give a voice and influence to young people, particularly disadvantaged young people, in relation to things to do and places to go and to convey a powerful message to young people that their needs and aspirations are important.."* DfES guidance notes p3.
- 3.2 In July 2006 the Executive Members Board adopted the follow statement;

'Halton is committed to the continuing development of the voice and influence of young people on services, youth activities, and the structures within which decisions about communities are made. As a part of this commitment the Borough welcomes the introduction of the Youth Opportunity & Youth Capital fund and intends to ring fence these monies so that young people can make the key decisions around which places to go and things to do they wish to fund and have developed. This new initiative will involve the development of a Halton YouthBank run for young people by young people. It will build on, and link into, the Boroughs recent success in supporting the introduction of the UK Youth Parliament, Borough Youth Forum Cabinet, and area based Youth Forums.'

- 3.3 The Borough Youth Cabinet recruited young people to the Youth Bank through a publicity campaign in the media, in all schools and by talking to groups of young people throughout the borough including in the more deprived areas. These young people went through a selection and training process assisted by their Youth Worker, Rob Warburton, and trained through Youth Banks UK. By September 2006 the Youth Bank was established and registered with Youth Banks UK as an accredited Youth Bank.
- 3.4 From September 2006 to October 2007 the Youth Bank have:
 - 3.4.1 Agreed criteria for the allocation of grants and commissioning of services, compiled a grant application pack for young people seeking funds, and developed a freepost Youth Bank postcard to distribute to young people on the streets so they too can access these funds.
 - 3.4.2 Recruited a further 24 young people onto the Youth Bank panel as decision makers. A year later **28** young people are still actively involved in grant making.
 - 3.4.3 Secured an additional £5,000 from Youth Bank UK for personal development.
 - 3.4.4 Received applications for grants from 48 groups of young people in the first six months. There were 131 young people involved in applying for the Youth Opportunity strand and 67 young people for the Youth Capital strand.
 - 3.4.5 Enabled 2007 young people to benefit from the Youth Opportunity grants awarded in the first six months, and 360 from the Youth Capital grants made.
 - 3.4.6 To date spent or committed **£283,489.34** as grants to young people through **89** separate applications with more applications being processed. Of these applications the Youth Bank estimate **65%** came from young people living in areas of deprivation and will benefit young people living in these areas.

- 3.4.7 To date seen **501** young people being involved in making applications to the youth bank on behalf of their organisations, their friends, or themselves.
- 3.4.8 Secured 'places to go and things to do' for **5,774** young people in Halton through these funds.
- 3.5 In setting the criteria for Halton Youthbank, the young people made the 5 Every Child Matters outcomes a priority for funding, and applicants had to demonstrate in their applications how they are, or will, meet at least 2 of the 5 outcomes.

Projects that have received funding are reflective of these and include Community Sports facilities to promote the 'Be Healthy' and 'Stay Safe' outcomes; Community Cafés to promote 'Economic Well Being'; School Youth Councils which encourage and enable young people to 'Make a Positive Contribution'; and a variety of smaller projects such as events; trips and access to learning opportunities which allow young people to 'Enjoy and Achieve.'

Data is gathered through site visits; reports from funded projects and presentations that groups give to the Youthbank Panel.

The young people on Youthbank are involved in the monitoring and the evaluation of funded projects.

- 3.6 Some examples of funded projects are;

- 3.6.1 **'C'**

'C' is an individual young man with disabilities. Youthbank helped 'C' by partially funding a new wheelchair for him. 'C' has since written to Youthbank to say 'thank you' and to say how the wheelchair has changed his life, allowing him to access more places; get involved in more things, and generally give him more independence and confidence.

- 3.6.2 **Canal Boat Adventure Project (Wheelchair Lift)**

The Canal Boat Adventure Project is a unique Canal Boat based Youth project based in Halton. Youthbank provided funding to allow them to have a Wheelchair Lift fitted to one of their boats so that young people with disabilities could access the boat and enjoy the same experiences that able bodied young people do.

- 3.6.3 **Kingsway Bike Project**

Youthbank was able to support this project and provide partial funding. The Kingsway Bike Project is encouraging young people to repair old bikes. It is in its early stages but is already engaging a number of young people, in a particularly deprived ward in Halton. The young people are gaining some excellent skills, and are now receiving bikes

from all over Halton. The project is also encouraging more young people to get involved in cycling.

3.6.4 Murdishaw Gym Project

Murdishaw is a particularly deprived area of Halton with high levels of alcohol and drug use, and anti-social behaviour. Some of the young people accessing the local youth centre wanted to start their own Gym, open to all young people. Youthbank has funded this project – both equipment and instructor, and young people are now regularly training in the Gym.

3.6.5 Ashley School - Anne Frank Project

Ashley School is a school in Halton for young people with disabilities. The School has an Anne Frank Committee and funding was provided for them to purchase a Bench in memory of Anne Frank. Youthbank in providing this funding, asked the young people to consider developing the project further, by making a DVD showing young people on the bench, reading excerpts from Anne Frank, and encouraging other young people to read about Anne Frank. This is something the YP from the school have taken on, and looks to be an excellent project.

3.6.6 Ashley School – ECO (Eco-Logical Awareness) Committee Transport DVD

As above, the school also has an ECO Committee. Youthbank has provided partial funding to enable the young people to make a DVD around transport and issues that young people with disabilities face in accessing public transport. This DVD is to be made available across the borough.

3.6.7 The Brindley Youth Theatre – Drama School

Youthbank was able to fund this group to hold a week long drama and theatre workshop which allowed young people to explore drama and consider how the Bridgwater Canal and it's boats could inspire them to produce effective drama.

3.6.8 Free 2 B Me

Youthbank provided funding for this group of young people with various disabilities. The funding paid for Cookery sessions; Sports sessions; a Cultural Awareness Workshop; a Trip to a Museum along with some additional experiences chosen by the young people themselves.

3.6.9 Ditton Youth Centre – Yoof Café

This funding paid for young people to attend a Food Hygiene Course and First Aid Course so that they could run a Healthy Eating “Yoof Café” in their Youth Centre and encourage other young people to eat healthily.

3.6.10 G-Space

G-Space is a group in Halton for young people who identify as lesbian, gay, bi-sexual or transgender. This funding provided transport for them

to be able to access a safe group and to go on trips of their choice i.e. bowling.

3.6.11 Weston Point Youth Club

Funding paid for a 6 week course for young people to experience MC'ing. At the end of the course the young people were able to make their own CD.

3.6.12 HITS

Activity Residential for Young Carers.

3.7 There is a further **£46,338.66** remaining in the budget to be allocated by year end. There are applications totalling **£57,232.26** already being considered by the Youth Bank.

3.8 In terms of quality monitoring and financial regulation the following is done. The quality of work undertaken is measured through youth service quality assurance and health and safety risk analysis. The Youth Bank receive financial and outcome reports from the projects they have funded and are doing site visits to quality assess the outcomes promised within applications. Spend is authorised by the Youth Bank and then by the GM Connexions finance team. Each year the spend is checked and signed off by Halton's Chief Finance Officer for Government Office on behalf of the Borough.

3.9 The Government has confirmed in its recent Comprehensive Review that the **Youth Opportunity Fund and Youth Capital Fund will continue to be available in its present form and at its present level to all local authorities until 2011**. This development is in line with the 10 Year Youth Strategy "Aiming High for Young People" and the new PSA targets to be introduced in Autumn 2008 where local authorities will have a "number of young people involved in positive activities" target.

4.0 POLICY IMPLICATIONS

None at this time.

5.0 OTHER IMPLICATIONS

None.

6.0 IMPLICATIONS FOR COUNCIL PRIORITIES

6.1 Children and Young People in Halton

Until 2006 the usual process for decision making within council structures revolved around adults whether they be elected members, officers, or members of the public. Often funding streams are blended or matched to further affect their value and effectiveness. Although good practice dictated the involvement of young people in this decision

making process the practice is improving but patchy. The Youth Bank has been very successful in decision making and administrating these large funding streams due to their dedication and having the unique insight of being young people themselves. Recognising, continuing, and further developing this process fits into the Council's commitment to the involvement of young people in all aspects of council business and local governance

6.2 Employment, Learning and Skills in Halton

The Youth Bank members have increased confidence and gained nationally accredited qualifications from the training they have undertaken. Young people writing bids and receiving grants have had their lives enhanced through the process of learning how to bid for money and the empowerment that involves, together with the skills developed in managing and negotiating the funding acquired. These skills increase "job readiness" and team work.

6.3 A Healthy Halton

Many of the grants given will enhance the health of the young people involved including the 12 community sports projects funded and healthy eating community cafes for young people.

6.4 A Safer Halton

Many of the grants were to develop projects in areas experiencing high levels of youth anti-social behaviour. More young people have been engaged in positive activities through these projects. Community based projects like the Kingsway Bike Project have also been funded where adults and young people come together with similar interests.

6.5 Halton's Urban Renewal

One of the criteria for evaluating funding requests was whether the grant would benefit young people in deprived areas and especially the three Neighbourhood Management Areas.

7.0 RISK ANALYSIS

None at this time.

8.0 EQUALITY AND DIVERSITY ISSUES

The criteria agreed has ensured the inclusion of all young people who wish to have a say on how and where this money is spent. It is envisaged that groups of young people that face special difficulties will be encouraged to bid to form a mini-YouthBank next year to ensure funding goes to young people who face similar difficulties or have similar life experiences as they do. The criteria agreed will also take into account disadvantage, deprivation, and gaps in other youth provision which have left young people with little to do in their neighbourhoods.

9.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

That the grants are administered excluding young people. This is viewed as both less effective and would give poorer value for money.

