

Public Document Pack



Executive Board

Thursday, 30 June 2011 2.00 p.m.
Marketing Suite, Municipal Building

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

Chief Executive

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

PART 1

Item	Page No
1. MINUTES	
2. DECLARATION OF INTEREST	
<p>Members are reminded of their responsibility to declare any personal or personal and prejudicial interest which they have in any item of business on the agenda no later than when that item is reached and, with personal and prejudicial interests (subject to certain exceptions in the Code of Conduct for Members), to leave the meeting prior to discussion and voting on the item.</p>	
3. HEALTH AND ADULTS PORTFOLIO	
(A) ADULTS AND COMMUNITY CAPITAL PROGRAMME	1 - 5

*Please contact Angela Scott on 0151 471 7529 or
Angela.scott@halton.gov.uk for further information.
The next meeting of the Committee is on Thursday, 14 July 2011*

Item	Page No
4. COMMUNITY SAFETY PORTFOLIO	
(A) HATE CRIME REDUCTION STRATEGY AND ACTION PLAN -KEY DECISION	6 - 42
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(A) CHANGES TO PROCUREMENT STANDING ORDERS	43 - 81
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(A) CHILDREN AND YOUNG PEOPLE'S PLAN 2011-14 - KEY DECISION	262 - 312
PART II	
<p>ITEMS CONTAINING "EXEMPT" INFORMATION FALLING WITHIN SCHEDULE 12A OF THE LOCAL GOVERNMENT ACT 1972 AND THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985</p> <p>In this case the Board has a discretion to exclude the press and public and, in view of the nature of the business to be transacted, it is RECOMMENDED that under Section 100A(4) of the Local Government Act 1972, having been satisfied that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information, the press and public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 3 of Part 1 of Schedule 12A to the Act.</p>	
(B) TRADED SERVICES: SCHOOL IMPROVEMENT SERVICES - KEY DECISION	313 - 329
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In accordance with the Health and Safety at Work Act the Council is required to notify those attending meetings of the fire evacuation procedures. A copy has previously been circulated to Members and instructions are located in all rooms within the Civic block.

REPORT TO: Executive Board

DATE: 30th June 2011

REPORTING OFFICER: Strategic Director, Communities

SUBJECT: Adults and Community Capital Programme

WARD(S): Boroughwide

1.0 PURPOSE OF REPORT

1.1 To inform the Board of the 2010/11 capital programme outturn and the provisional capital programme for 2011/12.

2.0 RECOMMENDATION

- 1) To inform the Board of the final 2010/11 outturn figures; and
- 2) That the Board recommend that the Council approve the capital programme for 2011/12 as set out in Appendix 1.

3.0 SUPPORTING INFORMATION

3.1 The report details the final outturn position for 2010/11 (Appendix 2) and the proposed capital projects for 2011/12. The table below shows the funding for 2011/12.

Funding for 2011/12	
Department of Health Capital Funding	326,461
Disabled Facilities Grant	643,000
Department of Health Funding - Section 256	550,000
Existing Allocation	30,000
Balances B/Fwd	1,220,101
Total	2,769,562

3.2 The provisional outturn figures as detailed in Appendix 2 also show the requested carry forward amounts.

The 2010/11 underspend in the main relates two areas:-

- Borough placements & Service Development – the scheme requires detailed planning on an individual basis and negotiation with housing developers. Both of these activities are time

consuming and have incurred delays, impacting on the expected spending.

- Extra Care – contracts were negotiated at a much better cost than first expected. Payment is now expected in two halves, one of which was incurred in 2010/11, the second in 2011/12, with the remainder no longer required.

4.0 POLICY IMPLICATIONS

4.1 The Government, as detailed in 'Our Health Our Care Our Say' (2006), has clear expectations that councils will support vulnerable people by promoting independence and wellbeing. Capital projects detailed in this report support these objectives, and also promote social inclusion through sport and leisure.

5.0 OTHER IMPLICATIONS

5.1 The financial implications are as set out in the body of the report and Appendices.

6.0 RISK ANALYSIS

6.1 Failure to spend capital programme monies could result in loss of funding in future years. It should be noted that Section 256 funding is short term and only available for two years.

7.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

7.1 Children and Young People in Halton

Improved housing conditions funded through this programme will benefit any children and young people living in those dwellings, and particularly benefit those who need housing adaptations.

7.2 Employment, Learning and Skills in Halton

The capital programme has provided employment opportunities for people with disabilities, for example Norton Priory, and this delivers improved outcomes for vulnerable people and the capital programme provides an opportunity for additional areas to be developed.

7.3 A Healthy Halton

DFGs will help the chronically sick and disabled to maintain a better lifestyle at home rather than in residential care, and energy efficiency grants will help vulnerable households with fuel poverty issues. Refurbishment at Oakmeadow residential home will improve quality of life for vulnerable adults living there.

7.4 A Safer Halton

Housing schemes such as Disabled Facilities renovations provide a safer living environment for disabled people in Halton.

7.5 Halton's Urban Renewal

Helping vulnerable individuals to maintain/improve their homes will help minimise the incidence of dilapidated housing that can blight an area.

8.0 EQUALITY AND DIVERSITY ISSUES

8.1 The proposed programme of work will help tackle the housing problems of some of those in greatest housing need.

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

DOCUMENT	PLACE OF INSPECTION	CONTACT
Executive Board Report Adults & Community Capital Programme Outturn 2009/10, 2010/11 Provisional Capital Programme 15 th July 2010, Executive Board Sub Committee, Land Disposal Liverpool Road, 2 nd December 2010	Municipal Building Widnes	Graham Foxley 01928 704599

Appendix 1 - Community's Capital Programme 2011/12

Project	Existing Capital Programme 2011/12	Request To Carry Forward	New Allocation	Total
<u>Stadium & Catering Services</u>				
Stadium Minor Works	30,000	-		30,000
Stadium & Catering Services Total	30,000	-	-	30,000
<u>Enablement</u>				
Re-design Oakmeadow Communal Spaces & Furnishings		28,387		28,387
User Led Adaptations		55,000		55,000
Borough Placements & Service Developments		547,368	(83,368)	464,000
Enablement Total	-	630,755	(83,368)	547,387
<u>Prevention & Commissioning</u>				
Renovation Grant/Home Repairs Assistance Grants		-	235,989	235,989
Disabled Facilities Grants		22,023	637,977	660,000
Energy Promotion		-	6,000	6,000
Stairlifts (Adaptations Initiative)		4,785	195,215	200,000
RSL Adaptations (Joint Funding)		32,352	527,648	560,000
Modular Buildings/PODS		27,000		27,000
Choice Based Lettings		40,000		40,000
Extra Care		463,186		463,186
Prevention & Commissioning Total	-	589,346	1,602,829	2,192,175
ADULTS & COMMUNITY TOTAL	30,000	1,220,101	1,519,461	2,769,562

Appendix 2 - Adults & Community's 2010/11 Capital Programme Outturn

Project	Revised Capital Programme 2010/11	2010/11 Outturn	Balance	Request To Carry Forward
<u>Stadium & Catering Services</u>				
Stadium Minor Works	30,000	27,977	2,023	-
Stadium & Catering Services Total	30,000	27,977	2,023	-
<u>Enablement</u>				
Re-design Oakmeadow Communal Spaces & Furnishings	35,000	6,613	28,387	28,387
User Led Adaptations	55,000	-	55,000	55,000
Borough Placements	560,000	12,632	547,368	547,368
Enablement Total	650,000	19,245	630,755	630,755
<u>Culture & Leisure</u>				
Churchill Hall	2,000	-	2,000	-
Norton Priory Health & Safety Refurbishment to Increase Employment Opportunities	22,000	21,000	1,000	-
Access & Security Measures	10,000	-	10,000	-
	50,000	47,771	2,229	-
Culture & Leisure Total	84,000	68,771	15,229	-
<u>Prevention & Commissioning</u>				
Renovation Grant/Home Repairs Assistance Grants	376,335	401,431	(25,096)	-
Disabled Facilities Grants	754,100	732,077	22,023	22,023
Energy Promotion	100,000	99,649	351	-
Stairlifts (Adaptations Initiative)	170,000	165,215	4,785	4,785
RSL Adaptations (Joint Funding)	650,000	617,648	32,352	32,352
Modular Buildings/PODS	45,000	180	44,820	27,000
Homelink	50,000	36,785	13,215	-
Choice Based Lettings	40,000	-	40,000	40,000
Extra Care	1,329,000	463,186	865,814	463,186
Prevention & Commissioning Total	3,514,435	2,516,171	998,264	589,346
ADULTS & COMMUNITY TOTAL	4,278,435	2,632,164	1,646,271	1,220,101

REPORT TO: Executive Board

DATE: 30th June 2011

REPORTING OFFICER: Strategic Director, Communities

SUBJECT: Hate Crime Reduction Strategy and Action Plan

WARD(S) Borough-wide

1.0 **PURPOSE OF THE REPORT**

1.1 To provide members with a draft of the Hate Crime Reduction Strategy and Action Plan for Halton.

2.0 **RECOMMENDATION: That Members support and endorse the content of the report.**

3.0 **SUPPORTING INFORMATION**

3.1 Hate crime is a serious issue that can affect the quality of life for people and communities, and reducing the level of hate crime is a key priority for the Safer Halton Partnership. Hate crime can take various forms of either physical or verbal abuse and even the threat of attack.

3.2 According to the Home Office and Association of Police Chief Constables the definition of hate crime comes in five categories: Race, Faith, Homophobic, Transphobic and Disability, with the number of incidents being under reported nationally.

3.3 The issue of under reporting is not unique to Halton. It is in fact a national problem which is why a Hate Crime Cross-Government Action Plan was produced.

3.4 It should also be noted that not all reported incidents become crimes. A hate incident may or may not constitute a criminal offence once it's been investigated however, keeping a record of incidents can help build a picture of what is happening within communities.

3.5 In Halton, due to the low numbers of reported incidents and the knowledge that there is a smaller diverse community, work has been progressing to include the hate crime matters with the wider safeguarding issues, such as training front line service providers and using existing communication methods to raise awareness of reporting centres.

3.6 This strategy and action plan is for the wider Strategic Partnership,

as it's been recognised that the Council cannot progress this work alone.

- 3.7 This strategy has been shared with a variety of Partners, groups and networks, such as the Partnership's Equalities, Engagement and Cohesion Group, the Community Cohesion Officers Group, the emerging BME Network for Halton, Halton Speak Out and the Safer Halton Partnership. The strategy has also been shared with the Safeguarding Co-ordinator and Manager for Adults and Children and Young People. There have also been 1-2-1 meetings with the two lead officers for the Community Safety Team, along with a large public consultation event held in November 2010 which included service users and providers.

4.0 **POLICY IMPLICATIONS**

- 4.1 Whilst this strategy doesn't require any additional funding, it does require Partners to review existing areas of work and methods of working and asks that they incorporate an element of the hate crime reduction work. It is also difficult to identify how this will impact on current policies until the action plan has been finalised, however it isn't anticipated that there will be any major changes required.

5.0 **FINANCIAL IMPLICATIONS**

- 5.1 This is no additional funding from Government associated with the requirement to develop a Hate Crime Reduction Strategy, however, the actions identified in the strategy should be able to be contained within partnership budgets.

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

6.1 **Children & Young People in Halton**

Life for Children and Young People will improve for living in a safer community.

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

None identified.

6.3 **A Healthy Halton**

Halton residents who suffer hate crime incidents will be more empowered to report these, which in turn will hopefully improve their confidence and overall mental health.

6.4 **A Safer Halton**

Halton will have stronger and more resilient communities.

6.5 **Halton's Urban Renewal**

None identified.

7.0 **RISK ANALYSIS**

7.1 This work will help to build stronger and more resilient communities and will help to empower local residents to report incidents of hate crime. This will in turn help to improve community cohesion across the borough and ensure Partners work together to maintain these strong and resilient communities. The development of a hate crime action plan is part of this process, as well as being a Government requirement.

8.0 **EQUALITY AND DIVERSITY ISSUES**

8.1 The hate crime strategy will cover all protected characteristics as currently contained within the new Equality Act.

9.0 **REASON(S) FOR DECISION**

To address hate crime issues within the Borough and increase the joint working across Partners that will make Halton a stronger and more resilient place to live.

10.0 **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

Current arrangements could continue however as identified in this report the Council cannot progress and develop this work without the input from the Strategic Partnership.

11.0 **IMPLEMENTATION DATE**

The detailed action plan has several different implementation dates depending on which action is being undertaken. Some activity has already started with the latest completion date being December 2012, depending on Partners involvement.

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

None.