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

Document	Place of Inspection	Contact Officer
‘Youth Opportunity Fund & Youth Capital Fund Guidance Notes’	Youth Curriculum & Resource Centre. 107 Albert Rd Widnes, or at www.everychildmatters.gov.uk	Dave Williams Head of Youth Service
“Aiming High for Young People” – The 10 Year Youth Strategy	as above or www.hm-treasury.gov.uk	

REPORT TO: Executive Board

DATE: 15th November 2007

REPORTING OFFICER: Operational Director – Financial Services

SUBJECT: Medium Term Financial Strategy
2008/09 to 2010/11

WARD(S): Borough-wide

1.0 PURPOSE OF REPORT

1.1 To set out the findings of the Medium Term Financial Strategy.

2.0 RECOMMENDED: That

- (1) the Medium Term Financial Strategy be noted;**
- (2) the base budget be prepared on the basis of the underlying assumptions set out in the Forecast; and**
- (3) further reports be considered by the Executive Board on the areas for budget savings and spending pressures.**
- (4) the Strategic Director – Corporate and Policy be authorised to take the appropriate steps to engage a partner to help support the Council’s efficiency agenda.**

3.0 SUPPORTING INFORMATION

- 3.1 The Medium Term Financial Strategy (MTFS) sets out a three-year projection of resources and spending. It has been based on information that is currently available but there is information yet to be received and revisions will need to be made as new information becomes available. As a result, the projections must be treated with a considerable degree of caution, but they do provide initial guidance to the Council on its revenue position into the medium term.
- 3.2 The Government remains committed to capping excessive council tax increases, expecting the overall Council Tax rise to be “well under 5%” in each of the next three years. Higher Council Tax increases will certainly result in budgets being capped by the Government.
- 3.3 The MTFS shows that the spending required to maintain existing policies and programmes is expected to increase at a faster rate than the resources available to support it. As a result, additional spending on new or improved services will have to be kept to a minimum. To balance the budget the forecast shows there is a requirement to make

significant efficiency savings and cost savings. Given the financial challenge the Council is likely to face over the coming years, it is considered prudent to review the way it does its business . It is proposed that external support be engaged to work alongside the Authority to assist that process. Any support engaged could be funded from the Invest to Save Fund.

4.0 POLICY IMPLICATIONS

4.1 The MTFS represents the “finance guidelines” that form part of the medium term corporate planning process. These guidelines identify the financial constraints that the Council will face in delivering its key objectives, and are an important influence on the development of the Corporate Plan and Service Plans and Strategies.

5.0 IMPLICATIONS FOR THE COUNCIL’S PRIORITIES

5.1 There are no direct implications on the Council’s priorities. However, the revenue budget and capital programme support the delivery and achievement of all the Council’s priorities.

6.0 RISK ANALYSIS

6.1 The MTFS is a key part of the Council’s financial planning process, and as such minimises the risk that the Council fails to achieve a balanced budget.

7.0 EQUALITY AND DIVERSITY ISSUES

7.1 There are no direct equality and diversity issues.

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

Document	Place of Inspection	Contact Officer
Formula Grant 2007/08	Municipal Building	Nick Finnan
Comprehensive Spending Review 2007 (CSR2007)	”	”

**MEDIUM TERM
FINANCIAL STRATEGY**

2008/09 TO 2010/11

**Financial Services
October 2007**

1.0 INTRODUCTION

- 1.1 The Medium Term Financial Strategy (MTFS) sets out a three-year projection of resources and spending. The projections made within the MTFS must be treated with caution and require continuous updating as the underlying assumptions behind them become clearer.
- 1.2 The Comprehensive Spending Review 2007 has provided an indication of the national level of formula grant funding for the next three years, however, further information and final allocations for individual authorities are yet to be received. Nevertheless the projections do provide initial guidance to the Council on its revenue position into the medium term.
- 1.3 The MTFS represents the “finance guidelines” that form part of the medium term corporate planning process. These guidelines identify the financial constraints that the Council will face in delivering its key objectives, and are an important influence on the development of the Corporate Plan and Service Plans and Strategies.

2.0 COMPREHENSIVE SPENDING REVIEW

- 2.1 The Comprehensive Spending Review 2007 (CSR2007) was announced on the 9th October 2007, setting out the Government's planned public sector spending for the three-year period to 2010/11.
- 2.2 CSR 2007 provided Local Government with one percent growth on top of inflation over the period of the CSR. The growth figure includes PFI credits and if these were stripped out, growth would remain at 1% for 2008/09 but it would result in no growth in both 2009/10 and 2010/11.
- 2.3 The Government have stated CSR 2007 to be a “fair and affordable settlement” for Local Government and in exchange, Local Government should not make “excessive” Council Tax increases or reduce service quality. Overall Council Tax increases should be “well under” 5%.
- 2.4 The increase in resources have been underpinned by an ambitious value for money programme, requiring Local Government to achieve 3% cashable efficiency savings releasing savings of £4.9 billion by 2010/11. The Council will be required to report the value of “cash releasing value for money gains” as part of the new national performance indicator framework.
- 2.5 CSR 2007 will try to deliver greater flexibility for Local Authorities to meet local priorities and improve local areas by removing ring-fencing and other controls from grants totalling £5 billion by 2010/11. Where possible, these will be mainstreamed into Formula Grant, and where this is not possible, through a specific grant delivered through an Area Based Grant – formerly LAA Grant.

3.0 FORECAST OF EXTERNAL SUPPORT

- 3.1 The Government published a consultation paper on 17th July 2007, providing the basis for a full consultation on the options for Local Government Formula Grant distribution over the next three years. The aim is to update and fine-tune the existing system; it does not propose any fundamental changes, or replace the current methodology. However, there are a number of options which have significant financial implications and the Council's response was circulated to Members in October. In addition, a joint response has been made with the Merseyside Authorities and with SIGOMA.
- 3.2 The results of the consultation will be known when the provisional Local Government Settlement is published, expected in early December, which will also provide the amount of formula grant to each Local Authority for the next three years. This will aid future medium term planning, giving a greater degree of certainty regarding forecast levels of grant to be received.
- 3.3 The Government uses Damping to protect Authorities from detrimental grant changes by setting a "floor", the minimum increase any Authority received in grant. To meet the cost of the floor, grant increases above the floor are scaled back.
- 3.4 Halton was below the floor in 2006/07, and slightly above the floor in 2007/08. The level, and continued existence, of the floor in future years is currently unknown, however the forecast assumes that the floor will continue but will be tapered out over the next three years, as indicated by one of the options included within the consultation paper. It is assumed that Halton will be at the floor over the period of the forecast, with levels set at 2% in 2008/09, 1% in 2009/10, and 0% in 2010/11.
- 3.5 CSR 2007 announced that Access & Systems Grant, Delayed Discharges Grant, Children's Services Grant, and part of the Waste Performance & Efficiency grant, which total £2.33m for Halton, would transfer into RSG from 2008/09.
- 3.6 The estimated increase in the level of external support for Halton based on these assumptions is shown in Table 1 below:

Table 1 – External Funding Forecast 2008/09 to 2010/11

	2007/08 £'000's	2008/09 £'000's	2009/10 £'000's	2010/11 £'000's
Formula Grant (RSG)	56,025	58,355	59,522	60,117
Grants into RSG	2,330			
RSG Floor Increase		1,167	595	0
Adj Formula Grant (RSG)	58,355	59,522	60,117	60,117

4.0 DEDICATED SCHOOLS GRANT

- 4.1 All schools related expenditure is now funded by Dedicated Schools Grant (DSG). In 2007/08 Halton received £75.6m DSG which, in addition to a £0.7m surplus brought forward from the 2006/07 DSG, is used to fund the Individual Schools Budgets (ISB) of £66.9m, and central school related expenditure of £9.4m. The ISB is allocated in accordance with the Local Management of Schools (LSM) Financial Scheme, and the central allocation in accordance with Department for Children, Schools and Families (DCSF) guidelines. The amount allocated to the central element is also controlled by the Central Expenditure Limited (CEL), which restricts the year-on-year increase to the same, or lower, level as the ISB.
- 4.2 The Schools Forum assess and consider current and future arrangements and changes to Schools funding, agreeing any formula changes. A review of the scope and functions of the Forum has commenced nationally to consider how they relate to the developing arrangements for the Children's Trust and Every Child Matters Agenda.
- 4.3 CSR 2007 announced that education spend in England will rise by 2.8% per year in real terms until 2010/11. Funding will continue to be received on a "spend plus" model plus a basic per pupil increase each year throughout the period. However, it is the Government's intention to eventually move to a single formula distribution method for DSG by April 2011. The Minimum Funding Guarantee (MFG) guarantees a minimum level for funding for all schools, regardless of the calculation for the schools within the formula, with schools receiving the higher of the MFG or ISB aiding the budget planning process. This is expected to continue for the next three years, however the funding for cost pressures will be reduced as schools are now expected to make substantial efficiencies.

5.0 COUNCIL TAX FORECAST

- 5.1 The Government retains the right to control "excessive" Council tax increases and has used these powers in 2004/05 to 2006/07. The Government reiterated its expectation of Council Tax increases of below 5% in the CSR 2007.
- 5.2 For 2007/08 the Council Tax for a Band D property is £1,043.45 (excluding police, fire and parish precepts), which will generate income of £39.0m. Each 1% increase in Council Tax generates £390,000 in spending power.
- 5.3 When setting Council Tax levels it is clear that higher increases enable more growth in spending and/or reduce the requirement to make savings. However, there are a wide number of factors that need to be considered when determining the appropriate increase in Council Tax. These factors include:

- Halton has the 3rd lowest Council Tax level in the North West and the 29th lowest in England,
- Halton's Council Tax is £99.80 (7.5%) below the average Council Tax set by Local Authorities in England.
- Halton's increase in Council Tax of 4.1% in 2007/08 was in line with the national average increase in Council Tax for 2007/08.
- Halton's taxbase has increased by 1% each year over the past few years.

5.4 Table 2 below estimates the net amount of Council Tax income that will be produced for a given % increase in Halton's Band D Council Tax for the next 3 years, along with a 1% increase in taxbase.

Table 2 – Council Tax Income for 2008 to 2011

Projected Increases in Council Tax Income (£'000)	2008/09	2009/10	2010/11
3.0%	1,572	1,636	1,702
4.0%	1,966	2,070	2,178
5.0%	2,360	2,503	2,655

6.0 BALANCES

6.1 The Council has balances of £7.1m at the beginning of the year. This includes the balance of the £1.1m relating to the commutation adjustment and the Council has agreed to release at £350,000 each year for five years to 2009/10.

6.2 The level of balances and reserves will be reviewed as part of the budget process. At the moment they appear reasonable, however there are a number of uncertainties including the cost of the job evaluation exercise and any equal pay claims are still not clear.

7.0 SPENDING FORECAST

7.1 The Spending Forecast estimates the increases in revenue expenditure that will be required over the next three years in order to maintain existing policies and programmes. In effect this represents an early estimate of the standstill budget requirement using the information that is currently available.

7.2 The scope of the Forecast covers General Fund revenue activities that are financed through Revenue Support Grant, Non Domestic Rates and the Council Tax. The Forecast does not directly consider schools funding as this now operates under a separate system and is funded by ring-fenced Dedicated Schools Grant (DSG).

- 7.3 The Forecast includes the budgetary consequences of previous budget decisions. It also includes further increases to the Revenue Priorities Fund of £0.5m in each year.
- 7.4 Pay and price inflation is the single most costly factor in the Forecast, and is projected to increase the spending requirement by £2.1m in 2008/09. It has been assumed that pay awards will be 2.5% for each year of the forecast. In addition, the MTFS has provided £0.75m in each year for the cost of increments.
- 7.5 Inflation continues at historically low levels, the MTFS assumes that many items of supplies and services expenditure will be cash limited. However, it would not be prudent to cash limit certain types of expenditure. Where appropriate a rate will be used in the budget that more accurately reflects the true picture of future prices. For example, utilities and fuel oil have been inflated to take account of the large worldwide increases in oil prices. The Forecast assumes that income from fees and charges and other sources will increase by 2.5% per year.
- 7.6 Job Evaluation and Equal Pay are difficult areas on which to be precise, but all the evidence from those Authorities that have dealt with this issue is that additional costs will be incurred. The forecast has allocated a further £0.5m in 2008/09 to cover these.
- 7.7 There is no change to the employer's national insurance contributions for 2008/09, however, the employer's superannuation contributions to the Cheshire Superannuation Fund will increase to 19% from 1 April 2008. The next revaluation of the Superannuation Fund will take place in April. No further changes were expected, although this was before the recent "credit crunch", which may have an impact on the Fund.
- 7.8 The disposal of waste using a landfill site is subject to Landfill Tax paid on top of landfill fees. The Budget 2007 announced that from 1st April 2008 the standard rate for Landfill Tax will increase by £8 per tonne per year. In addition, the Government have set targets for both recycling waste and limits to biodegradable municipal waste. Failure to meet these targets will result in financial penalties and to respond to these targets will require considerable investment. The estimated costs of the Waste Action Plan and the procurement of waste treatment services are expected to double from the current £3.1m within five years, and rise to £11m over 25 years. There is still considerable uncertainty about the scale of the additional costs facing the Authority, however, the MTFS provides £0.7m in 2008/09, £1.0m in 2009/10, and £1.9m in 2010/11.
- 7.9 To meet the extra demands placed on the Council by an increasing number of elderly people, particularly those aged over 85 years of age, an extra £0.2m has been included in each year of the forecast.

- 7.10 The Council has a significant capital programme and the forecast includes the financing costs of the existing programme.
- 7.11 The forecast includes the loss of grant income for those grants that will transfer into Formula Grant from 2008/09. There is also a possibility of a reduction in the remaining Specific Grants, therefore, the MTFS has assumed that at least 10% of the current amount received will be lost.
- 7.12 A new Supporting People Grant allocation methodology is to be introduced from 2009/10, however what option will be used and how the revisions will work are still unclear. The MTFS assumes that Halton will lose at least 10% of the current allocation of £7.8m.
- 7.13 CSR 2007 confirmed that NRF will be replaced by the Working Neighbourhoods Fund (WNF), which will be distributed as part of Area Base Grant. Its quantum, eligibility criteria or distribution are not known so the forecast assumes that Halton's share of 2008/09 grant will reduce to 75% of the current grant level of £5.4m, and that 75% of the loss will be made up from the Council's budget.
- 7.14 Changes to the minimum bus concession in England, announced in the 2006 Budget, guaranteeing free off-peak local bus travel anywhere in England for people aged 60 or over and eligible disabled people, will place an increased cost burden on Halton. Government is making new funding of £212m available for extra costs in 2008/09 which will be distributed by a non-ring fenced special grant. For the purposes of the forecast, it is assumed that the new concession will be cost-neutral.
- 7.15 A key assumption that has been used in constructing the MTFS is that total spending in 2007/08 is kept within the overall budget. In other words it is anticipated that there will be no issues arising in the current year that will have a budgetary impact in later years. In particular it can be difficult to control 'demand led' budgets such as children in care and care in the community. The Forecast assumes any budgetary pressures in the demand for services or match funding will be addressed through the growth process.
- 7.16 In this context it is important to consider the contingency for uncertain and unexpected items. Due to the considerable uncertainty, the forecast includes a contingency of £1.0m in 2008/09, and £1.25m for 2009/10 and 2010/11.
- 7.17 Table 3 outlines the Spending Forecast, which highlights likely increases of 12.4% in 2008/09, 7.1% in 2009/10, and 6.6% in 2010/11.

Table 3 – General Fund Medium Term Spending Forecast

Increase in Spending required to maintain existing policies and services	Year on year change (£'000)		
	2008/09	2009/10	2010/11
FYE of 2007/08 Budget	643	80	-
Priorities Fund	500	500	500
Pay and price inflation	2,076	2,137	2,190
Increments	750	750	750
Job Evaluation / Equal Pay	500	-	-
Superannuation	332	-	-
Waste Procurement	736	1,039	1,870
Ageing Population	220	220	220
Capital Programme	438	888	833
Reduction in Specific Grants	2,261	780	-
Transfer of Grants	2,331	-	-
Concessionary Fares (after Grant)	-	-	-
Contingency	1,000	1,250	1,250
TOTAL INCREASE	11,787	7,644	7,613
FORECAST INCREASE (%)	12.4%	7.1%	6.6%

8.0 CAPITAL PROGRAMME

8.1 The Council's capital programme is updated each year incorporating new starts approved through the budget process. The current programme is dominated by several major regeneration projects designed to promote economic growth and employment opportunities. The forecast also includes the annual contribution of £750,000 to the Capital Priorities Fund.

8.2 Committed spending on the capital programme over the next three years is:

	£m
2008/09	22.7
2009/10	10.6
2010/11	5.4

This spending is fully funded from a variety of sources, including capital receipts and the Capital Reserve. In recent years a major source of funding the capital programme has been capital receipts. However, the number and value of assets now held is much less than it was and therefore no major capital receipts are included within the Forecast. Following the large scale voluntary transfer of housing stock, capital receipts from right to buys and VAT shelter are expected, but not yet received.

8.3 At the end of the period the balance on the Capital Reserve is expected to be around £3m, required as a contingency against

unknown events and also to earn interest to benefit the revenue account.

- 8.4 Each year the Government provides supported capital expenditure (SCE) allocations for the local transport programme, housing, social services and education. These allocations can either be in grants or borrowing approvals. The formula grant system is constructed so that the funding cost associated with the allocations results in additional grant. The forecast therefore assumes that the allocations are passported to the relevant services. However, this approach would have to be reconsidered if the Council were to find itself below the grant floor for a prolonged period since, in these circumstances, grant is not made available to fund the borrowing costs.
- 8.5 The current system of capital controls allows local authorities to supplement the SCE allocations by way of prudential borrowing. Such borrowing is required to be:
- prudent
 - affordable, and
 - sustainable
- 8.6 The Council has used prudential borrowing provided that the cost of borrowing has been covered by savings. The forecast continues this approach.
- 8.7 The Council has been extremely successful in attracting grants and contributions. In this way the Council has been able to undertake significant capital expenditure without financing costs falling on the budget.
- 8.8 The major problem facing the current capital programme is accommodating the revenue consequences of the financing and ongoing costs such as maintenance of any assets.
- 8.9 The potential to fund a large part of the programme from capital receipts is going to be a major issue as the ability to generate new receipts diminishes. Borrowing prudentially will always be an option but only within the ability of the revenue cost to be accommodated. The deciding factor to the programme will be the effect on the Council's budget.

9.0 PARTNERSHIPS

- 9.1 The major partnership for the Council is the Halton Local Strategic Partnership (LSP). In conjunction with the Government Office North West, the LSP are responsible for setting local community priorities within Halton. These are delivered through a Local Area Agreement (LAA). The LSP's priorities have been funded through LAA Grant,

which includes the Neighbourhood Renewal Fund Grant of £5.3m in 2007/08, and HBC priorities funding of £2.4m.

- 9.2 Halton takes part in joint planning with Halton and St. Helens Primary Care Trust (H&SHPCT), and has several Pooled Budgets with H&SHPCT. The Adults with Learning Disabilities (ALD) Pooled Budget of £9.2m in 2007/08, is funded one-third by a contribution from the PCT with the remainder coming from HBC. The ALD Pool has an action plan aimed to bring its spending in line with its available resources. The Integrated Community Equipment Service Pooled Budget, £0.4m in 2007/08, is funded half by Halton and half by the PCT, and the Intermediate Care Pooled Budget, £0.9m 2007/08, is funded £0.2m by the PCT and £0.7m by Halton.
- 9.3 The Children with Disabilities (CWD) pooled budget with the PCT oversees the development and implementation of a multi-agency strategy regarding the provision of services to children with disabilities, their families and carers. The budget for 2007/08 is £2.26m with a 41% contribution from the PCT with the remainder funded by the Council. There are planned to be a large number of Pooled Budgets within Children and Young People in the coming years, all supporting the Children's Trust.