Hate Crime and Harassment

Reduction Strategy

[2011-16]

DRAFT

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1.0 Introduction

1.1 Hate crime is a particularly serious issue that can seriously affect the quality of life for people and communities. Addressing this is a key priority for the Safer Halton partnership. By developing and implementing this strategy we will demonstrate our commitment to tackling all forms of hate crime and building a safer and stronger borough. The Safer Halton Partnership is required to produce a hate crime action plan by December 2010, as set out in the Cross Government Hate Crime Action Plan

1.2 The overall aim of the Safer Halton Partnership is:

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

1.3 This document sets out the Hate Crime and Harassment Reduction Strategy for 2011 – 2016, to sit alongside the 5 year delivery plans for Halton's Sustainable Community Strategy. This strategy will identify, coordinate and lead on all aspects of our developing work on tackling and reducing hate crime. It covers the collection of agencies that together make up the Safer Halton Partnership. This document is linked to a number of other current Halton strategies, plans and corporate priorities.

1.4 The aim of this strategy is to identify and respond to locally established priorities for tackling hate crime and reinforce the benefits of taking a partnership approach to all hate incidents.

1.5 This strategy promotes effective and coordinated action against hate crime. This involves providing various forms of practical assistance, building capacity for interaction and alliance for services being delivered in Halton, as well as developing confidence in the criminal justice system and mechanisms for reporting hate crime to bring perpetrators to justice. The aims of the strategy form the basis of the comprehensive action plan to which all the strategy partners are committed. This strategy provides a Halton framework for action on hate crime.

1.6 The publication of this strategy will meet action 48 of the Hate Crime Cross-Government Action Plan.

2.0 Defining and Identifying Hate Crime and Harassment

2.1 The Safer Halton Partnership uses the Home Office/Association of Chief Police Officers (ACPO) definitions of hate crimes and hate incidents:

- **A hate crime** is any incident which constitutes a criminal offence that is perceived by the victim, or any other person, as being motivated by prejudice or hate.
- **A hate incident** is any incident which may or may not constitute a criminal offence that is perceived by the victim, or any other person as being motivated by prejudice or hate.

2.2 It is important to recognise the difference between a hate crime and a hate incident. All hate crimes are incidents, but not all hate incidents are crimes.

2.3 Hate crime can take many forms including:

- Physical attacks – such as physical assault, damage to property or pets, offensive graffiti and arson;
- Threat of attack – including offensive letters, abusive or obscene telephone calls, groups hanging around to intimidate and unfounded, malicious complaints
- Verbal abuse or insults - offensive leaflets and posters, abusive gestures, dumping of rubbish outside homes or through letterboxes, and bullying at school or in the workplace.

2.4 This strategy aims to address the following areas of hate crimes and incidents:

- **Race hate** – crimes/incidents motivated by ethnic origin, nationality, asylum seeker status.
- **Faith hate** – crimes/incidents motivated by religious belief or lack of religious belief.
- **Homophobic hate**– crimes/incidents motivated by sexual orientation.

- **Transphobic hate**– crimes/incidents motivated by gender identity.
- **Disability related hate**– crimes/incidents motivated by disability or ability, including learning difficulties.

2.5 Romany Gypsies and Irish Travellers (commonly referred to as Gypsies or Travellers) and Sikhs are established as specific ethnic groups. As such, they are entitled to the full protection of the Race Relations Act Amended 2002 and associated racially aggravated legislation. Gypsies and Travellers may be either visible or non-visible ethnic minorities.

2.6 Hate crime can destroy lives and instil fear in to victims and witnesses. It can stop people from living and enjoying their everyday lives. This could mean people being fearful to leave their houses or letting their children play outside. There is also a significant cost implication of hate crime. Small shops and organisations can be driven out of business. Victims and witnesses often require continued support for months or years after the event. In 2009/10 the Home Office provided in excess of £300,000 for hate crime victim projects through the Victim's Fund Hate Crime Section.¹ With increased reporting of hate crime and harassment this cost can be expected to rise significantly. The total cost of hate crime is currently unknown.

2.7 It is vitally important to identify hate crimes and incidents every time they occur. Hate crimes can affect whole communities and leave long-lasting damage. Hate crime also comes with a heightened risk of repeat victimisation if the issue is not recognised and addressed. There is also evidence to suggest that hate incidents committed by a particular perpetrator or group of perpetrators can escalate to more serious hate crimes if left unchallenged. Hate crime can often be linked to organised groups and effective reporting and monitoring can be key in identifying these groups.

3.0 The Legislative Framework

3.1 The Equality Act 2010 brings together into one Act all previous legislation around Equality and Diversity.

¹ Natale, Lara, Civitas Institute for the Study of Civil Society 2010, "Factsheet: hate Crime", p2;

- 3.2 A major feature of the act is to strengthen and promote the major responsibilities for public authorities called the General Duty.

The General Duty

- 3.3 Under this Duty a public authority must, in carrying out its functions, take into account the need to: -
- (a) Eliminate discrimination, harassment, victimisation and any other conflict that is prohibited by the Equality Act 2010
 - (b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
 - (c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it

Protected characteristics

- 3.4 The Act defines a number of characteristics which are protected: -
- (a) Age
 - (b) Disability
 - (c) Gender reassignment
 - (d) Marriage and civil partnership
 - (e) Pregnancy and maternity
 - (f) Race
 - (g) Religion or belief
 - (h) Sex
 - (i) Sexual orientation

- 3.5 In addition there are also a number of other laws and regulations that govern how we aim to tackle and reduce hate crime and harassment. The following is a summary of the legislative framework.

- **The Domestic Violence, Crime and Victims Act 2004** – As part of this act the Victims Code of Practice came into affect from April 2006 giving victims the right to information about the crime within specified timescales. It also sets out the minimum

levels of enhanced services that should be offered to “vulnerable” victims of crime by criminal justice agencies.

- **The Anti-Social Behaviour Act 2003** – This act provides the legislative framework for practitioners to tackle anti-social behaviour.
- **The Criminal Justice Act 2003** – This act created a range of new racially and religiously aggravated offences and introduced tougher sentences for offences motivated by hatred of a victim’s sexual orientation or disability.
- **The Powers of Criminal Courts (Sentencing) Act 2000** – This act requires the court to consider racial or religious hostility as an aggravating factor when sentencing for an offence.
- **The Crime and Disorder Act 1998 (Amended by the Anti-Terrorism, Crime and Security Act 2001)** – This act covers offences of assault, ABH, criminal damage, public order and harassment that can be shown to be religiously or racially aggravated.
- **The Football Offences Act 1991** (Amended by section 9 of the Football (Offences and Disorder) Act 1999) – This act is specific to football chants that are deemed hateful towards religious groups.

4.0 The National Context

4.1 Hate crime and harassment is recognised as a national issue, and the government has produced a Cross-Government Action Plan for tackling hate crime. In 2009/2010 nationally there were:

- 2,376 recorded offences of racially or religiously aggravated harassment;
- 23,235 recorded offences of racially or religiously aggravated public fear, alarm or distress;
- 3,515 recorded offences of racially or religiously aggravated ABH and other injury;
- 223 recorded offences of racially or religiously aggravated inflicting GBH without intent;

- 3,249 recorded offences of racially or religiously aggravated criminal damage.²
- 4.2 In the four years ending March 2009, nationally over 42,000 defendants were prosecuted for hate crime. The conviction rate increased from 74% in 2005/06 to 82% in 2008/09.³
 - 4.3 The majority of perpetrators of hate crimes are male. 75% of hate crime defendants fall under the category “White British”. 25% of hate crime cases involve under-18s and 15% young men and boys.⁴
 - 4.4 83% of hate crime prosecutions in 2008/09 were either “offences against the person” or public order offences. A further 5% were criminal damage.⁵
 - 4.5 Current victim demographic information is less than comprehensive. Where gender is known, men formed the largest proportion of victims across all strands, at 68% of total victims.⁶
 - 4.6 Honour crimes are also a key national issue. The number of murders, rapes and assaults on people who break strict religious or cultural rules is doubling every year. Up to two violent honour crimes are being committed every day and up to twelve honour killings are being committed every year.⁷
 - 4.7 Disability crime includes crimes against those with learning difficulties or other mental health issues. Research by Mind found that 71% of people with mental health needs had been subjected to a disability hate crime at least once in the preceding two years. Mencap’s “Living in Fear” survey found that 88% of people with learning disabilities had been subjected to a disability hate crime or incident in the preceding year and that the effect on them can be “cumulative and devastating”.⁸

² [Crime in England and Wales 2009-2010](#)

³ Natale, Lara, Civitas Institute for the Study of Civil Society 2010, “*Factsheet: hate Crime*”, p2;

⁴ *Ibid*, p3;

⁵ *Ibid*;

⁶ *Ibid*;

⁷ Natale, Lara, Civitas Institute for the Study of Civil Society 2010, “*Factsheet: hate Crime*”, p4

⁸ Mencap, *Living in Fear*, 2000

- 4.8 However, these statistics are believed not to reflect the true extent of the problem. It is difficult to determine the exact level of under-reporting of hate crime. In 2007/08 the overall number of racist incidents recorded by the police in England and Wales was 57,055. However, an estimate based on data from the British Crime Survey (BCS) put the number of racist incidents at around 207,000 during this period, reflecting the potential scale of under-reporting.⁹ Stonewall's *Homophobic Hate Crime: The Gay British Crime Survey 2008* states that three in four victims of homophobic hate crimes did not report them to the police.¹⁰
- 4.9 Various studies have been carried out to gain an understanding of why hate-crime is so largely under-reported. A number of reasons for non-reporting have been put forward:
- the victim does not understand that a crime has taken place;
 - a lack of confidence in the police and/or the criminal justice system;
 - victims do not understand the reporting options available to them;
 - victims feel that hate crimes occur too frequently to report;
 - victims feel that what happened was not serious enough to report;
 - victims feared that they would be victimised for reporting and there may be retribution or an escalation of incidents as a result.
- 4.10 Whatever the reason, the outcome remains the same – crimes are not reported and perpetrators are not brought to justice, and remain potentially able to reoffend. This strategy sets out to improve awareness of the importance of reporting hate crimes and incidents and the options available by which to do so.
- 4.11 Under reporting is also an issue in honour crimes. Charities which help victims of honour crimes say the true extent of the problem as every year hundreds of victims, the majority of whom are female, are too frightened to report attacks or give evidence. Often cases can be unresolved due to the unwillingness of family, relatives and communities to testify. A 2006 BBC poll for the Asian Network found that one in ten of the 500 young Asians polled said that they

⁹ HM Government, *Hate Crime: The Cross-Government Action Plan 2009*, p.9;

¹⁰ Dick S, *Homophobic Hate Crime: The Gay British Crime Survey 2008*, Stonewall, p.20;

could condone the murder of someone who dishonoured their family.¹¹

5.0 The Halton Context

- 5.1 Tackling hate crime forms a key part of our approach to making Halton a safer place to live. Harassment is recognised as one of the major contributing factors to unnecessary stress. It often leads to depression for the victim and can have a devastating effect on their quality of life. The same can be said for hate crime victims.
- 5.2 Partners have been working to ensure that the data reported through an established framework is robust, and that everyone involved understands what exactly is being reported, where and how often. There has also been a combined effort to raise the awareness of hate crime incident reporting and to ensure colleagues, and Halton's residents, are clear about how to report and what to report. In 2009 the Partnership also contributed towards the printing and delivery, locally, of a national hate crime leaflet with an 0800 number.
- 5.3 Tackling hate crime is an intrinsic part of the Halton LGBT (Lesbian, Gay, Bisexual, Transsexual) Strategy. This strategy is being prepared as part of our Children's Trust Equality and Diversity action plan. Despite the origins as a Children and Young People initiative the strategy will benefit the whole LGBT community. A hate crime reporting campaign is being undertaken and a number of actions have already been completed.
- 5.6 Traditionally Halton doesn't have the more ethnically diverse communities that neighbouring local authorities have, and therefore the cohesion issues differ. However Halton Borough Council and Partners have been part of a clear effort to engage and empower local communities, focusing on any issue which may marginalise an individual or community.
- 5.7 Data on reported hate crimes and incidents in Halton is available for quarters 2, 3 and 4 of 2009/10. In this nine month period 60 hate crime incidents were recorded.
45 of these met the criteria to be investigated as a hate crime. 52

¹¹ Natale, Lara, Civitas Institute for the Study of Civil Society 2010, "Factsheet: hate Crime", p4

of these were linked to race, and 8 of these were linked to sexuality. No reported incidents linked to disability or religion were recorded – which is most likely indicative of the scale of under-reporting rather than a tangible success.