10.0 SUMMARY

- 10.1 There is a great deal of uncertainty in the Medium Term Financial Strategy regarding the outcome of the Settlement Consultation and the resulting changes to the formula, and the continued existence, and level of, the "Floor" over the period of the MTFs. The prospect of a three-year settlement should bring greater certainty regarding future levels of grant. However, it is clear that in 2008/09 and the following years, the spending required to maintain existing policies and programmes is expected to increase at a faster rate than the resources available to support it. Consequently there is a requirement to make significant budget savings across each of the next three years. There are also spending pressures, not included in the forecast, which will result in the need for further savings to keep the council tax increase to reasonable levels.
- 10.2 Levels of growth and savings will therefore be directly influenced by the decisions made concerning Council Tax increases. Higher Council Tax increases will reduce the level of savings that are required although the Government has repeated that it will use its reserve capping powers to limit Council Tax increases in 2008/09.
- 10.3 The Medium Term Financial Strategy has been based on information that is currently available. Revisions will need to be made as new developments take place and new information becomes available.

REPORT TO: Executive Board

DATE: 15 November 2007

REPORTING OFFICER: Council Solicitor

SUBJECT: Licensing Act 2003 Statement of Licensing Policy

WARDS: Boroughwide

1. PURPOSE OF REPORT

To recommend the Council to adopt the Statement of Licensing Policy attached to this report.

2. RECOMMENDED: That the Council adopt the Statement of Licensing Policy considered at its meeting on 20 September 2007.

3. SUPPORTING INFORMATION

- 3.1 The Licensing Act 2003 requires the Council to adopt a Statement of Licensing Policy and to review the policy every three years. Prior to any review the Council must carry out a consultation exercise. The review of the Council's existing policy must be completed by January 2008. The Statement of Licensing Policy sets out the broad approach of the Council in its approach to its licensing functions under the 2003 Act.
- 3.2 On 20 September 2007 the Council authorised a consultation exercise to be undertaken to review the Councils Statement of Licensing Policy (Minute EXB 38).
- 3.3 A consultation exercise was then undertaken in respect of the draft statement. The consultation period ended on 19 October 2007.
- 3.4 Only one response was received to the consultation exercise and this was from the British Beer and Pub Association. They commented that they welcome this Councils positive approach to the licensing of the sale of alcohol and the provision of public entertainment and in particular its recognition of the cultural and social contribution that the trade has to make and also its importance as a local employer. They further commented that the draft policy has also recognised one of the key principles of the Licensing Act 2003 namely that each application is treated on its own merits.

4. POLICY IMPLICATIONS

Once adopted, the statement of licensing policy will be used by applicants and the Regulatory Committee in accordance with the Licensing Act 2003.

5. OTHER IMPLICATIONS

There are no other implications arising out of this report.

6 IMPLICATIONS FOR THE COUNCILS PRIORITIES

6.1 Children and Young People in Halton

There are no new implications arising out of this report.

6.2 Employment Learning and Skills in Halton

There are no new implications arising out of this report.

6.3 A Healthy Halton

There are no new implications arising out of this report.

6.4 A Safer Halton

There are no new implications arising out of this report.

6.5 Halton's Urban Renewal

There are no new implications arising out of this report.

7. RISK ANALYSIS

N/A

8. EQUALITY AND DIVERSITY ISSUES

N/A

9 LIST OF BACKGROUND PAPERS UNDER SECTION 100D LOCAL GOVERNMENT ACT 1972

This report is based on the Licensing Act 2003 and the written responses to the consultation exercise. In addition the DCMS and LACORS web-sites have provided background information.

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December 2004

**This Statement of Licensing
Policy was adopted by Halton
Borough Council on
15th December 2004
(Minute No. COU 46/2004)**

LICENSING ACT 2003

HALTON BOROUGH COUNCIL

**STATEMENT OF LICENSING
POLICY**

1. INTRODUCTION

2. The Government has modernised the legislation governing the sale and supply of alcohol, the control of public entertainment, cinemas and theatres and the provision of late night refreshment. There will be a fundamental change in the responsibility for licensing, the personnel and premises involved in these activities. These changes are contained in the Licensing Act 2003 ("the Act"). It requires Licensing Authorities, in our case Halton Borough Council ("the Council"), to provide a Statement of Licensing Policy before it can make any decisions on licence applications.

3. The Council's Statement of Licensing Policy is set out in this document. It details the general principles that the Council will take into account when making its licensing decisions. In drawing up the

policy the Council is required to have regard to 'Government Guidance' produced under Section 182 of the Act. If the Statement of Licensing Policy departs from the guidance the Council must be able to justify its decision should there be a legal challenge.

4. The aim of the policy is to promote the four licensing objectives set out in the Act, namely:-

- The prevention of crime and disorder;
- Public safety;
- The prevention of public nuisance; and
- The protection of children from harm

5. The Council wish to promote these objectives whilst still encouraging a vibrant and sustainable entertainment and leisure industry. The Council recognises both the needs of local residents for a safe and healthy environment in which to work and live and the importance of safe and well-run entertainment and leisure facilities to the area.

6. The policy aims to provide guidance to applicants, responsible authorities and interested parties on the general approach to licensing in the area. Although each and every application will be dealt with separately and on its own individual merits, the Council in writing this policy is offering guidance on the wider

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considerations that will be taken into account.

7. The policy comes into force on 7th February, 2005, and will be reviewed at least every three years. The policy is intended for the guidance of the Council's Regulatory Committee (which has responsibility for the Council's Licensing functions) as well as to assist applicants in presenting their application. It is not intended to limit the power or fetter the discretion of the Regulatory Committee who will listen to, and determine on its own individual merits, any application placed before it.

8. SCOPE OF THE POLICY

9. The policy covers applications, reviews, transfers and variations of licences for the following licensable activities:

- The sale by retail of alcohol
- The supply of alcohol by or on behalf of a club to, or to the order of a member of that club
- The provision of regulated entertainment, and
- The provision of late night refreshment

10. LICENSING OBJECTIVES

11. The Council will carry out its functions under the Act with a view to promoting the licensing objectives, namely;

- The prevention of crime and disorder
- Public safety

- The prevention of public nuisance, and
- The protection of children from harm

12. No one objective is considered to be of any more importance than any other.

13. In carrying out its functions the Council will also have regard to this Policy and to any guidance issued by the Secretary of State under section 182 of the Act ("the Guidance").

14. Individual applicants will be required to address the licensing objectives and address the issues of the needs of the local community, the way in which the premises is to operate, the size, location and type of premises, and any entertainment which is to be provided.

15. The Council has identified 5 objectives of its own for the area. These objectives are:

1. Improving health
2. Promoting urban renewal
3. Enhancing life chances and employment
4. Increasing prosperity and equality
5. Ensuring safe and attractive neighbourhoods

16. So far as is consistent with the licensing objectives, the Council will carry out its licensing functions with a view to promoting these objectives.

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17. The Council will encourage the provision of a wide range of entertainment activities within the Halton area including promotion of live music, dance and so on, in the interests of broadening cultural opportunities within the local community.

18. INTEGRATING STRATEGIES

19. The Council's core plans and strategies are set out in the Corporate Plan, the Community Strategy.

20. The Council will secure the proper integration of its licensing policy with its core plans and strategies as well as its local crime prevention, planning, transport, tourism, equal opportunities, race equality schemes, and cultural strategies and any other plans introduced for the management of town centres and the night-time economy (as to which, see below).

21. This will be achieved by ensuring that the Council's Regulatory Committee receive appropriate reports on all relevant strategies, plans and policies. Many of these strategies are not directly related to the promotion of the four licensing objectives, but, indirectly, impact upon them. Co-ordination and integration of such policies, strategies and initiatives are therefore important.

22. Many licensable activities take place at night-time: when much of the rest of the economy has closed down. It follows that licensable activities can contribute a very significant element of the night-time economy, particularly within town centres. Emerging Town Centre Strategies for Widnes and Runcorn will contribute to the development of the night-time economy and assist the Council in exercising its licensing functions.

23. This statement sets out the Council's general approach to the making of licensing decisions. It does not override the right of any person to make representations on an application or to seek a review of a licence or certificate where provision has been made for them to do so in the Act.

24. Licensing is about regulating the carrying on of licensable activities on licensed premises, by qualifying clubs and at temporary events within the terms of the Act. Conditions attached to various authorisations will be focused on matters which are within the control of individual licensees and others in possession of relevant authorisations. Accordingly, the Council will focus its attention on the premises being used for licensable activities and the vicinity of those premises.

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25. In addressing this matter, the Council will primarily focus on the direct impact of the activities taking place at the licensed premises on members of public living, working or engaged in normal activity in the area concerned. Licensing law is not the primary mechanism for the general control of nuisance and anti-social behaviour by individuals once they are away from the licensed premises and, therefore, beyond the direct control of the individual, club or business holding the licence, certificate or authorisation concerned. Nonetheless, it is a key aspect of such control and licensing law will always be part of a holistic approach to the management of the evening and night-time economy in town and city centres.

26. The need for licensed premises

27. There can be confusion about the difference between "need" and the "cumulative impact" of premises on the licensing objectives, for example, on crime and disorder. "Need" concerns the commercial demand for another pub or restaurant or hotel. This is not a matter for the Council in discharging its licensing functions. "Need" is a matter for planning committees and for the market.

28. The cumulative impact of a concentration of licensed premises

29. "Cumulative impact" is not mentioned specifically in the Act but means in the Guidance the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area. For example, the potential impact on crime and disorder or public nuisance on a town or city centre of a large concentration of licensed premises in that part of the Council's area. The cumulative impact of licensed premises on the promotion of the licensing objectives is a proper matter for the Council to consider in developing its licensing policy statement.

30. The Council will not, impose any arbitrary quotas on numbers of licensed premises, nor will it impose any restriction or limitation on trading hours in a particular area.

31. The Council considers that there are presently no areas within the Borough of Halton which can be considered to be causing cumulative impact on one or more of the licensing objectives.

32. However, the absence of a special policy does not prevent the Council or any responsible authority or interested party making representations on a new application for the grant of

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a licence on the grounds that the premises will give rise to a negative cumulative impact on one or more of the licensing objectives.

33. Notwithstanding what is set out in this statement about other mechanisms for controlling cumulative impact, applicants will be expected to demonstrate (where appropriate) how their proposals are consistent with dealing with crime and disorder and nuisance in the vicinity of their premises. Attention should be paid to their proposals in respect of hours of operation and the management of their premises generally. Regard should be had to issues such as taxis and transportation and the pattern of licensed premises and food premises in the vicinity, and, not least, the distribution of residential premises in the vicinity.

34. Other mechanisms for controlling cumulative effect

35. Once away from the licensed premises, a minority of consumers will behave badly and unlawfully. The general public needs to be made aware that there is a much broader strategy for addressing these problems than the licensing regime of the Act. There are other mechanisms both within and outside the licensing regime that are available for addressing such issues. For example:

- planning controls;
- positive measures to create a safe and clean town centre environment in partnership with local businesses, transport operators and other departments of the local authority;
- the provision of CCTV surveillance in town centres, ample taxi ranks, provision of public conveniences open late at night, street cleaning and litter patrols;
- powers of local authorities to designate parts of the local authority area as places where alcohol may not be consumed publicly;
- police enforcement of the general law concerning disorder and anti-social behaviour, including the issuing of fixed penalty notices;
- the prosecution of any personal licence holder or member of staff at such premises who is selling alcohol to people who are drunk;
- the confiscation of alcohol from adults and children in designated areas;
- police powers to close down instantly for up to 24 hours any licensed premises or temporary event on grounds of disorder, the likelihood of disorder or noise emanating from the premises causing a nuisance; and
- the power of the police, other responsible authorities or a local resident or

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business to seek a review of the licence or certificate in question.

36. These can be supplemented by other local initiatives that similarly address these problems.

37. Licensing hours

38. With regard to licensing hours, consideration will be given to the individual merits of an application.

- The Council recognises that, in certain circumstances, longer licensing hours with regard to the sale of alcohol can help to ensure that concentrations of customers leaving premises simultaneously are avoided. This is necessary to reduce the friction at late night fast food outlets, taxi ranks and other sources of transport which lead to disorder and disturbance.
- The Council also wants to ensure that licensing hours should not inhibit the development of a thriving and safe evening and night-time local economy.

39. The term "zoning" is used in the Guidance to refer to the setting of fixed trading hours within a designated area. The Council has followed the advice in the Guidance and will not be adopting such a policy within the Borough. However, stricter conditions with regard to noise control will be expected in areas which have denser

residential accommodation, but this will not limit opening hours without regard to the individual merits of any application.

40. Shops, stores and supermarkets

41. With regard to shops, stores and supermarkets, the norm will be for such premises to be free to provide sales of alcohol for consumption off the premises at any times when the retail outlet is open for shopping unless there are very good reasons for restricting those hours. For example, a limitation may be appropriate following police representations in the case of some shops known to be a focus of disorder and disturbance because youths gather there.

42. Children

43. The Council considers that children and family groups in general should be encouraged to be present in places subject to premises licences unless the environment in those premises (by nature of the activities carried on) is unsuitable. As a general principle, the presence of children and family groups is felt to have a positive influence on the atmosphere within such premises and to produce a more balanced age range within the premises.

44. The Council will not seek to limit the access of children to any premises unless it is

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necessary for the prevention of physical, moral or psychological harm to them. The Council will not attempt to anticipate every issue of concern that could arise in respect of children with regard to individual premises and as such, general rules will be avoided. Consideration of the individual merits of each application remains the best mechanism for judging such matters.

45. The Act makes it an offence to permit children under the age of 16 who are not accompanied by an adult to be present on premises being used exclusively or primarily for supply of alcohol for consumption on those premises under the authorisation of a premises licence, club premises certificate or where that activity is carried on under the authority of a temporary event notice. In addition, it is an offence to permit the presence of children under 16 who are not accompanied by an adult between midnight and 5am at other premises supplying alcohol for consumption on the premises under the authority of any premises licence, club premises certificate or temporary event notice.

46. Outside of these hours, the offence does not prevent the admission of unaccompanied children under 16 to the wide variety of premises where the consumption of alcohol is not the exclusive or primary activity

at those venues. Accordingly, between 5am and midnight the offence would not necessarily apply to many restaurants, hotels, cinemas and even many pubs where the main business activity is the consumption of both food and drink. This does not mean that children should automatically be admitted to such premises and the following paragraphs are therefore of great importance notwithstanding the new offences created by the Act.

47. The fact that the Act may effectively bar children under 16 unaccompanied by an adult from premises where the consumption of alcohol is the exclusive or primary activity does not mean that the Act automatically permits unaccompanied children under the age of 18 to have free access to other premises or to the same premises even if they are accompanied or to premises where the consumption of alcohol is not involved.

48. Subject only to the provisions of the Act and any licence or certificate conditions, admission will always be at the discretion of those managing the premises. The Act includes on the one hand, no presumption of giving children access or on the other hand, no presumption of preventing their access to licensed premises. Each application and the circumstances obtaining at

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each premises will be considered on its own merits.

49. Certain areas need to be highlighted that will give rise to particular concern in respect of children. For example, these will include premises:

- where entertainment or services of an adult or sexual nature are commonly provided;
- where there have been convictions of members of the current staff at the premises for serving alcohol to minors or with a reputation for underage drinking;
- with a known association with drug taking or dealing;
- where there is a strong element of gambling on the premises (but not, for example, the simple presence of a small number of cash prize gaming machines); and
- where the supply of alcohol for consumption on the premises is the exclusive or primary purpose of the services provided at the premises.

50. It is not possible to give an exhaustive list of what amounts to entertainment or services of an adult or sexual nature. The Council, applicants, and responsible authorities will need to apply common sense to this matter. However, such entertainment or services, for example, would generally include topless bar staff,

striptease, lap-, table- or poledancing, performances involving feigned violence or horrific incidents, feigned or actual sexual acts or fetishism, or entertainment involving strong and offensive language.

51. There are a number of alternatives which may be considered for limiting the access of children where that is necessary for the prevention of harm to children. These, which can be adopted in combination, include:

- limitations on the hours when children may be present;
- limitations on the exclusion of the presence of children under certain ages when particular specified activities are taking place;
- limitations on the parts of premises to which children might be given access;
- age limitations (below 18);
- requirements for accompanying adults (including for example, a combination of requirements which provide that children under a particular age must be accompanied by an adult); and
- full exclusion of those people under 18 from the premises when any licensable activities are taking place.

52. Conditions requiring the admission of children to any premises cannot be attached to licences or certificates.

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53. Where no licensing restriction is necessary, this will remain a matter for the discretion of the individual licensee or club or person who has given a temporary event notice.

Venue operators seeking premises licences and club premises certificates may also volunteer such prohibitions and restrictions in their operating schedules because their own risk assessments have determined that the presence of children is undesirable or inappropriate. Where no relevant representations are made to the Council, these volunteered prohibitions and restrictions will become conditions attaching to the licence or certificate and will be enforceable as such. No other conditions concerning the presence of children on premises may be imposed by the Council in these circumstances.

54. In connection with the protection of children from harm, the responsible authorities include a body that represents those who are responsible for, or interested in, matters relating to the protection of children from harm and is recognised by the licensing authority for that area as being competent to advise it on such matters. The Council is a unitary authority and competent in this area. Applications will therefore not need to be copied to any other competent authority in this

area: the Council will liaise where appropriate with its own social services department.

55. Proof of Age

56. It is unlawful for children under 18 to attempt to buy alcohol just as it is unlawful to sell or supply alcohol to them. To prevent such crimes, it may be necessary to require a policy to be applied at certain licensed premises requiring the production of "proof of age" before such sales are made. This should not be limited to recognised "proof of age" cards, but allow for the production of other proof, such as photo-driving licences, student cards and passports.

57. Responsible authorities

58. A full list of the responsible authorities in the area and appropriate contact details are set out at **Appendix A**.

59. The Portman Group Code of Practice on the Naming, Packaging and Promotion of Alcoholic Drinks

60. The Portman Group operates, on behalf of the alcohol industry, a Code of Practice on the Naming, Packaging and Promotion of Alcoholic Drinks. The Code seeks to ensure that drinks are packaged and promoted in a socially responsible manner and only to those who are 18 years old or older. Complaints about

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products under the Code are considered by an Independent Complaints Panel and the Panel's decisions are published on the Portman Group's website, in the trade press and in an annual report. If a product's packaging or point-of-sale advertising is found to be in breach of the Code, the Portman Group may issue a Retailer Alert Bulletin to notify retailers of the decision and ask them not to replenish stocks of any such product or to display such point-of-sale material, until the decision has been complied with.

61. The Code is an important weapon in protecting children from harm because it addresses the naming, marketing and promotion of alcohol products sold in licensed premises in a manner which may appeal to or attract minors. The Council commends the Code and applicants will be expected to state how they intend to apply the Code.

62. Plastic containers and toughened glass

63. The Council has concerns about the dangers of bottles and glasses being used as weapons. It believes that the use of safer forms of glasses can help to reduce injuries and will expect applicants to state in their operating schedule what proposals they have to minimise such injuries through the use of

safer forms of glasses, bottles and other means.