6.0 Current Reporting Arrangements

6.1 There are a number of methods by which a member of the public may report a hate crime:

- An emergency call to the police;
- A non-emergency call to the police;
- In person to the police;
- Through the police force website;
- Via the True Vision website;
- Via the post to the police;
- Through a third party reporting centre;
- Through a referral from another agency in the borough.

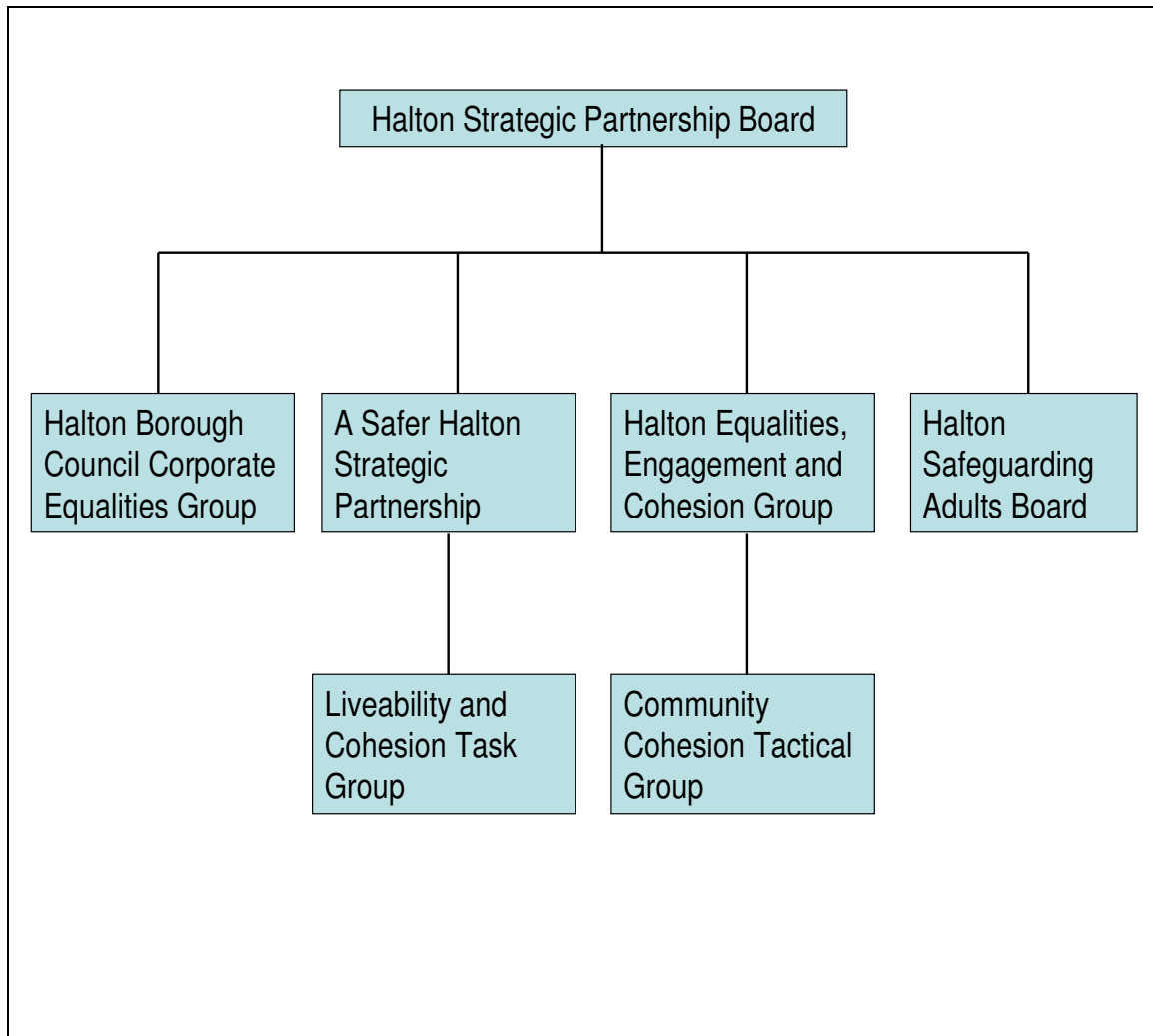
6.2 Reporting centres are open across the borough. For a full list, see appendix B.

6.3 Reporting centres are a way to overcome the communication boundaries that sometimes exist between the police and local communities. They enable victims of hate crime to report their incident in an environment of their choosing where they feel confident. Victims are able to report anonymously which will still enable the police to gather information on the levels of hate crime and hot spots to information share. The centres ensure a victim led approach and also ensure victims who may not have previously reported incidents get the relevant help and support they require. Reporting centres provide a clearer picture on what is happening and where. This allows police resources, communities and agencies to work together to tackle hate crime. The main difference with the third party reporting is that a person who is not the victim can report an incident, as a witness or on behalf of the victim.

6.4 Nominated staff within each reporting centre have received training and support on dealing with reports of hate crimes and incidents from Cheshire Police. There is an electronic form which is completed within the centre and submitted to the relevant Cheshire

Police officer (Appendix C). The designated officer inputs the information on to the force’s system and the normal operating procedures then apply. Incidents are coded by Cheshire Police to clearly differentiate reported incidents into hate “crimes” and hate “incidents”.

6.5 Data on reported crimes and incidents is reported through the Halton Partnership via this framework:



6.6 A Community Cohesion Officer group has been established, drawn from across the Partnership that adds front line operational information to the quantitative data. This provides a current picture of Halton’s communities and an opportunity to share intelligence on any community tensions. This supports a multi-agency proactive approach to supporting strong and resilient communities. A Community Cohesion Contingency Plan has been produced. Membership of the group consists of Registered Social Landlords,

Police, Fire, Third Sector, PCT, Local Authority colleagues from schools and adult learning, and other Partners can be co-opted according to need.

7.0 Aims and Objectives

7.1 This strategy sets out six key aims in relation to reducing hate crime in Halton.

- Aim 1: To improve statutory, voluntary and community service providers' responses to hate crime;
- Aim 2: To increase the reporting of hate crime;
- Aim 3: To increase the number of offenders brought to justice
- Aim 4: To improve victim safety;
- Aim 5: To reduce the tolerance of hate crime;
- Aim 6: To prevent hate crime.

7.2 Aim 1: To improve statutory, voluntary and community service providers' responses to hate crime.

- Develop standardised protocols and guidance which cover structures, referrals, data and information management;
- Develop and monitor robust performance measures;
- Develop a commissioning framework to effectively tackle hate crime.

7.3 Aim 2: To increase the reporting of hate crime.

- Raise the profile of hate crime through publicity and media;
- Promote events to raise awareness of hate crime support services;
- Increase the possibilities available to children and young people to report hate crime.

7.4 Aim 3: To increase the number of offenders brought to justice.

- Strengthen a systematic and coordinated approach to the detection, arrest, conviction and effective sentencing of offenders.

7.5 Aim 4: To improve victim safety

- Strengthen multi-agency networks enabling front line practitioners and services to disseminate information and good practice.

7.6 Aim 5: To reduce the tolerance of hate crime.

- Ensure that tackling hate crime is integrated into relevant strategies and plans;
- Promote the development and evaluation of hate crime policy within statutory, voluntary and community sector organisations.

7.7 Public agencies need to recognise that hate crime is a key issue and needs to be addressed in all areas of their work. This needs to be addressed throughout all community plans and all working strategies targeted towards improving community relations and cohesion.

7.8 Aim 6: To prevent hate crime.

- Support the development of hate crime training and awareness according to need;
- Increase service user and community involvement in the development of hate crime policy and practice;
- Support the development of hate crime reduction work with children and young people.

8.0 Delivery of the Strategy

8.1 It is important to keep local communities informed of what actions are being undertaken. It is essential that this strategy, and the progress in its delivery, is shared and discussed with the residents of Halton, through all appropriate means and forums.

8.2 This strategy is an active and working document. It has been developed to bring about further and real improvements in tackling hate crime and harassment in Halton local communities and neighbourhoods.

9.0 Measuring our Success

- 9.1 Success of the actions contained within this strategy will be partly monitoring via the Cheshire Police's Satisfaction Survey, which will indicate if people are satisfied with the service received.
- 9.2 Additionally, hate crime and incident statistics provided by the dedicated Cheshire Police Officer will be monitored to evaluate the success of this strategy, both in relation to the number of incidents reported and the number of crimes detected.
- 9.3 Consultation with victims and residents will provide an additional measure of success.

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10.0 Action Plan

Aim 1: To improve statutory, voluntary and community service providers' responses to hate crime.

Action	Lead agency/officer	Target date	Outcomes	Current status
Develop standardised protocols and guidance which cover structures, referrals, data and information management, and regular reporting.	Safer Halton Partnership/Corporate and Organisational Policy (Debbie Houghton/Shèlah Semoff)	Completed	Quarterly reporting to various Partnership and Council groups.	Work has been ongoing for over 2 years to improve systems.
Create a multi-agency training programme on hate crime for key statutory, community and voluntary service providers.	Cheshire Police (Debbie Arden)	Completed	Increased organisations/agencies which are community reporting centres	
Review Partners' Human Resources Bullying and Harassment Policy To ensure that Partners' bullying and harassment policies reflect and incorporate all harassment (including hate crime).	Corporate and Organisational Policy (John Gallagher/Shèlah Semoff)	End of 2011	Consistent information across the partnership.	Part of a wider work plan looking at Work Force Development. Work to be done via Partnership's Equalities Group.
Explore whether Partner existing customer	Corporate and Organisational Policy	End of 2011	Consistent information across the partnership.	Work to be done via Partnership's

relationship management database is suitable for monitoring hate crime and incidents and develop a central reporting system to log Hate Crime.	(Shèlah Semoff)			Equalities Group.
Carry out mystery shopper survey of 3rd party Hate Crime Reporting Centres to ensure that all centres remain up to date.	Police Authority	Completed		Awaiting the results.
Develop best practice guidelines on harassment for inclusion in employer policies and procedures.	Corporate and Organisation Policy (John Gallagher/Shèlah Semoff)	Dec 2011	Consistent information across the partnership.	Part of a wider work plan looking at Work Force Development. Work to be done via Partnership's Equalities Group.

Aim 2: To increase the reporting of hate crime

Action	Lead agency/officer	Target date	Outcomes	Current status
Develop a school reporting system that incorporates all bullying information and details on hate incidents.	Schools/Cheshire Police (Dave Gordon)	Dec 2012	Reduce the duplication of reporting mechanisms.	Sharps system in all secondary schools but not primary.
Produce a comprehensive directory of services through which victims can report hate crime and distribute throughout the community, including organisation, address, contact numbers and a named co-ordinator.	Safer Halton Partnership	Dec 2012	Raising awareness of reporting processes within communities.	Work to be done via Partnership's Equalities Group.
Raise awareness of hate crime reporting options and services in the Borough for victims of hate crime throughout Council and Partner locations through a directed marketing campaign.	Safer Halton Partnership/all Partners/CoE for Marketing and Communications.	December 2011	Raising awareness of reporting processes within communities.	A low key campaign is to be carried out using Partners existing communication methods.
Develop an assessment to assist organisations and their front line staff to determine the appropriate course of action for reported incidents of hate crime and harassment.	Safer Halton Partnership/Safeguarding Boards	April 2012	More detailed monitoring of incidents, which can be used to target "hot spots", i.e. night time	Halton intends to combine specific hate crime elements to safeguarding training and raising

			economy.	awareness.
Review information on Halton website and update as necessary, ensuring there is sufficient information on what constitutes a hate crime, how to report it and where to go for advice and support. Ensure that all contact numbers and links are up to date.	Community Safety/Corporate and Organisation Policy	Completed		
Ensure all third party reporting organisations have received training in third party reporting.	Cheshire Police/HSP Partnership Officer	Dec 2011	Consistent information across the partnership.	Still need to engage with Children's Centres and more 3 rd groups.
Promote witness reporting of hate crime via a marketing campaign.	Safer Halton Partnership	Dec 2012	Raising awareness of reporting processes within communities.	A low key campaign is to be carried out using Partners existing communication methods.

Aim 3: To increase the number of offenders brought to justice

Action	Lead agency/officer	Target date	Outcomes	Current status
Improve engagement between the Police and CPS to deliver on bringing more offenders to justice.	Cheshire Police (Dave Gordon)	April 2012	Increased confidence within communities.	
Increase in the number of enforcement action (such as injunctions, evictions, ASBOs, sanctioned detections, evictions, etc.) taken against perpetrators of hate crime across tenure.	Community Safety Team/Police ASB Unit	April 2012	Increased confidence within communities.	
Review the contribution of CCTV to the detection and prevention of hate crime, including appropriate tasking and the alignment of CCTV to the distribution of incidences of hate crime in the Borough.	Community Safety Team/HBC	December 2011	Identification of potential "hot spots".	