64. Consideration will therefore be given to conditions requiring either the use of plastic containers or toughened glass which inflicts less severe injuries. Location and style of the venue, the activities carried on there, and the hours of operation, would be particularly important in assessing whether a condition is necessary. For example, the use of glass containers on the terraces of outdoor sports grounds may be of concern.

65. CCTV

66. The presence of CCTV cameras can be an important means of deterring and detecting crime at and immediately outside licensed premises. Conditions should not just consider a requirement to have CCTV on the premises, but also the precise siting of each camera, the requirement to maintain cameras in working order, and to retain recordings for an appropriate period of time.

The police should provide individuals conducting risk assessments when preparing operating schedules with advice on the use of CCTV to prevent crime.

67. Children and cinemas

68. In the case of premises giving film exhibitions, the Council will expect licensees or

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clubs to include in their operating schedules arrangements for restricting children from viewing age restricted films classified according to the recommendations of the British Board of Film Classification or the Council itself. The Council has no current plans to adopt its own system of classification.

69. The Act also provides that it is mandatory for a condition to be included in all premises licences and club premises certificates authorising the exhibition of films for the admission of children to the exhibition of any film to be restricted in accordance with the recommendations given to films either by a body designated under section 4 of the Video Recordings Act 1984 - the British Board of Film Classification is the only body which has been so designated – or by the licensing authority itself.

70. Crime prevention

71. Conditions attached to premises licences and club premises certificates will, so far as possible, reflect local crime prevention strategies. For example, the provision of closed circuit television cameras in certain premises. Conditions will, where appropriate, also reflect the input of the local Crime and Disorder Reduction Partnership.

72. Capacity limits

73. Although most commonly made a condition of a licence on public safety grounds, consideration should also be given to conditions which set capacity limits for licensed premises or clubs where it may be necessary to prevent overcrowding which can lead to disorder and violence. Where such a condition is considered necessary, consideration should also be given to whether door supervisors would be needed to ensure that the numbers are appropriately controlled.

74. Good Management

75. Certain kinds of physical environment within places subject to premises licences (such as an over preponderance of vertical drinking) are generally thought be less conducive to avoiding crime and disorder. Good management and adequate staff training are vital. Where appropriate the provision of food in addition to alcohol can have a beneficial effect. Where food is provided it is good practice (but not mandatory under the licensing system) to have regard to current practice on healthy eating.

76. Another aspect of good management in relation to door supervision is to have proper systems in place to comply with the Private Security Industry Act 2001 and to think about how

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good door supervision systems can contribute to crime reduction both within and outside of premises. Applicants will be expected to have considered these and all relevant issues and to reflect these within their operating schedules.

77. Cultural strategies

78. In connection with cultural strategies, the Council will monitor the impact of licensing on the provision of regulated entertainment, and particularly live music and dancing. Only necessary, proportionate and reasonable licensing conditions will be applied on such events. Where there is any indication that such events are being deterred by licensing requirements, the statement be re-visited with a view to investigating how the situation might be reversed.

79. The United Kingdom ratified the International Covenant on Economic, Social and Cultural Rights (ICESCR) in 1976. Article 15 of the Covenant requires that progressive measures be taken to ensure that everyone can participate in the cultural life of the community and enjoy the arts. It is therefore important that the principles underpinning ICESCR will be integrated, where possible, with the Council's approach to the licensing of regulated entertainment.

80. Transport

81. The Council proposes, through its Local Transport Plan, to develop protocols to be agreed between the local police and other partners that have due regard to the need to disperse people from town centres swiftly and safely to avoid concentrations which produce disorder and disturbance. Applicants will be expected to have considered this issue, and their operating schedule should reflect their proposals for how they might assist in this process.

82. Tourism, employment, planning and building control, and highways

83. The following matters should be noted in relation to tourism, employment, planning and building control, and highways:

- arrangements have been made for the Council's Regulatory Committee to receive, when appropriate, reports on the needs of the local tourist economy for the area to ensure that these are reflected in their considerations;
- the Council intends to keep the Regulatory Committee apprised of the employment situation in the area and the need for new investment and employment where appropriate;

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84. Planning, building control and licensing regimes will be properly separated to avoid duplication and inefficiency. Except in cases where planning permission is not required, applications for premises licences for permanent commercial premises should normally be from businesses with planning permission in place for the property concerned.

85. Licensing applications will not be a re-run of the planning application and should not cut across decisions taken by the Council's Development Control Committee or following appeals against decisions taken by that committee. Nevertheless, applicants should be aware that because the rules applicable and the range of matters to be taken into account are not identical, it is possible for planning permission to be granted and a licence application to be refused (and vice versa) in respect of the same premises. The same applies to the conditions which may be applied to planning permissions and premises licences.

86. Similarly, the granting by the licensing committee of any variation of a licence which involves a material alteration to a building would not relieve the applicant of the need to apply for planning permission or building control where appropriate.

87. Planning obligations under section 106 Town and Country Planning Act 1990 warrant special mention. The Council as *licensing authority* can neither demand that a planning obligation be entered into nor be party to a planning obligation. However, applicants are free to enter into such agreements with the Council as *planning authority* if they so wish. Such agreements could potentially deal with a wide range of matters such as contributions to town centre policing and litter control.

88. Proper integration will be assured by the Regulatory Committee, where appropriate, providing regular reports to the Development Control Committee on the situation regarding licensed premises in the area, including the general impact of alcohol related crime and disorder. This will enable the Development Control Committee to have regard to such matters when taking its decisions and avoid any unnecessary overlap.

89. The Council's Local Transport Plan is the mechanism by which the Council will work in partnership with all appropriate bodies to deliver effective local transport strategies. Effective strategies will include provision of night-time and evening services, where this is appropriate to the local situation.

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90. Where applicants seek premises licences in respect of pavement cafes and the like, they will have to have satisfied the Council (as Highway Authority) of the appropriateness and legality of any proposal prior to any application to the Licensing Authority.

91. Promotion of Race Equality

92. The Council recognises that the Race Relations Act 1976, as amended by the Race Relations (Amendment) Act 2000, places a legal obligation on public authorities to have due regard to the need to eliminate unlawful discrimination; and to promote equality of opportunity and good relations between persons of different racial groups.

93. Local authorities are also required under the 1976 Act, as amended, to produce a race equality scheme, assess and consult on the likely impact of proposed policies on race equality, monitor policies for any adverse impact on the promotion of race equality, and publish the results of such consultations, assessments and monitoring.

94. Applicants will be expected to demonstrate that they have taken this issue into account.

95. Duplication

96. The Council will avoid duplication with other regulatory regimes so far as possible. For example, legislation governing health and safety at work and fire safety will place a range of general duties on the self-employed, employers and operators of venues both in respect of employees and of the general public when on the premises in question. Similarly, many aspects of fire safety will be covered by existing and future legislation.

97. Conditions in respect of public safety will only be attached to premises licences and club premises certificates that are "necessary" for the promotion of that licensing objective and if already provided for in other legislation, they cannot be considered necessary in the context of licensing law. Such regulations will not however always cover the unique circumstances that arise in connection with licensable activities, particularly regulated entertainment, at specific premises and tailored conditions may be necessary. It should be borne in mind that an alteration is "material" for the purposes of the Building Regulations if it has the potential to affect structural stability, fire safety or access.

98. The Council appreciates that regulations under which a fire safety inspection would normally be carried out do not

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apply to ships/boats unless they are in dry dock. The safety regime for passenger vessels is enforced under the Merchant Shipping Acts by the Maritime and Coastguard Agency who operate a passenger ship certification scheme. Accordingly, it will not normally be necessary to duplicate the controls imposed through the certification scheme.

99. Certain health and safety issues can be taken into account despite apparent duplication. For example, applicants will be expected to consider the appropriate types of drinking containers (i.e glass or plastic) within premises or parts of premises. This example can only be considered under the crime and disorder heading.

100. Standardised conditions

101. The Guidance states that a key concept underscoring the Act is for conditions to be attached to licences and certificates which are tailored to the individual style and characteristics of the premises and events concerned. This can be important to avoid the imposition of disproportionate and overly burdensome conditions on premises where there is no need for such conditions. The Guidance states that standardised conditions should therefore be avoided and indeed, may be unlawful where they cannot be shown to be necessary for the promotion

of the licensing objectives in any individual case.

102. The Guidance states that it is acceptable for licensing authorities to draw attention in their statements of policy to pools of conditions from which necessary and proportionate conditions may be drawn in particular circumstances. The Council considers that standardised wording of conditions (but not universally applied *block conditions*) are acceptable when dealing with the same or very similar situations.

103. There will be circumstances where no additional conditions may be necessary in circumstances where existing legislation and regulation already effectively promote the licensing objectives.

104. Enforcement

105. The Council intends to establish protocols with the local police on enforcement issues.

106. In particular, these protocols are intended to provide for the targeting of agreed problem and high risk premises which require greater attention, while providing a lighter touch in respect of low risk premises which are well run. The Act does not require inspections to take place save at the discretion of those

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charged with this role. The principle of risk assessment and targeting should prevail and inspections should not be undertaken routinely but when and if they are judged necessary. This should ensure that resources are more effectively concentrated on problem premises.

107. Live music, dancing and theatre

108. The Council recognises that as part of implementing the Council's cultural strategies, proper account should be taken of the need to encourage and promote a broad range of entertainment, particularly live music, dancing and theatre, including the performance of a wide range of traditional and historic plays, for the wider cultural benefit of communities. Concern to prevent disturbance in neighbourhoods will always be carefully balanced with these wider cultural benefits, particularly the cultural benefits for children.

109. In determining what conditions should be attached to licences and certificates as a matter of necessity for the promotion of the licensing objectives, the Council will be aware of the need to avoid measures which deter live music, dancing and theatre by imposing indirect costs of a disproportionate nature. It is noted that the absence of

cultural provision in any area can itself lead to the young people being diverted into anti-social activities that damage communities and the young people involved themselves.

110. To ensure that cultural diversity thrives, the Council will have a policy of seeking premises licences where appropriate for public spaces within the community in their own name. This could include, for example, village greens, market squares, promenades, community halls, Council owned art centres and similar public areas. Performers and entertainers would then have no need to obtain a licence or give a temporary event notice themselves to enable them to give a performance in these places. They would still require the permission of the Council as the premises licence holder for any regulated entertainment that it was proposed should take place in these areas.

111. It should be noted that when one part of the Council seeks a premises licence of this kind from the Council in its capacity of licensing authority, the Regulatory Committee and its officers will consider the matter from an entirely neutral standpoint. If relevant representations are made, for example, by local residents or the police, they will be considered fairly by the Committee. Those making representations genuinely

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aggrieved by a positive decision in favour of the Council application by the Council in its capacity of licensing authority would be entitled to appeal to the magistrates' court and thereby receive an independent review of any decision made.

112 Preparation of Operating Schedules

113 Applicants are strongly advised to obtain proper professional advice in the preparation of operating schedules and in particular are strongly advised to seek advice from the police on matters relating to crime prevention (including CCTV) to ensure a proper link between Crime and Disorder Strategies and Alcohol Harm Reduction Strategies.

114. Contact Points

115. Appendix B gives details of contact points where members

of public can obtain advice about whether or not activities fall to be licensed.

116. Administration, exercise and delegation of functions

117. The Council's Regulatory Committee (and Regulatory Sub-Committees) will carry out all of the Council's licensing functions under the Act except those relating to the making of statements of licensing policy. A full delegation scheme is in place. The matters which will be dealt with by the Council, the Regulatory Committee, the Regulatory Sub-committee(s) and officers of the Council are set out at **Appendix C**.

118. Monitoring/Review

119. The Council will carry out a review of the statement in accordance with the Guidance and the Act.

APPENDIX A

LIST OF RESPONSIBLE AUTHORITIES AND CONTACT DETAILS

All premises

- Chief officer of police
- Local Fire authority
- Local enforcement agency for health & safety (normally the Council*, otherwise the HSE)
- Environmental Health authority*
- Local planning authority*
- Recognised child protection body*
- Any licensing authority other than the Council in whose area part of the premises are situated
- *Crime & Disorder Reduction Partnership*

* In all these cases the Council is the responsible authority and a single notice to the Licensing Section will be forwarded to all relevant sections of the Council

Vessels

- The navigation authority in relation to the waters where the vessel is usually moored or berthed or any waters where it is proposed to be navigated when it is used for licensable activities
- Environment Agency
- British Waterways Board
- The Secretary of State for Transport through the Maritime and Coastguard Agency

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APPENDIX B

**CONTACT POINTS WHERE THE PUBLIC MAY OBTAIN ADVICE FROM THE
COUNCIL**

Council Website www.halton-borough.gov.uk

Email address: legal.services@halton.gov.uk

Telephone: 0151 424 2061 ext. 1054, 1055 and 1056

Fax No. 0151 471 7527

Postal Address: Licensing Section
Legal Services
Municipal Building
Kingsway
Widnes
WA8 7QF

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APPENDIX C**SCHEME OF DELEGATION**

Matter to be dealt with	Full Committee	Sub Committee	Officers
Application for personal licence		If an objection made	If no objection made
Application for personal licence with unspent convictions		All cases	
Application for premises licence/club premises certificate		If a representation made	If no representation made
Application for provisional statement		If a representation made	If no representation made
Application to vary premises licence/club premises certificate		If a representation made	If no representation made
Application to vary designated premises supervisor		If a police objection	All other cases
Request to be removed as designated premises supervisor			All cases
Application for transfer of premises licence		If a police objection	All other cases
Applications for interim authorities		If a police objection	All other cases
Application to		All cases	

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review premises
licence/club
premises certificate

Decision on
whether a
complaint is
irrelevant, frivolous,
vexatious etc.

All cases

Decision to object
when local
authority is a
consultee and not
the relevant
authority
considering the
application

All cases

Determination of a
police objection to
a temporary event
notice

All cases

**The Policy can be found on the Council's website at
www.halton.gov.uk/**

**The Council welcomes comments and observations on this Policy at
the following address:-**

**Licensing Section
Legal Services
Halton Borough Council
Municipal Building
Kingsway
Widnes
Cheshire WA8 7QF**

Adopted by Halton Borough Council 15th
December 2004

REPORT TO: Executive Board

DATE: 15th November 2007

REPORTING OFFICER: Strategic Director Corporate & Policy

SUBJECT: Community Cohesion

WARDS: Borough-wide

1.0 PURPOSE OF THE REPORT

This report and its appendix detail the recommendations of the Employment Learning and Skills Policy and Performance Board for addressing community cohesion in Halton.

2.0 RECOMMENDED

It is recommended that:

- a. The Board considers the recommendations of the Employment Learning and Skills Policy and Performance Board in relation to Community Cohesion as set out in Appendix 1 to this report;
- b. the Board approves the recommendations set out in Section 3 below (subject to any amendments arising from (a) above);
- c. the Strategic Director Corporate and Policy prepares a monitoring plan on the implementation of this Board's decisions in the 2008/09 municipal year and regular progress reports be made to this Policy and Performance Board.

3.0 BACKGROUND

Community cohesion is a complex issue which touches on a range of inter related matters. Community cohesion was identified as a scrutiny topic for the Employment Learning and Skills Policy and Performance Board for its 2006/07 programme. The Board set up a Community Cohesion Working Party to consider the issue and how it might be taken forward to fulfil the Council's responsibilities. This topic sought to examine and define the concept in the Halton context and consider how Cohesion can best be mainstreamed or exemplified in service delivery.

The Topic Groups recommendations were endorsed by the Employment Learning and Skills Policy and Performance Board and commended to the Executive Board for consideration as follows:

1. It is recommended that the “Vision story” developed during the scrutiny process be adopted as the community cohesion statement for Halton, and form part of the overall corporate equalities statement used in service planning.
2. It is recommended that Equality Impact Assessments be extended in scope, in line with LGA guidance, to cover the potential community cohesion impacts of all council policies and programmes. This should be carried out as part of the established service planning process.
3. It is recommended that an Officer Working Group be established, as a sub-group of the Corporate Equalities Group, to specifically look at the needs of new migrants in the borough and to monitor the joint delivery of services to them.
4. It is recommended that the cohesion implications of council activities are monitored and reported to the various Policy and Performance Boards as part of the normal service planning monitoring process. In addition, a data set of cohesion indicators should be set up and populated. These should form an annual progress report on cohesion, which will be monitored by the Employment Learning and Skills PPB.
5. It is recommended that the Corporate Services PPB be alerted to emerging concerns about perceived barriers to accessing services. These include opening hours, disabled access, transport, difficult locations, information and communication, bureaucracy, quality of response and perceived attitudes to certain client group. Corporate Services PPB may wish to consider whether it is worthy of further investigation or scrutiny.
6. It is recommended that the council and its partners be informed of the results of this scrutiny topic and recognise that anti-social behaviour has profound implications for cohesion in Halton. It is one of its defining issues. The anti-social behaviour scrutiny topic team and Haltons Community safety Team should take note of the impact of their work on community cohesion and be aware that this will form part of the cohesion monitoring system in Halton.
7. Inter-generational myths and conflicts were identified as a key-defining feature of cohesion in Halton. It is recommended that the appropriate teams within the Children’s Services and Health and Communities Directorates collaborate on joining up activity to specifically address inter-generational issues within Halton.

4.0 POLICY IMPLICATIONS

Community cohesion is now an established part of the policy framework underpinning the work of local government and its partners. Cohesion forms a key element of the Local Government Bill now before Parliament.

There are no direct financial implications arising out of this report. A number of actions are suggested which should form part of the normal service delivery programmes of Council Directorates. As such these will be funded through mainstream budgets and will not need dedicated resources.

5.0 OTHER IMPLICATIONS

There are no other implications.

6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

The recommendations of the report apply to all of the council's priorities. If the desire to build a more cohesive Halton is a serious one it relies upon all Directorates and all services reviewing the way business is conducted.

7.0 RISK ANALYSIS

The true risks associated with cohesion are around actions, or the failure to take appropriate actions, that undermine the cohesion of communities and impact on the quality of life of local people. There is a dedicated section on risk management in the final report of the Policy Board. Therefore, the most immediate risk is associated with not implementing the recommendations of the Policy Board.

8.0 EQUALITY AND DIVERSITY ISSUES

Community cohesion is a concept that is intimately entwined with the notion of equality and diversity. Ensuring fairness in resource allocation, mutual understanding and openness between communities, a commitment to promoting equality and diversity, along with ensuring equality and opportunity for individuals are all brought together under the "Community Cohesion" Agenda. The officer-working group on cohesion is now being formalised, and will be a sub-group of the Corporate Equality and Diversity Group.

9.0 BACKGROUND DOCUMENTS

Document	Place of Inspection	Contact Officer
Notes and reports of focus groups, research, best practice, and Governmental reports	2nd Floor Municipal Building Kingsway Widnes	Ian Grady
Full Policy Topic group Report and Annexes	2nd Floor Municipal Building Kingsway Widnes	Ian Grady

Employment Learning & Skills PPB

*Executive Summary of the Community
Cohesion Topic Group Final Report*

September 2007

Introduction

The council and its partners published Halton's sustainable community strategy in April 2006. That is based on sustainable community principles and implicitly recognises the importance of community cohesion. Halton developed a new approach to community engagement in parallel to the development of the community strategy and partner discussions of cohesion took place through that process. The community engagement strategy focuses on civil renewal and ever-greater levels engagement as a mechanism for brokering more cohesive communities.