Aim 4: To improve victim safety

Action	Lead agency/officer	Target date	Outcomes	Current status
Inclusion in Directory of Services for victims and witnesses.	Safer Halton Partnership/ victim support officer	Dec 2012	Raising awareness of reporting processes within communities.	
Inclusion in existing feedback systems to monitor victim evaluation and satisfaction levels.	Safer Halton Partnership/victim support officer	April 2012	Better monitoring and increased confidence within communities.	
Explore opportunities for victims to be involved in future development of support services.	Safer Halton Partnership/ victim support officer	April 2012	Resident involvement with service development.	Perhaps to be included in the victims support group?

Aim 5: To reduce the tolerance of hate crime

Action	Lead agency/officer	Target date	Outcomes	Current status
Develop a communication campaign to encourage local communities to be involved in tackling hate crime.	Halton BC Community Safety/Marketing/Safeguarding Boards	Dec 2011	Raising awareness of reporting processes within communities. Resident involvement with service development.	It's been suggested that this should be incorporated into the work of the safeguarding boards rather than a separate piece of work. Discussions currently under way with relevant managers.
Work with relevant and appropriate groups and organisations to raise awareness and empower vulnerable groups in challenging hate crime and harassment (such as people with learning disabilities).	Safer Halton Partnership/Safeguarding Boards	April 2012	Raising awareness of reporting processes within communities. Resident involvement with service development.	It's been suggested that this should be incorporated into the work of the safeguarding boards rather than a separate piece of work. Discussions currently under way with relevant managers.
Publish annual statistics about the prevalence of hate crime and harassment.	Community Safety Team/HBC	July 2011	Raising awareness of reporting processes within	Discussions underway to include the hate crime stats as part of the

			communities, and increased confidence.	documentation that has to be published as part of the Equality Act 2010 requirements.
Raise awareness of Hate Crime through networking, open days and one off events.	Safer Halton Partnership/All Partners	Dec 2011	Raising awareness of reporting processes within communities, and increased confidence.	Need to ensure we piggy back onto existing events rather than create new ones.
Promote Hate Crime work at Locality Area Forums, PACT Panels and other local area based meetings.	Safer Halton Partnership/Area Forums	April 2012	Raising awareness of reporting processes within communities, and increased confidence.	HBC colleagues are looking at how this can be shared with the leads for locality working.

Aim 6: To prevent hate crime

Action	Lead agency/officer	Target date	Outcomes	Current status
Develop links with any emerging 'Friendship Groups' for migrant workers to understand issues and raise awareness of issues within these developing communities.	Community Safety/All Partners	Dec 2011	Raising awareness of reporting processes within communities, and increased confidence.	
Collect, review, monitor and report on performance hate crime data from Police, Victim Support, the Courts and all partner organisations on a quarterly basis.	Cheshire Police	Dec 2011	Better monitoring and increased confidence within communities.	Discussions are also ongoing with colleagues in HBC to map these issues, as well as include them in the JNSA.
Develop regular reports on the levels of hate crime, sanctioned detection rates, perpetrator profiles and Borough hotspots.	Cheshire Police	Completed	Better monitoring and increased confidence within communities.	A designated Police Officer currently reports on figures quarterly.
Produce Hate Crime profile for the Strategic assessment and use to assess information on: <ul style="list-style-type: none"> • Victims; • Offender; • location. 	Community Safety/Police	April 2012	Better monitoring and more targeted service delivery if required.	Discussions are also ongoing with colleagues in HBC to map these issues, as well as include them in the

				JNSA.
Promote to schools and youth centres what existing resources are available on hate crime and harassment for inclusion and building on the work around PSHE, Citizenship and anti-bullying curriculum activities.	Safer Halton Partnership	Dec 2011	Raising awareness of reporting processes within communities, and increased confidence.	There is closely liaison with the Safer Schools group, and support from the Partnership team to encourage schools to sign up to the Sharps system.
Consult with victims and residents about their experiences of hate crime and harassment and the response of the relevant authorities.	Safer Halton Partnership/Operational Groups	April 2012	Resident involvement with service development.	Blue Lamp Reassurance project will support this work.

Appendix A – Potential Actions against Offenders

Alternative Dispute Resolution (ADR) – Ways of settling disputes without going to court. Mediation is the most common form of ADR and involves a trained mediator guiding those involved to an agreed settlement.

Acceptable Behaviour Contracts (ABCs) – A written voluntary agreement between the perpetrator and the appropriate agencies, placing restrictions on the perpetrator's behaviour.

Undertaking – A promise to the court by the perpetrator regarding their future conduct. A breach of an undertaking is considered as contempt of court and could lead to a fine or up to two years imprisonment.

Injunctions – An order granted by a civil court that compels the perpetrator to do certain things, or forbids the perpetrator from entering certain areas. A breach of an injunction could lead to a fine or up to two years imprisonment.

Anti-Social Behaviour Orders (ASBOs) – An order granted, usually by the Magistrates Court, restricting the behaviour of the perpetrator. Breach of an ASBO is a criminal offence, which carries a maximum sentence of 5 years imprisonment.

Demotion Orders - An order granted in the County Court (civil) applicable where the perpetrator is an assured or secure tenant. The order brings that tenancy to an end and replaces it with a less secure demoted assured shorthold tenancy, removing various rights and benefits, for a period of 12 months. Breach of the assured shorthold tenancy within the 12 month period can result in the landlord obtaining possession.

Possession Orders - An order granted by the County Court (civil) requiring the occupant of a property to vacate that property by a certain date. The enforcement of a possession order can be postponed or suspended upon terms where appropriate.

Forfeiture of Lease - A landlord can seek to end the lease and repossess the property because the lease conditions have been broken. As this applies to leaseholders who in effect own their homes this remedy is only likely to succeed in very serious cases.

Appendix B – Current Hate Crime Reporting Centres in Halton

<p>Riverside College (Cronton) Cronton 6th Form Campus Cronton Lane Widnes Cheshire WA8 5WA</p>	<p>Riverside College (Runcorn) Runcorn Campus Campus Drive Runcorn Cheshire WA7 4RE</p>
<p>Riverside College (Kingsway) Kingsway Campus Kingsway Widnes Cheshire WA8 7QQ</p> <p>Open for students</p>	<p>Halton Speak Out The Old Police Station Mersey Road Runcorn Cheshire WA7 1DF</p> <p>Phone No: 01928 588 526</p>
<p>Liverpool Housing Trust Priory House, Northway Runcorn, Cheshire, WA7 2FS Phone: 01928 796000</p> <p>Open for Liverpool Housing Trust tenants</p>	<p>Affinity Sutton Housing (Widnes) 265 Cherrysutton Estate Widnes WA8 4TH Phone: 0845 217 8601</p> <p>(Open for all tenants on Wednesdays only)</p>
<p>Gay and Lesbian Youth Service Phone: 07747 473 829 for further information.</p> <p>Open for all LGBY young people</p>	<p>Riverside Housing Halton Brook Avenue Halton Brook Runcorn Cheshire WA7 2NW</p> <p>All tenants of Riverside</p>
<p>Halton Citizens Advice Bureau – Widnes Office Unit 3, Victoria Buildings Lugsdale Road Widnes, WA8 6DJ</p> <p>Open to All</p>	<p>Halton Citizens Advice Bureau – Runcorn Office</p> <p>Ground Floor Grosvenor House Runcorn, WA7 2HF</p> <p>Open to All</p>

<p>Ditton Youth and Community Centre Dundalk Road Widnes Cheshire WA8 8DF Club Tel No: 0151 420 0001</p> <p>Outreach mobile number is 07724 615 988</p>	<p>Chapelfield Youth Club Chapelfield Community Centre Wilsden Road Hough Green Widnes WA8 7XS Club Tel No: 0151 495 1662</p> <p>Outreach mobile number is 07724 615 988</p>
<p>Murdishaw Youth Club Moorings Close Runcorn Cheshire WA7 6DQ Club Tel No: 01928 710 273</p> <p>Outreach mobile number is 07821 396 977</p>	<p>Palacefields Community Centre The Uplands Runcorn Cheshire WA7 2UA Club Tel No: 01928 797784</p>
<p>Widnes Youth Centre c/o Kingsway Learning Centre Victoria Road Widnes Cheshire WA8 7QW</p> <p>Club Tel No: 0151 471 7351</p>	<p>West Bank Youth Club Transporter House Mersey Road Widnes WA8</p>
<p>Warrington Road Youth Centre C/O Kingsway Team Naylor Road Widnes WA8 0BS</p>	<p>Grangeway Youth & Community Centre Grangeway Runcorn Cheshire WA7 5HA</p> <p>Club Tel No: 01928 583 320</p>

<p>West Runcorn Youth Centre Russell Road Weston Point Runcorn Cheshire WA7 4DP</p> <p>Club Tel No: 01928 581 722</p>	<p>Duke of Edinburgh West Runcorn Youth Centre Russell Road Weston Point Runcorn Cheshire WA7 4DP</p> <p>Club Tel No: 01928 581 722</p>
<p>Castlefields Community Centre (Gayle Pickering) Chester Close Castlefields Runcorn WA7 2HY</p> <p>Phone No: 01928 563 839</p>	<p>Upton Community Centre (Ste Grice) Hough Green Road Widnes WA8 4PF</p> <p>Phone No: 0151 423 1386</p>
<p>Staff with Halton's One Stop Shops have also been trained. These are drop-in facilities and do not have phone numbers:</p>	
<p>Widnes Direct Link One Stop Shop 7 Brook Street Widnes Cheshire WA8 6NB</p>	<p>Halton Lea Direct Link One Stop Shop Concourse Level Rutland House Halton Lea Runcorn WA7 2ES</p>
<p>Runcorn Direct Link One Stop Shop Church Street Runcorn Cheshire WA7 1LX</p>	
<p>Staff within Halton's Direct Link Contact Centres have also been trained and can be contacted via the Council's main number:</p> <p>0303 333 4300</p>	
<p>True Vision Website (owned by the Association of Chief Police Officers)</p> <p>www.report-it.org.uk</p>	

Appendix C: Third Party Reporting Form



ELETRONIC FORM FOR COMPLETION

Please e-mail to

hate.crime.reporting@cheshire.pnn.police.uk

ABOUT THE INCIDENT

Are you the victim or a witness?

- Victim Witness Third party

What do you think motivated this crime?

- Racism Faith Disability
- Homophobia (sexual orientation) Transphobia (gender)

Tell us about the incident in your own words, giving as much detail as possible *(please use a separate sheet if necessary):*

DRAFT

When did the incident take place?

Time Day Date

Where did it happen?

Street name / location

Town / City

Were there any injuries?

Yes (if 'yes' please give details)

No

Did any loss or damage to property result from the incident?

Yes (if 'yes' please give details)

No

ABOUT THE VICTIM

Age

Gender

First language

(please state whether you require a translator.)

To help us deal with hate crime correctly, please tick how you would describe yourself.

Faith

- Buddhist
- Christian
- Hindu
- Jewish
- Muslim
- Rastafarian
- Sikh
- Other
- No religion
- Prefer not to say

Sexual Orientation

- Heterosexual
- Bisexual
- Gay/Lesbian

Ethnicity

- White British
- White Irish
- Any other white background
- White & Black Caribbean
- White & Black African
- White & Asian
- Any other mixed background
- Indian
- Pakistani
- Bangladeshi
- Black Caribbean
- Black African
- Any other black background
- Chinese
- Any other ethnic group
- Gypsy
- Traveller community
- Prefer not to say

ABOUT THE OFFENDER(S)

How many offenders were there

Do you know them?

Yes

No

If 'yes' please give names and if possible addresses).

Can you give a description?

(Consider age, gender, height, ethnicity, build and clothing).

Please describe any distinguishing marks or features about the person.

Was a vehicle used?

Please describe the vehicle e.g. colour, make, model

PERSONAL DETAILS

The details you have provided to us so far will be recorded for monitoring purposes.

If you wish this incident to be investigated please include how you would prefer to be contacted.

Your name

Your address

Postcode

Telephone number

E-mail

Please tell us how you would prefer to be contacted e.g. only at a certain time or location.

Agency contact for help and support

Do you agree to this information being passed to your local agency partnership?