Halton Borough Council initiated an overview and scrutiny topic on cohesion in Halton in the spring of 2006. Its starting point was some of the difficulties identified that whilst "fashionable", cohesion is a relatively new and abstract concept that is poorly understood in the public sector. Therefore, the scrutiny investigation was primed to generate a debate on cohesion and what it means to Halton. Key to this was not to rely on standard Government definitions but to define it for Halton. The Working Party has thoroughly examined the issue over a 12 month period and come to some well-founded recommendations on the way forward.

Recommendations

In completing its work the Topic Group has identified a number of key recommendations for note and action:

1. It is recommended that the "Vision story" developed during the scrutiny process be adopted as the community cohesion statement for Halton, and form part of the overall corporate equalities statement used in service planning
2. It is recommended that Equality Impact Assessments be extended in scope, in line with LGA guidance, to cover the potential community cohesion impacts of all council policies and programmes. This should be carried out as part of the established service planning process.
3. It is recommended that an Officer Working Group be established, as a sub-group of the Corporate Equalities Group, to specifically look at the needs of new migrants in the borough and to monitor the joint delivery of services to them.
4. It is recommended that the cohesion implications of council activities are monitored and reported to the various Policy and Performance Boards as part of the normal service planning monitoring process. In addition, a data set of cohesion indicators should be set up and populated. These should form an annual progress report on cohesion, which will be monitored by the Employment Learning and Skills PPB
5. It is recommended that the Corporate Services PPB be alerted to emerging concerns about perceived barriers to accessing services. These include opening hours, disabled access, transport, difficult locations, information and communication, bureaucracy, quality of response and perceived attitudes to certain client group. Corporate Services PPB may wish to consider whether it is worthy of further investigation or scrutiny.

6. It is recommended that the council and its partners be informed of the results of this scrutiny topic and recognise that anti-social behaviour has profound implications for cohesion in Halton. It is one of its defining issues. The anti-social behaviour scrutiny topic team and Haltons Community safety Team should take note of the impact of their work on community cohesion and be aware that this will form part of the cohesion monitoring system in Halton.
7. Inter-generational myths and conflicts were identified as a key defining feature of cohesion in Halton. It is recommended that the appropriate teams within the Children's Services and Health and Communities Directorates collaborate on joining up activity to specifically address inter-generational issues within Halton.

Definition of Cohesion

The Government's Commission on Integration and Cohesion recently recommended a new definition of an integrated and cohesive community, which Halton are content with as a national definition. However, the local view clearly expressed in the scrutiny review is that cohesion in Halton needs a clear visionary statement as its backbone. What is needed is a compelling vision story that paints a picture of the cohesive Halton we wish to create. From this debate has arisen a vision story, which includes the following components:

- Everyone should feel they have a sense of belonging and pride in Halton
- Every person feels valued equally, and can play their own part in shaping Halton;
- Everyone understands that there are standards and expectations of behaviour, and will work together to enforce these collectively.
- Everyone has a right to enjoy a good quality of life;
- Everyone can play an active part in the community; it is safe and its sound, and their actions do not inconvenience others.
- Everyone should be able to participate fully in the social, economic and cultural life of the Borough, and be able to contribute their views as part of democratic decision-making processes;
- All agencies recognise they have a collective duty of care for the area
- Making the Borough a safe and pleasant place to live is vitally important, and this environment also needs to be protected and preserved for future generations;
- We should work towards a just society, in which there is understanding and tolerance between and within communities, so that people feel they have a voice and a stake in their community;
- The Borough can be a multi-faith, multi-cultural and multi-racial society, where this diversity is an asset not a problem;
- We will oppose prejudice and discrimination.
- There should be a sense of identity based on acceptance, not stereotypes; and, shaped less by how people see themselves as individuals with rights and expectations, but rather as part of groups and as part of communities.
- Everyone has a right to do things for themselves, to maximise their independence, while agencies ensure they have the necessary levels of support.
- Everyone has fair and easy access to services they need and barriers to participation are removed; and,
- No one is stigmatised because of who they are, or perceived to be, or because of their circumstances or poor choices in their lives.”

What Are the Key Cohesion Issues in Halton?

The Council and its partners want to build a sustainable community that balances and integrates social, economic and environmental progress; that meets current expectations and prepares for future needs; and that respects the diversity of the place and people. The vision and priorities are set out in the community strategy and corporate plan.

The Halton view is that these encompass everything that is needed to build a more cohesive community, and that these things define the issues that enable people to feel a sense of belonging to their community. In sum, the strategic objectives in relation to cohesion are embodied in these strategic components of the community strategy. Halton will probably not develop a bespoke community cohesion strategy. Our view is that cohesion should underpin everything the council and its partners do.

- The key issue remains poverty and deprivation. We need to radically improve the socio-economic well-being of Halton people.
- Differences in wealth remain the defining characteristic in segregating communities and limiting choices in how people take part in society.
- There are concerns about perceived barriers to accessing services. These include opening hours, disabled access, transport, difficult locations, information and communication, bureaucracy, quality of response and perceived attitudes to certain client groups.
- Anti-social behaviour has profound implications for cohesion in Halton. It is one of its defining issues for all residents. This will have to form part of the cohesion monitoring system in Halton.
- Inter-generational myths and conflicts were identified as a key defining feature of cohesion in Halton.
- The pace of demographic change in Halton is accelerating, some of which government statistics are not adequately capturing. Of particular note is the influx of migrant workers from Eastern Europe. Service delivery needs to be sharpened up to cope with the pressures this can bring and adequately support new arrivals.

Potential Risks

Our risks are around the potential failure to:

- Develop an understanding of what community cohesion means in Halton, all its various facets, and how the work of the Partnership can make a difference.
- Develop positive relationships and trust between partners to work collaboratively to improve cohesion in Halton.
- Embed cohesion into the warp-and-weft of how services are designed and delivered, so it is part of core, mainstream activity and not seen as an add-on.

- Develop a communication strategy to explain clearly what we mean, what we are doing, and how we can make a difference.
- Build bridges and understanding between our communities and the generations to get to the root of the myth building about others.
- Develop a set of measures/indicators so that we can baseline the Halton position; compare ourselves to others in an objective way, and track progress over time.
- Develop early interventions – especially in schools and through the youth service – to inculcate a sense of belonging and social responsibility.
- Target interventions properly so people get what they need, when they need, whilst maintaining equity in how services are delivered.
- Develop bespoke (and compulsory) training for all stakeholders on diversity and cohesion issues and approaches in Halton.

Halton uses a risk management model to assess and manage all aspects of its strategic activity. When Executive Board endorses the outcome of the scrutiny review in the autumn, the strategic risk register will be reviewed and amended to incorporate the cohesion risks identified, and to look at using them in the process to develop the new LAA for Halton from 2008-11.

Measuring Success

Measuring community cohesion is not easy. However, a detailed understanding of the communities of Halton is essential to planning service delivery and monitoring progress towards more cohesive communities. There are 54 indicators in the community strategy and 87 in the Local Area Agreement. All of these are in some way relevant to the measurement of cohesion. There is no single measure of community cohesion and we must think carefully about developing key indicators that give a clear understand of the challenges and progress that we make. Therefore, the scrutiny review specifically recommends the adoption of a community cohesion dataset - a basket of indicators, which reflect different aspects of cohesion. In building up this profile of community cohesion in Halton we have tried to look at performance across a whole range of policy areas. These have been baselined and can be monitored over future years.

Halton has put in place a data observatory to collect intelligence on all aspects of life in Halton, both quantitative and qualitative. It is proposed that the Observatory will hold and report on the cohesion indicators. These will form part of the ongoing performance management of the partnership and be included in the annual review process.

Cohesion Strategy

What is important is that it is firmly rooted in the particular circumstances and characteristics of an area. It is clear that in Halton the definition of community cohesion is not based around issues of race, ethnicity and faith. The key issues appear to be around inter-generational conflict, perceived inequalities between areas and estates, and

worries about unequal access to services, transport, jobs, retail and leisure facilities. It is possible to draw out the following most common issues which have been mentioned through this consultation process. These include the need to:

- tackle broad social problems such as anti-social behaviour, crime and the fear of crime, poverty, and the differences and tensions between generations;
- strengthen social networks such as families, friends, neighbours and also ensure that activities are based within defined neighbourhoods;
- get people together to tackle local issues and problems and share experiences;
- address the decline in the quality of life due to the impact of wider decisions around schools, housing and the unreliability of funding to many local projects; and
- encourage and foster the role of the voluntary and community sector in Halton.

Whilst government does not yet demand explicit community cohesion strategies, there is a clear feeling within those circles that some mechanism is needed to exemplify issues and make transparent the expected responses of local partners. On balance, the Group believe the current business-planning framework of the Council in pursuit of the Corporate Plan is sufficient.

Conclusions

We can conclude that in Halton cohesion is about feeling comfortable and positive about living and working alongside your neighbours and taking a sense of pride in Halton and the belief that the future is positive. Therefore, it is about:

- building community links and bringing communities together;
- countering prejudice, misperceptions and discrimination;
- promoting opportunities for all creating a sense of shared futures;
- listening to all voices in the community, especially young people;
- addressing community concerns and tensions;
- an emphasis on a new model of rights and responsibilities ;
- an emphasis on mutual respect and civility;
- celebrating life in Halton in all its aspects;
- understanding, valuing and sharing community differences.

So, it is about relationships and because of this we need to think about policies, actions and services in slightly different ways. Therefore, we should make efforts on:

- Understanding the Local Context and focus on 'local distinctiveness' and local approaches, including brokering debate in Local Communities
- Shared futures' – focusing on what we have in common while valuing our diverse histories – and celebrating success
- Providing Community Leadership and support for individuals and groups
- Focusing on Young People and Learning
- Intelligence Gathering
- Re-engineering Services to Deliver Accessibility for All
- Mainstreaming Cohesion in All That We Do
- A focus on migration, both in terms of integration and in the context of 'settled communities'