Incident details only

Yes

No

My details

Yes

No

Office use

REPORT TO:	Executive Board
DATE:	30 June 2011
REPORTING OFFICER:	Strategic Director – Policy and Resources
SUBJECT:	Changes to Procurement Standing Orders
WARD(S)	Borough-wide

1.0 PURPOSE OF THE REPORT

- 1.1 To present proposed changes to the Councils Constitution Part 5 – Procurement Standing Orders and rationale for this proposal as to how this will improve procurement practice across the Council and deliver savings.

2.0 **RECOMMENDED: that the Executive Board recommends Council to approve changes to Procurement Standing Orders set out in Appendix 1**

3.0 SUPPORTING INFORMATION

- 3.1 As part of the Council's Procurement Strategy the Procurement Division has been actively seeking new ways to improve procurement practice across the Council in order to reduce spend and the bureaucracy of processes in line with the principles of EU Public Procurement Contract Regulations 2006. The EU Principles state; to seek fair, transparent non-discriminative and competitive trading.

Current Procurement Standing Orders states differing thresholds of spend to allow officers to procure goods, services and works. These thresholds currently are:

- Up to £1000: Advisable for quotations to be sought.
- £1,001 - £50,000: Must seek three quotations via the Chest (Due North) E sourcing system.
- £50,001 - £1M: Must follow a formal tender process and in line with EU Public Procurement Contract Regulations in terms of the Official Journal of the European Union (OJEU) requirements. (Thresholds £156,442 goods and services and £3,927,260 works).

These three elements are the only parts of Procurement Standing Orders with proposed changes in terms of value with some consequential procedural changes also required if accepted. No amendments are proposed to the remaining parts of Procurement Standing Orders including the requirements for waivers and or emergency procedures etc.

It is proposed that Standing Orders be revised to amend the thresholds from £50,000 to the OJEU threshold for goods and services of £156,442. Appendix 2 shows this in diagrammatic form. In addition by moving this threshold it will allow both officers in Directorates and the Procurement Team the ability to take a less bureaucratic process to seek quotations via the Chest rather than follow a formal tender

3.2

The benefits to businesses, especially SME's, are

- ALL transactions will go via the Chest above £1k which is the commitment declared publically in 2010.
- The processes for procuring under £156,442 will be simplified, less rigid and allow more of a dialogue with the bidders to get the best deal for the Council.
- The time involved in formal tenders is prohibitive for bidders and the process is drawn out and rigid in terms of flexibility e.g. where a bidder makes a simple mistake of not adding a policy or evidencing insurance due to the cumbersome process they are expected to follow currently means they are disqualified from tendering.
- The law allows Councils to abide by their own Standing Orders below £156,442 therefore we should abide by the principles of EU Regulations to adapt our own Constitution.
- Businesses can view all the Council's trading opportunities for quotations both simple and advanced via the Chest. Allows complete transparency.
- They will receive automatic notification of trading opportunities via the Chest.
- The simplified process, and reduction in their costs.

3.3 Advantages to the Council:

- Capturing all spending decisions via the Chest thus enabling the Procurement Division to support/coordinate all spending activity before the commitment is made i.e. contract is drawn or purchase order placed.
- Fully embed the use of the Chest as per Standing Orders.
- All spending activity via the Chest to deliver complete transparency and opportunity to the business community.
- Simpler for officers to embrace and less time consuming.
- All judgement of spending decisions based around risk.
- Quicker realisation of spend reductions via procurement team.
- Best and Final Offer (BAFO) negotiation, gives the opportunity to challenge price where with current tender processes, allows only acceptance of formal price submissions as this has been measured against other bidders. More of a dialogue process to be developed. This will be done in conjunction with assessing quality.
- All procurement over £1,000 via the Chest unless an emergency reactive decision is required. This ensures a robust audit trail and removes risk or error or breach of Standing Orders.

4.0 **POLICY IMPLICATIONS**

4.1 To be implemented in year into the Procurement Standing Orders as part of Halton BC Constitution.

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

5.1 **Children and Young People in Halton**

Supports the efficiency agenda thus re-directing cash towards savings target for the Council.

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

Supports the efficiency agenda thus re-directing cash towards savings target for the Council. Support SME business community to trade with the Council.

5.3 **A Healthy Halton**

Supports the efficiency agenda thus re-directing cash towards savings target for the Council. Allows greater investment to boost the local economy.

5.4 **A Safer Halton**

Supports the efficiency agenda thus re-directing cash towards savings target for the Council.

5.5 **Halton's Urban Renewal**

Supports the efficiency agenda thus re-directing cash towards savings target for the Council.

Supports the local business community in terms of accessing trading opportunities.

6.0 **RISK ANALYSIS**

6.1 The above proposal will ensure the risk of non-compliance of Procurement Standing Orders is significantly reduced as follows:

- Compliance with Procurement Standing Orders will stand robustly across the Council.
- All procurement will have a clear audit trail and will take account of the principles of EU Regulations for spend below the OJEU thresholds thus supporting a robust assessment of specified requirement, commercial acumen and ability, financial stability as well as assessing both quality and price as well as ensuring a fair, transparent and competitive process.
- Training and briefing sessions will be provided with a phased approach to monitoring and auditing activity to challenge and embed practice.
- No change to the powers or reporting to Executive Board Sub Committee in terms of Preliminary Estimate Reports required for

spend over £1M or waivers.

7.0 EQUALITY AND DIVERSITY ISSUES

7.1 The Council will continue to promote and rigorously test against equality and diversity as with the current formal tender process in line with EU principles.
This E-Tendering system promotes transparency and equal access to trading opportunities with Halton BC.

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

8.1 None identified.

PROCUREMENT STANDING ORDERS

GLOSSARY OF TERMS

Central Purchasing Body means a contracting authority which:

- (a) acquires goods or services intended for one or more contracting authorities;
- (b) awards public contracts intended for one or more contracting authorities; or
- (c) concludes framework agreements for work, works, goods or services intended for one or more contracting authorities.

Contract – An agreement between the Council and any other party made by executing a Formal Agreement or issue of a Letter of Acceptance or Official Order for the procurement of all supplies, services or works by the Council, or carrying out works for the Council.

Electronic Procurement Systems – The process of tendering for goods and services via electronic media.

European Union Public Procurement Rules - The Public Contract Regulations specify a value threshold below which contracts are exempt. However, contracts are still bound by the general requirements of EU law including transparency and not to discriminate against contractors from other EU Member States. The Regulations also indicate how contract values should be estimated for these purposes. The thresholds are reviewed every two years.

Framework Agreements - A Framework Agreement is an agreement between one or more contracting authorities and one or more suppliers/contractors, the purpose of which is to establish the terms governing contracts to be awarded during a given period, in particular with regard to price and where appropriate, the quantity envisaged (call offs).

Invitation to Tender (ITT) – the invitation issued by the Council to potential suppliers to submit a tender for a specific service, works or goods.

Liquidated Damages - When the parties to a contract agree to the payment of a certain sum as a fixed and agreed upon satisfaction for not doing certain things particularly mentioned in the agreement, the sum is called liquidated damages.

Matrix – an approach to appraisal of tenders or quotations which records stated criteria to assist in selection of the successful provider and which

where applicable indicates the weighting accorded to particular criteria. This usually takes the form of a table against which tenders are marked and the weighting of particular criteria applied.

Open Tendering – This method is used when it is considered cost effective and in the Council's interest to invite tenders from a wide range of potential contractors.

Partnering – A method of procurement. A relationship between two parties to a project in which they work openly and jointly to achieve common objectives, with defined performance targets. Partnering may be entered into as a one off project or a collection of projects.

Partnership – A Partnership is an agreement between two or more independent bodies to work collectively to achieve an objective.

Performance Bonds – Performance bonding is the process by which an Organisation requires a contractor to arrange for the provision of a bond, from a reputable finance institution, to provide the Council with financial compensation in the event of a contractor breaching its contractual obligations or going into receivership or liquidation.

Pre-Qualification Questionnaire (or PQQ) – the form of questionnaire approved by the Head of Procurement for completion by contractors who wish to receive an invitation to tender for a particular contract.

Procurement - The process of obtaining assets or services taking into account the life cycle of the assets or services.

Procurement Strategy – The Council has introduced a strategy that provides a framework for more effective procurement aligned with the requirements within the Constitution, namely Standing Orders Relating to Finance and Procurement Standing Orders.

Quotation – A request to a supplier for a price for goods or services.

Special Select List – A delegated Officer with responsibility for a particular contract may draw up a select list from an existing approved list (e.g. Constructionline). This may be used in a specialist contract and should include a list of criteria used as a basis for selection and how those criteria have been applied.

Standard Select List – This method should be used if there is no central or standing list or when those lists and the open method would not produce advantages to the Council. Public notice is given using newspaper or journals and the Procurement Web pages, informing potential contractors of the contract into which the Council wishes to enter and inviting those interested parties to apply for permission to tender.

Standing List - Compiled and maintained by an authorised body, e.g., Executive Sub Board Committee for specific categories of works.

Sub-contractor – A supplier that provides work or services to a main contractor as part of the contract.

Tender - A document used to award the most appropriate contract to the most suitable contractor to the Authority, taking into account the principles of best value.

PROCUREMENT STANDING ORDERS

PART 1 – STANDING ORDERS WHICH APPLY TO ALL CONTRACTS

1.1 BASIC PRINCIPLES

- 1.1.1 Introduction
- 1.1.2 Legal Compliance
- 1.1.3 Public Contract Regulations 2006
- 1.1.4 Procurement Documentation
- 1.1.5 Transparency and Non-Discriminatory
- 1.1.6 Transfer of Undertakings - Service Contracts
- 1.1.7 Contracts where the Council act as Agent
- 1.1.8 Works or Services already subject to Competitive Tender
- 1.1.9 Grouping of Contracts
- 1.1.10 Forfeiture in Case of Bribery etc.

1.2 OFFICER RESPONSIBILITIES

- 1.2.1 Adequate Budget Provision
- 1.2.2 Corporate Contracts
- 1.2.3 Procurement website
- 1.2.4 Performance Bonds
- 1.2.5 Works Contracts – Delay and liquidated damages
- 1.2.6 Breach of Procurement Standing Orders

1.3 COLLABORATIVE ARRANGEMENTS

- 1.3.1 Framework Agreements
- 1.3.2 Joint or Partnering Arrangements

1.4 E-PROCUREMENT

- 1.4.1 Electronic Tendering

1.5 RECORDS

- 1.5.1 Use of Official Orders
- 1.5.2 Single Quote/Tender Contracts

1.6 AWARD OF CONTRACT AND DEBRIEFING OF CONTRACTORS

- 1.6.1 Contract Award Basis
- 1.6.2 Briefing Contractors Post Award

1.7 CONTRACT PAYMENTS

- 1.7.1 Contract payments/settlements

- 1.7.2 Instalment Payments
- 1.7.3 Authorisation of Payments
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PROCUREMENT STANDING ORDERS

PART 1: STANDING ORDERS WHICH APPLY TO ALL CONTRACTS

1.1 **BASIC PRINCIPLES**

1.1.1 **Introduction**

These Standing Orders apply to all contracts and are made under section 135 Local Government Act 1972.

For the purposes of these Standing Orders a contract is an agreement for:

- The carrying out of works for the Council
- The purchase, leasing, or hiring of goods or materials by the Council
- The supply of consultancy and other services to the Council

Arrangements involving hire purchase agreements, finance leases or operating leases shall only be entered into in accordance with arrangements approved by the Operational Director – Finance.

1.1.2 **Legal Compliance**

All tendering procedures and contracts shall comply with all legal requirements and no officer or Committee or Board of the Council may seek to avoid them.

1.1.3 **Public Contract Regulations 2006**

All contracts must comply fully with the requirements of Public Contract Regulations 2006.

1.1.4 **Procurement Documentation**

All contracts and contractual processes shall comply with **the Procurement and E-Procurement Handbook, standard approved documentation**, the Council's Procurement Strategy and Procurement Policy.

1.1.5 **Transparency and Non-discriminatory**

The award process and structure of all contracts shall be transparent and non-discriminatory and shall comply with the Council's duties in relation to equality and diversity.

1.1.6 Transfer of Undertakings - Service Contracts

- (a) All relevant service contracts and contractual processes shall give effect to the obligations of the Code of Practice on Workforce Matters in Local Authority Service Contracts (ODPM Circular 03/2003).
- (b) All relevant service contracts shall incorporate the Clauses required by the Code of Practice on Workforce Matters in Local Authority Service Contracts (ODPM Circular 03/2003, Annex D).

1.1.7 Contracts where the Council act as Agent

Where the Council acts as the Agent of any other Local Authority or Public Body or company these Standing Orders shall apply unless the Principal in question instructs otherwise in writing.

1.1.8 Works or Services already subject to Competitive Tendering

Tenders will not be invited from external contractors when a DLO/DSO of the Council has won, in competitive tender, the right to provide the works, goods or services in question, but tenders must be invited by the DLO/DSO when they propose to sub-contract any element of such work, goods or services.

1.1.9 Grouping of Contracts

Where during any financial year or term of contract which does not coincide with a financial year, it is likely that the value of works, goods or services will exceed the values stated in these Standing Orders, such works, goods or services must be grouped into a single contract. No officer or Committee or Board of the Council may seek to divide potential contracts in order to avoid the requirements of this Standing Order.

1.1.10 Forfeiture in Case of Bribery or Corruption

There shall be inserted in every contract a clause empowering the Council to cancel the contract and to recover from the contractor the amount of any loss resulting from such cancellation, if the contractor shall have offered or given or agreed to give to any person any gift or consideration of any kind as an inducement or reward for doing or forbearing to do or for having done or having forborne to do any action in relation to the obtaining or execution of the contract or any person in relation to the contract or any other contract with the Council, or if the like acts shall have been done by any person employed by the contractor or acting on the contractor's

behalf (whether with or without the knowledge of the contractor), or if in relation to any contract with the Council the contractor or any person employed by the contractor or acting on the contractor's behalf shall have committed any offences under the Prevention of Corruption Acts, 1889 to 1916, or the Bribery Acts 2010, or shall have given any fee or reward, the receipt of which is an offence under Section 117 of the Local Government Act, 1972.

1.2 OFFICER RESPONSIBILITIES

1.2.1 Adequate Budget Provision

No Officer should seek to enter into a contract, or purport to enter into a contract, for the supply of works, goods or services unless there is adequate provision in the appropriate Capital Programme and/or Revenue Budgets.

1.2.1A The relevant Operational Director shall ensure that all candidates for a relevant contract are suitably assessed. The assessment process shall establish that the potential candidates have sound economic and financial standing and technical ability and capacity to fulfil the requirements of the Council.

1.2.1B The Council's form of Pre-Qualification Questionnaire shall be used for all contracts with a value of £50,000 and upwards.

1.2.2 Corporate Contracts

Before procuring goods or services, an Officer shall ascertain whether any corporate contract has been entered into in relation to those goods or services. Where such a corporate contract exists, the Officer may not enter into a separate contract except with the prior written approval of the Divisional Manager of the Procurement Centre of Excellence.

1.2.3 Procurement website

For all contracts having a value in excess of £50,000 the Operational Director responsible for that contract shall ensure that details of the goods, works or services are placed on the Due North website and the award decision reported to the Operational Director -Finance.

1.2.4.1 Performance Bonds

The relevant Operational Director shall in respect of **all** contracts consider the need for a performance bond after assessing the following factors:

- (i) potential risk in the absence of a bond;
- (ii) known technical difficulties associated with the project;
- (iii) the financial status of the contractor(s);
- (iv) the period of the contract; and
- (v) any costs associated with provision of the bond.

References to a Performance Bond in these Standing Orders shall be taken to include cash deposits, insurance or such other methods as the Operational Director - Finance may approve.

1.2.5 Works Contracts – Delay and liquidated damages

In the case of Works contracts where completion of the contract is delayed it shall be the duty of the relevant Officer under the contract to take appropriate action in respect of any claim for liquidated damages.

1.2.6 Breach of Procurement Standing Orders

Any breach or non-compliance with these Procurement Standing Orders must on discovery be reported immediately to the Chief Internal Auditor acting on behalf of the Operational Director - Finance. The Chief Internal Auditor shall decide whether each reported breach or non-compliance presents a significant risk of harm to the Council's interests and if satisfied that such risk exists shall undertake any necessary investigation and report the findings to the relevant Strategic Director, Operational Director - Finance, Operational Director and Monitoring Officer (Legal and Democratic Services) and Chief Executive, as appropriate.

1.2.7 Acceptance of Tenders other than the Lowest

It shall be clearly stated in all tender documents that the Council reserves the right:

- (a) to accept a tender other than the lowest
- (b) to decline to accept any tender

1.3 COLLABORATIVE ARRANGEMENTS

1.3.1 Framework Agreements

Procurement Standing Orders 2.2 to 2.6, 2.11 to 2.14, 3.1 to 3.7 and 4.1 will not apply where the works, products or services in question are to be procured by using a framework agreement which has itself been procured through compliance with these Standing Orders or from a Central Purchasing Body for the purposes of the Public Contracts Regulations 2006. Where a Central Purchasing Body's framework agreement is used the relevant Operational Director shall obtain copies of that Body's Contract and Award notices and from them shall verify the Body's compliance with the 2006 Regulations.

1.3.2 Joint or Partnering Arrangements

- (a) Joint or partnering arrangements between the Council and any other body or bodies shall be subject to the prior approval of the Operational Director and Monitoring Officer (Legal, and Democratic Services).
- (b) Where the Council is working in a joint or partnering arrangement with another body or bodies and, under that arrangement, is the commissioning body, Halton Borough Council's Standing Orders shall apply to contracts entered into under that arrangement.
- (c) Where the Council is working in a joint or partnering arrangement with another body or bodies and, under that arrangement, another body is the commissioning body, the Standing Orders of that other body shall apply to contracts entered into under the arrangement. Where the body has no such Standing Orders, the procedures applied by the other body shall comply with the principles and safeguards contained in Halton Borough Council's Standing Orders.
- (d) Where the Council is working in a joint or partnering arrangement with another body or bodies, the documentation for the arrangement shall include powers for the Council to have access to the records of that other body for the purposes of investigating or auditing compliance with the terms of the arrangement and with the relevant procurement rules.

1.4 E-PROCUREMENT

1.4.1 Electronic Tendering

Officers wishing to adopt electronic tendering shall use only The Chest - Due North system

1.5 RECORDS

1.5.1 Use of Official Orders

Contracts having a value not exceeding £5,000 may be placed using the Council's official order form or documented in such other manner as may be agreed by the Operational Director and Monitoring Officer (Legal and Democratic Services) and in such circumstances a formal contract may be dispensed with.

1.5.2 Single Quote/Tender Contracts

Where these Standing Orders provide(1.3.1, 1.3.2, 1.8, 4.1) for a contract to be entered into following direct invitation to only one contractor, a record of the arrangement shall be entered into the appropriate tender register as identified in these Standing Orders.

1.6 AWARD OF CONTRACT AND DEBRIEFING OF CANDIDATES

1.6.1 Contract Award Basis

Contracts shall in general be awarded on the basis of most economically advantageous tender (MEAT).

1.7 CONTRACT PAYMENTS

1.7.1 Contract payments/settlements

Contract payments/settlements shall be made in accordance with procedures referred to in the Standing Orders relating to Finance.

1.7.2 Instalment Payments

Where contracts provide for payment to be made by instalments the appropriate Operational Director shall maintain suitable records to show the state of account on each contract.

1.7.3 Authorisation of Payments

Payment to contractors shall be authorised by the Operational Director or, on their behalf, by an authorised certifying officer.

1.7.4 Authorisation of Variations

Variations to a contract shall be authorised in writing by the appropriate Operational Director or on their behalf by an authorised certifying officer.

1.7.5 Works Contracts – Final Certificate control

In the case of Works contracts a final certificate shall not be issued until the Chief Internal Auditor has, to the extent that it is felt necessary, examined all matters relating to the final account. This examination shall not remove or modify the responsibility of the appropriate officer under the contract.

1.7.6 Payments before Completion of Formal Contract

For contracts with a value in excess of £50,000 no payment shall be made by the Council to the contractor until formal Agreement has been duly signed by all parties unless specifically authorised by the Operational Director responsible for that contract.

1.8 WAIVER OF PROCUREMENT STANDING ORDERS

1.8.1 Emergency Procedures

Where urgent action becomes necessary as a result of some unforeseen emergency, the Chief Executive (or in the absence of the Chief Executive, the nominated deputy) may take such action and these Standing Orders shall be waived in respect of such action. Every use of this Standing Order shall be reported in writing to the next available meeting of the Executive Board Sub-Committee.

1.8.2 Executive Board / Executive Board Sub-Committee/ Mersey Gateway Executive Board approval

These Standing Orders may only be waived by the Executive Board/Executive Board Sub-Committee, and Mersey Gateway Executive Board for matters relating to the Mersey Gateway Project, in exceptional circumstances including, but not in any way limited by, the following:

- (a) where compliance with Standing Orders is not possible (e.g. due to there being only one possible contractor); or
- (b) where compliance with Standing Orders is not practicable for reasons of urgency which could not have reasonably been anticipated; or
- (c) where compliance with Standing Orders would result in a clear financial or commercial detriment to the Council; or
- (d) where compliance with Standing Orders would result in the Council having to forego a clear financial or commercial benefit; or
- (e) where compliance with Standing Orders is not practicable because the Council's requirements can only be delivered by a particular supplier; or
- (f) where compliance with Standing Orders would be inconsistent with partnership or special external funding arrangements.

In any report seeking waiver of Standing Orders the relevant Officer shall indicate the particular Standing Orders proposed to be waived, set out the business case supporting the proposal to waive, indicate how value for money, transparency, propriety and accountability would be achieved despite the waiver and indicate the position of the contract under the Public Contracts Regulations 2006.

The waiver of Standing Orders and the reason(s) for waiver shall be clearly recorded in the minutes of the Executive Board/Executive Board Sub-Committee.

Where certain Standing Orders are waived the relevant Officer shall comply with the remaining Standing Orders.

In cases where formal tendering requirements are waived the relevant Officer shall as far as is practicable demonstrate that competition, security, propriety and value for money have been achieved.

PART 2: STANDING ORDERS CONCERNING CONTRACTS EXCEEDING £1,000,000 IN VALUE

(Part 2 shall apply to all contracts exceeding £1,000,000 in value)

2.0.1 Contracts with a value exceeding £1,000,000 SOs 2.1 2.2, 2.3, 2.4, 2.5, 2.6 shall apply and advertising of such contracts must include advertising using Due North.

2.0.2 Contracts for works exceeding £3,927,260 must also follow EU Public Procurement Regs 2006 and Part 6 of Procurement SOs

2.1 Preliminary Estimate Report

Before entering into a Contract likely to exceed £1,000,000 in value the Executive Board Sub-Committee shall receive from the appropriate Officer a written report on the proposed contract which shall include an estimate in writing of the probable expense of executing the works, goods or services in a suitable manner.

The written report shall specify:

- (a) The whole life cost of the project, e.g. ongoing revenue costs associated with the project.
- (b) Identification of potential project risks and controls;
- (c) How the project links with departmental and corporate objectives;
- (d) How the contractor is to be selected;
- (e) How the proposed method of procurement fits with the Authority's procurement Strategy.

Before entering into any contract hire arrangements exceeding 12 months the estimate shall also include details of any implications for the Capital Programme.

2.2 Forms of Tendering

There are four forms of tendering available where contracts covered by Part 6 of these Standing Orders do not apply:

- (a) Open Tendering
- (b) Standard Select Lists
- (c) Special Select Lists

(d) Standing Lists

Tendering shall be by such of the above methods as the relevant Operational Director shall determine unless the Executive Board Sub-Committee resolves otherwise.

As part of the process of drawing up any select or standing list the relevant Operational Director shall provide the Chief Internal Auditor with details of the contract, its estimated value, names of tenderers and where relevant details of tenders and in each case consult the Chief Internal Auditor on what if any financial checks should be carried out prior to selection of those tenderers to be placed on the select or standing list. This process shall not remove or modify the responsibility of the relevant Operational Director to take such steps as may be reasonably necessary to safeguard the Council's interest.

2.3 Open Tendering

- (a) This method should be used for contracts when it is in the Council's interest to invite tenders from a wide range of contractors. The Council shall give at least 10 days public notice of its intention to enter into such arrangements.
- (b) Such notice shall be placed in one or more local newspapers circulating in the district and it shall also be placed in one or more appropriate specialist journals and The-Chest Due North.
- (c) The notice shall state the nature and purpose of the proposed contract.
- (d) Every company or person who expresses an interest in response to the notice must be sent full details of the works, goods or services for which tenders are invited together with the closing date for tenders and the Council's requirements as to the form and procedures for submission of tenders.
- (e) Open tendering is not appropriate if:
 - (i) The works, goods or services to be executed/provided are so specialised that only a limited number of contractors are available to execute that type of work or provide that type of goods or services, but in such cases a reasonable number of those contractors shall be invited to submit tenders.
 - (ii) There would be no genuine competition.
 - (iii) The works are to be executed or goods or services are to be provided, as a matter of urgency, and consent has

been obtained of the Chief Executive, or any Officer designated by him for the purpose, to dispense with the requirements of public notice.

- (iv) The goods or materials to be supplied consist of parts of existing machinery or plant.
- (v) Purchases are to be made by auction or made at public fairs or markets.

2.4 Standard Select Lists

- (a) Public notice shall be given in one or more local newspapers circulating in the district and in one or more newspapers or journals circulating amongst such persons as undertake such contracts and on the The Chest - Due North site setting out particulars of the contract into which the Council wish to enter and inviting persons interested to apply for permission to tender within such period as may be specified in the notice (not being less than 10 days).
- (b) After the expiration of the period specified in the public notice, invitations to tender for the contract shall be sent to not less than 5 of the persons who:
 - (i) applied for permission to tender; and
 - (ii) who are not disqualified by virtue of Standing Order 2.16.

selected in the manner determined by the relevant Operational Director either generally or in relation to a particular contract or category of contracts or, if fewer than 5 persons have applied and are considered suitable, to all such persons.

2.5 Special Select Lists

- (a) In relation to individual contracts any Operational Director with responsibility for a contract the subject matter of which is relevant to a Constructionline list may draw up a standard select or standing list from the Constructionline approved lists:
- (b) Any Operational Director drawing up a select or standing list under Standing Order 2.5(a) shall, for each contract which is the subject of that list:
 - (i) draw up a list of criteria as the basis for selection and
 - (ii) record in writing how those criteria have been applied.
- (c) Lists operated by an organisation other than Constructionline may be used in accordance with this Standing Order provided

the organisation has been approved for the purposes of this Standing Order by the Operational Director - Finance.

2.6 Standing Lists

- (a) This Standing Order shall have effect where the Executive Board Sub-Committee has determined that a list shall be kept of persons to be invited to tender for contracts for the execution of specified categories of works.
- (b) The said list shall:
 - (i) be compiled and maintained by the Executive Board Sub-Committee;
 - (ii) contain the names of all persons who wish to be included in it and are approved by the Executive Board Sub-Committee; and
 - (iii) indicate whether a person whose name is included in it is approved for contracts for all, or only some of the specified values or amounts or categories.
- (c) At least 4 weeks before the list is first compiled, notices inviting applications for inclusion in it shall be published on The Chest – Due North the Council's procurement webpage, in one or more local newspapers circulating in the district and in one or more newspapers or journals circulating among such persons as undertake contracts of the specified values or amounts or categories.
- (d) The said list shall be amended as required from time to time and shall be reviewed at least once in every three years. At least 4 weeks before each review each person whose name appears in the list shall be asked whether they wish their name to remain there and notices inviting applications for inclusion in the list shall be published in the manner provided by paragraph (c) of this Standing Order.
- (e) Where by virtue of a decision of the Executive Board Sub-Committee duly authorised in that behalf, invitation to tender for a contract is limited to persons whose names appear on the list maintained under this Standing Order, an invitation to tender for the contract shall be sent to at least 4 of those persons whose names appear in the said list as being approved for a contract for that value or amount or of that category and who are not disqualified by virtue of Standing Order 2.16 or, if there are fewer than 4 persons, to all such persons. If there are not less than 4 such persons, the persons to whom invitations are sent

shall be selected in the manner determined by the Executive Board Sub-Committee either generally or in relation to a particular contract or category of contracts.

2.7 Method of Tendering and Interim Custody of Tenders

Where in pursuance of these Standing Orders invitation to tender is required every notice of such invitation shall state:

- (a) That no tender will be considered except in a sealed envelope or label (each to be provided by the Council) which bears the word 'Tender' followed by the subject matter to which it relates and the date, time and place specified for its return and which is addressed to the office of the Chief Executive.
- (b) That no tenders received at the specified place after the fixed date and appointed time shall be considered.
- (c) That tenderers shall not place or cause to be placed any mark on the envelope or package enclosing the tender identifying the tenderer and that no tender enclosed in an envelope or package bearing such a mark shall be opened or considered.

A register of tenders received in pursuance of these Standing Orders shall be maintained by the Chief Executive or an Officer designated by him for that purpose.

Tender envelopes shall remain in the custody of the Chief Executive or other Officer designated by him for the purpose until the time appointed for their opening.

For those choosing to use the E-Tendering facility The Chest - Due North, responses will be held within a secure online sealed tender box that is only accessible by the verifier (this would be in line with SO 2.9) after the specified fixed time and date.

2.8 Closing Date for Receipt of Tenders

No tenders received at the specified place after the fixed date and appointed time shall be opened or considered.

2.9 Method of Opening Tenders

Tenders shall be opened at one time and only in the presence of:-

- (a) The Executive Board Member holding the relevant portfolio and having the duty or delegated powers of dealing with the contract or such Member or Members of the Council specially designated for the purpose by the Council; and

- (b) The Chief Executive or an Officer of the Council designated by him.

For those choosing to use the E-Tendering facility The Chest – Due North, the designated officer (verifier) must have permission recorded on the system to open the online sealed vault.

2.10 Appraisal of Tenders

- (a) Tenders shall be appraised on a basis to be determined and documented before tenders are invited.
- (b) Tenders shall be appraised on the basis of defined and documented criteria.
- (c) Where criteria are of different value then weightings shall be shown.
- (d) A matrix shall be prepared and completed prior to the invitation to Tenderers and this matrix shall list the criteria and show the weighting of each criterion. As part of the appraisal process, the mark achieved by each tenderer in relation to each criterion shall be recorded on the matrix.
- (e) Before tenders are opened, a marked, dated and signed copy of the matrix shall be promptly forwarded to the Principle Committee Services Officer to be kept with the Tender Register.

2.11 Method of Acceptance of Tender

- (a) Tenders may be accepted by the relevant Operational Director provided that all of the following apply:-
 - (i) five or more tenders have been invited in accordance with standing orders;
 - (ii) the value of the tender proposed to be accepted does not exceed £5,000,000;
 - (iii) the tender proposed to be accepted is the lowest tender.

The Operational Director shall then report to the Executive Board Sub-Committee:

- (i) the fact that the tender has been accepted;
- (ii) the names of the various tenderers;

- (iii) the amount of the tender figures;
 - (iv) the amount of the corrected tender figure (if any).
- (b) In all other cases, including cases where the relevant Operational Director uses the discretion not to accept a tender, the Executive Board Sub-Committee shall decide whether or not to accept a tender.

The Executive Board Sub-Committee shall only accept a tender following a report which shall contain:

- (i) the names of the various tenderers
- (ii) the amount of the tender figures
- (iii) the amount of the corrected tender figure (if any)
- (iv) where a tender other than the lowest is proposed for acceptance, the reasons for the proposed acceptance.

2.12 Errors in Tenders

If before the date of entry into a contract it is discovered that an error has been made in the tender it shall be dealt with as follows:-

- (a) Engineering Contracts – in accordance with the Guidance Notes produced by the ICE Conditions of Contract Standing Joint Committee.
- (b) Building Contracts – in accordance with the National Joint Consultative Committee for building, Alternative 2.
- (c) Non-Construction Contracts – the Tenderer should be given the opportunity of confirming the offer or of amending it to correct genuine and obvious errors. Should they elect to amend their offer and the revised tender is no longer the lowest, the offer of the firm now lowest should be examined on the basis of the same rules.

The above action by the relevant Council Officer shall take place before the date of entry into a contract.

2.13 Contracts to be in Writing

- (a) Every contract shall be in writing and shall be the subject of a formal contract prepared or approved by the Operational

Director and Monitoring Officer (Legal and Democratic Services)
which shall specify:

- (i) the work, materials, matters, or things to be furnished, had or done;
 - (ii) the price to be paid, with a statement of discount or other deductions; and
 - (iii) the time or times within which the contract is to be performed.
- (b) The relevant Operational Director shall consider the need for a liquidated damages clause in each contract after considering the following factors:
- (i) potential risk;
 - (ii) known technical difficulties associated with the project;
 - (iii) the tendering procedure used.
 - (iv) the practicality of making a reasonable pre-estimate of loss.
 - (v) the financial status of the contractor(s); and
 - (vi) the period of the contract.
- (c) Every contract shall contain clauses (i) requiring the contractor to observe and perform in relation to the work to be carried out under the contract the requirements of the Health & Safety at Work etc. Act 1974 or of any Regulations or Codes of Practice made under the authority of that Act and to comply with any lawful requirements of the Health and Safety Executive in relation to such work; and there shall be reserved to any duly authorised Officer of the Council the right of access to the site for the purpose of ensuring compliance with the requirements of this Clause (ii) addressing equality and diversity and sustainability.
- (d) In every contract the contractor shall be required to indemnify the Council against:
- (i) any claim which may be made in respect of employers' liability against the Council or the contractor by any workmen employed by the contractor or any sub-contractor in the execution of the works or the provision of goods and services;

- (ii) any claim for bodily injury to or damage to property of third parties;
- (iii) any claim which may be made under the Health and Safety at Work etc. Act, 1974 against the Council or the contractor unless such claim is substantially due to the neglect of the Council or any of its Officers;

and the contractor shall when required by the Operational Director and Monitoring Officer (Legal and Democratic Services) produce satisfactory evidence that they are insured against any such claims.

- (e) Where an appropriate EU Standard is current at the date of the tender, every contract shall require that, as the case may be, all goods and materials used or supplied and all workmanship shall be in accordance with that Standard and in the absence of a relevant EU Standard the contract shall require the application of the relevant British Standard Specification or British Standard Code of Practice issued by the British Standards Institution current at the date of the tender and every contract shall require that, as the case may be, all goods and materials used or supplied and all workmanship shall be in accordance with the relevant Standard.

2.14 Nominated Sub-Contractors and Suppliers

Where a sub-contractor or supplier is to be nominated to a main contractor, the following provisions shall have effect:-

- (a) Where the estimated amount of the sub-contract or the estimated value of goods to be supplied by the nominated suppliers does not exceed £1,000,000 then unless the Operational Director concerned is of the opinion that it is not reasonably practicable to obtain competitive tenders:
 - (i) The Operational Director concerned shall invite not fewer than 5 tenders for the nomination. The terms of the invitation shall require an undertaking by the tenderer that if they are selected they will be willing to enter into a contract with the main contractor on terms which indemnify the main contractor against their own obligations under the main contract in relation to the work or goods included in the sub-contract;
 - (ii) the tenders shall be opened at one time and only in the presence of the Operational Director concerned or an Officer designated by the Operational Director and one other Officer;

- (iii) the Operational Director concerned shall maintain a record of all such tenders received;
- (iv) the Operational Director concerned, or an Officer designated by him, shall nominate to the main contractor the person whose tender is, in the opinion of that Director or officer, the most satisfactory one.

Provided that, where the tender is other than the lowest received, or where fewer than 5 tenders have been received, the circumstances shall be reported to the next meeting of the Executive Board Sub-Committee.

- (b) Where the estimated amount of the sub-contract or the estimated value of goods to be supplied by a nominated supplier exceeds £1,000,000 then unless the Executive Board Sub-Committee determines that it is not reasonably practicable to obtain competitive tenders:
 - (i) tenders for the nomination shall be invited in accordance with the Open Tender, Standard Select List, Special Select List or Standing List Procedures as the case may be. The terms of the invitation shall require an undertaking by the tenderer that if selected they will be willing to enter into a contract with the main contractor on terms which indemnify the main contractor against obligations under the main contract in relation to the work or goods included in the sub-contract;
 - (ii) the tenders shall be opened at one time and only in the presence of the Executive Board Member of the appropriate portfolio and the Chief Executive or an Officer designated by the Chief Executive, or the Operational Director concerned, or an Officer designated by the Operational Director;
 - (iii) the Operational Director concerned shall maintain a record of all such tenders received;
 - (iv) the Operational Director concerned, or an Officer designated by the Operational Director shall nominate to the main contractor the person whose tender is considered the most satisfactory.

Provided that, where the tender is other than the lowest received, or where less than 3 tenders have been received, the circumstances shall be reported to the next meeting of the Executive Board Sub-Committee.

2.15 Unsatisfactory progress

If the Executive Board Sub-Committee is satisfied that a contractor has not carried out the contract in a satisfactory manner, such contractor shall not thereafter for a period of three years be invited to tender, nor be included in a select list, nor, if the said contractor submits a tender in response to public advertisement, shall such tender be considered.

Any such exclusion shall extend to all contracts involving the Council.

PART 3 – CONTRACTS BETWEEN £156,442 AND £1,000,000 IN VALUE

(Part 3 shall apply to all contracts between £156,442 and £1,000,000)

3.1 Contracts exceeding £156,442 and not exceeding £1,000,000

Where the estimated value or amount of a proposed contract does not exceed £1,000,000 the Operational Director concerned may enter into such contract with such persons as the Operational Director considers competent for the purpose provided that at least five competitive tenders shall have been invited in writing before entering into such contract and the contract awarded to one of the persons who has tendered. In determining the method of tendering the Operational Director shall have regard to the forms of tendering set out in SO 2.2 and shall require each potential tenderer to complete a Pre-Qualification Questionnaire.

Ten working days before the Operational Director invites such tenders he shall in respect of that contract place an invitation of expressions for interest on the The Chest - Due North and include any expressions of interest received

The Operational Director shall document the selection criteria to be applied in the award of the contract prior to the tender being issued.

The selection process shall be documented by the Operational Director and scorings must be available as feed-back to unsuccessful tenderers.

3.2 Report to Executive Board Sub-Committee

Where the actual contract price does exceed £1,000,000 or where a tender other than the lowest is accepted, or where fewer than five tenders have been received, the circumstances shall be reported to the Executive Board Sub-Committee for information.

Contracts for goods and services having a value of or exceeding £156,442 must follow the OJEU path unless exempt (Part B). For those contracts that are exempt the Operational Director must issue an award notice and feedback to tenderers both at selection and award stages.

3.3 Method of Tendering and Interim Custody of Tenders

The method of tendering except in relation to references to the Chief Executive shall be in accordance with the procedures set down in Standing Order 2.7 However, the register of tenders received shall in this case be maintained by the appropriate Operational Director concerned (or other Officer designated by him) and the Tender envelopes shall remain in the custody of the Operational Director until the time approved for opening

3.4 Closing date for Receipt of Tenders

No tenders received at the specified place after the fixed date and appointed time shall be opened or considered.

3.5 Method of Opening Tenders

Tenders shall be opened at one time and only in the presence of the Operational Director concerned (or an Officer designated by him) and one other Officer. For those choosing to use the E-Tendering facility (Due North), the designated officer (verifier) must have permission recorded on the system to open the online sealed vault.

3.6 Errors in Tenders

Any errors shall be dealt with in accordance with Standing Order 2.12

3.7 Contracts to be in writing

Every contract shall be in writing and shall include all other requirements contained in Standing Order 2.13.

PART 4 - CONTRACTS LESS THAN £156,442 IN VALUE

(Part 4 shall apply to all contracts up to but not exceeding £156,442 in value)

4.1 Competition Requirements

Where the estimated costs of any works, goods or services ordered on behalf of the Council is less than £156,442 then quotations shall be invited as outlined below:

more than £1000: three electronic invitations via The Chest – Due North, subject to a procurement risk assessment being carried out with the Procurement Division, which will determine the route to market of using either a Simple or Advance Request for Quotation:

- £1000 or less: three written quotations are advisable

4.2 Value for Money

Where the actual contract price accepted by the relevant Operational Director is other than the lowest the circumstances shall be reported to the Operational Director - Finance for information.

4.3 Standing Orders relating to Finance

Otherwise the arrangement for these contracts must be in accordance with Standing Orders relating to Finance.

PART 5 – CONTRACTS FOR THE SALE OF ASSETS

5.1 Disposal of Land

These Standing Orders shall apply to any disposal of land or of any interest in land where:

- subsequent to presentation at the Asset Management Working Group, a decision of the Executive Board/Executive Board Sub-Committee or Officer exercising delegated powers on behalf of the Council so requires
- a rule of law obliges the Council to dispose of land at the best price reasonably obtainable
- ordinarily disposals shall be by sale on the open market. Any disposal that may be recommended for sale by negotiated agreement without open market testing shall be supported by a District Valuer's report (or other reputable Independent Valuer)

5.2 Disposal of Assets – value not exceeding £50,000

Sale of assets for less than £50,000 in value shall be dealt with in accordance with Standing Orders relating to Finance.

5.3 Preliminary Estimates of the Price receivable by the Council

- (a) Before entering into a contract for the disposal of any assets (which term includes scrap materials), the consideration for which is likely to exceed £100,000 the Executive Board/Executive Board Sub-Committee shall receive from the appropriate Officer a written report on the proposed disposal which shall include an estimate in writing of the probable consideration to be received by the Council.
- (b) Where the estimated value or amount of a proposed contract does not exceed £100,000, the Operational Director concerned shall receive the appropriate written report.

5.4 Requirement of Public Advertisement

- (a) Where the consideration for the disposal of any assets has been estimated at a figure exceeding £100,000 and less than the EC Public Procurement Values the Council shall, before entering into a formal contract, give at least 10 days public notice of its intention to enter into a contract.
- (b) Such notice shall be placed in one or more local newspapers circulating in the district and if the consideration to be received by the Council is likely to exceed £250,000 (it shall also be placed in one or more specified journals or publications circulating amongst such persons, firms or companies as deal in assets of the same type as those to be disposed of by the Council. If the consideration is less than £250,000 a notice may be placed in one or more specified journals if this is considered appropriate.
- (c) The notice shall state the nature and purpose of the proposed Contract; invite tenders for the purchase of the assets to be disposed of, and state the last date when tenders will be received.
- (d) Notice shall not be required if:
 - (i) The goods or materials to be disposed of are so specialised that only a limited number of potential buyers are available but in such cases a reasonable number of those potential buyers shall be invited to submit tenders;
 - (ii) There would be no genuine competition (for whatever reason);
 - (iii) Sales are to be by Auction.

5.5 Method of Tendering and Interim Custody of Tenders

The method and procedure to be followed is in accordance with Standing Orders 2.7 or 3.3.

5.6 Closing Date for the Receipt of Tenders

No tenders received at the specified place after the fixed date and appointed time shall be opened or considered

5.7 Forfeiture in cases of bribery etc.

There shall be inserted in every written contract a clause empowering the Council to cancel the contract and to recover from the contractor the amount of any loss resulting from such cancellation, if the

contractor shall have offered or given or agreed to give to any person any gift or consideration of any kind as an inducement or reward for doing or forbearing to do or for having done or forborne to do any action in relation to the obtaining or execution of the contract or any other contract with the Council, or for showing or forbearing to show favour or disfavour to any person in relation to the contract or any other contract with the Council, or if the like acts shall have been done by any person employed by the contractor or acting on the contractor's behalf (whether with or without the knowledge of the contractor), or if in relation to any contract with the Council the contractor or any person employed by the contractor him or acting on the contractor's behalf shall have committed any offence under the Prevention of Corruption Acts 1889 to 1916, or the Bribery Act 2010, or shall have given any fee or reward, the receipt of which is an offence under Section 117 of the Local Government Act, 1972.

5.8 Method of Opening Tenders

Tenders shall be opened in accordance with Standing Orders 2.9 or 3.5.

5.9 Method of Acceptance of Tenders

The method of acceptance of tenders shall be in accordance with Standing Order 2.11 except that the words 'highest tender' shall be substituted for the words 'lowest tender'.

5.10 Acceptance of Tenders other than the highest

It shall be clearly stated in all tender documents that the Council reserves the right:

- (a) to accept a tender other than the highest
- (b) to decline to accept any tender

5.11 Errors in Tenders

If before the date of entry into a contract it is discovered that an error has been made in the tender:-

- (a) mathematical errors (e.g. of extension or summation) apparent on the face of the tender shall be corrected by the relevant Council Officer and the tenderer shall be given the opportunity of confirming or withdrawing the tender on the basis of the corrected figures.
- (b) such other errors (e.g. in rates) as may come to the attention of the relevant Council Officer shall be notified to the tenderer who shall be given the opportunity of confirming or withdrawing the

tender on the basis of the uncorrected figures stated in the tender.

Where the tenderer elects to withdraw the tender under either (a) or (b) above the next highest tender shall be considered and the same rules shall be applied in considering that tender.

The above action by the relevant Council Officer shall take place before the date of entry into a contract.

5.12 Contracts to be in Writing

Unless the assets to be disposed of are such that the title passes on delivery, every contract shall be in writing in accordance with Standing Order 2.14.

PART 6 - EUROPEAN UNION PUBLIC PROCUREMENT RULES

6.1 General Approach

The general approach to EU procurement-related Directives is set out at Standing Order 1.1.2.

The following Standing Orders provide guidance to the EU procurement regime as at 31 January 2006 but officers should always check with Legal Services to ensure they are complying with the latest European rules.

6.2 EU Directives

Relevant EU Directives have been translated into Domestic Law and these deal with Works, Supplies and Services which exceed the relevant thresholds. These are the Public Contracts Regulations 2006 (SI 2006/5) as amended.

6.3 Precedence of EU Rules

The Table below sets out a summary of the more important Regulations dealing with Works, Supplies and Services but is not a substitute for the actual text of the Regulations. The Table is designed to give an overview of the rules applicable to the **restricted procedure** (which is the most commonly used in practice). The relevant regulation is identified in brackets.

6.4 EC Procurement Thresholds

The Regulations apply where the estimated contract values exceed thresholds which are fixed for two year periods. From 1 January 2010 until 31 December 2011 the EC Public Procurement Thresholds are:

Supplies	£156,442
Services	£156,442
Works	£3,927,260

The thresholds relate to the total expenditure to be incurred during the full term of the contract including any optional extension period and not to individual contracts or years of the contract. *N.B. The European Commission reviews the thresholds bi-annually. Contact Head of Procurement for an update on the new thresholds post-December 2011* (Reg.8)

6.5 Technical Specifications

European standards must be used whenever available (Reg. 9).

6.6 Prior Information Notice

Required for Works as soon as decision made approving the planning of the Works BUT for Suppliers and Services required after the commencement of each financial year (Reg. 11).

6.7 Restricted Procedure

- (1) Advert in Official Journal (Reg.16 (2)).
- (2) Period for receipt of request to be selected to tender - not less than 37 days (Reg.16(3)).
- (3) Number of tenderers – not less than five– otherwise sufficient number to ensure genuine competition (Reg.16 (6), (7)).
- (4) Prescribed information must be sent with the tender invitations (Reg. 16(15)).
- (5) Period for receipt of tenders – not less than 40 days (plus inspection period if necessary) (Reg.16(16)).
- (6) For Works and Services (but NOT for Supplies) if a Prior Information Notice has been published the period for receipt of tenders may be reduced from 40 days to between 36 and 22 days (Reg.16(18)).

- (7) Information requested by tenderers must be supplied provided the request is received not less than 4 days before date for receipt of tenders. (Reg.16(20)).
- (8) Following the selection of the tender notice shall be given to all tenderers of the Council's provisional intention to award the contract to the successful tenderer and the contract shall not be finally awarded until 10 days have passed after the giving of that notice electronically and 15 days if physically posted.

6.8 Other Award Processes

Officers should note the existence of other competitive processes under the Public Contract Regulations 2006. These alternative processes include:

(1) Competitive Dialogue – This is available where the Council is unable to provide a precise specification and where there is scope to negotiate different ways of providing a solution. The Council may select several suitable providers and enter into a dialogue with them all to help determine the final model of provision. The Council will then agree its specification and allow the providers to bid based on the agreed solution. (Reg 18);

(2) Dynamic Purchasing – This is a completely electronic system, that adopts the principles of the Open Procedure. It is most likely to be considered for commonly used goods works and services. It is essentially designed to cover regular “off the shelf” purchases. (Reg 20);

(3) Electronic auctions - Once a shortlist has been determined in the usual way an electronic auction can be set up to get the best price, providing that this was specified in the original notice and tender documents. It will be necessary to specify requirements with precision. (Reg 21);

(4) Central Purchasing Bodies – These are public bodies that let contracts/framework agreements in such a way as to enable other qualifying bodies to join the contract at a later date. Care must be taken to ensure that the Council is able to join the contract/agreement, that the arrangement is still current and that the terms are those secured directly through the advertised process. (Reg 22).

6.9 Award Criteria

The award criteria are to be either lowest price or most economically advantageous (Reg. 20).

6.10 Contract Award Notice

The Contract Award Notice must be sent to the Official Journal no later than 48 days after the award of the Contract (Reg.21).

6.11 Information to Unsuccessful Contractors

Information to unsuccessful contractors must be given, with reasons, within 15 days of receiving request (Reg.22(1)).

6.12 Contract Records

Contract records containing prescribed information must be maintained, copies of which may be demanded by the Commission (Reg.22 (2), (3)).

6.13 Non-award Notices

Decisions not to award a contract must be advertised in the Official Journal (Reg.22(4)).

6.14 Statistical Reports

Statistical reports must be prepared by 31st July in every alternate (odd numbered) year in respect of contracts awarded in the previous year (Reg.28).

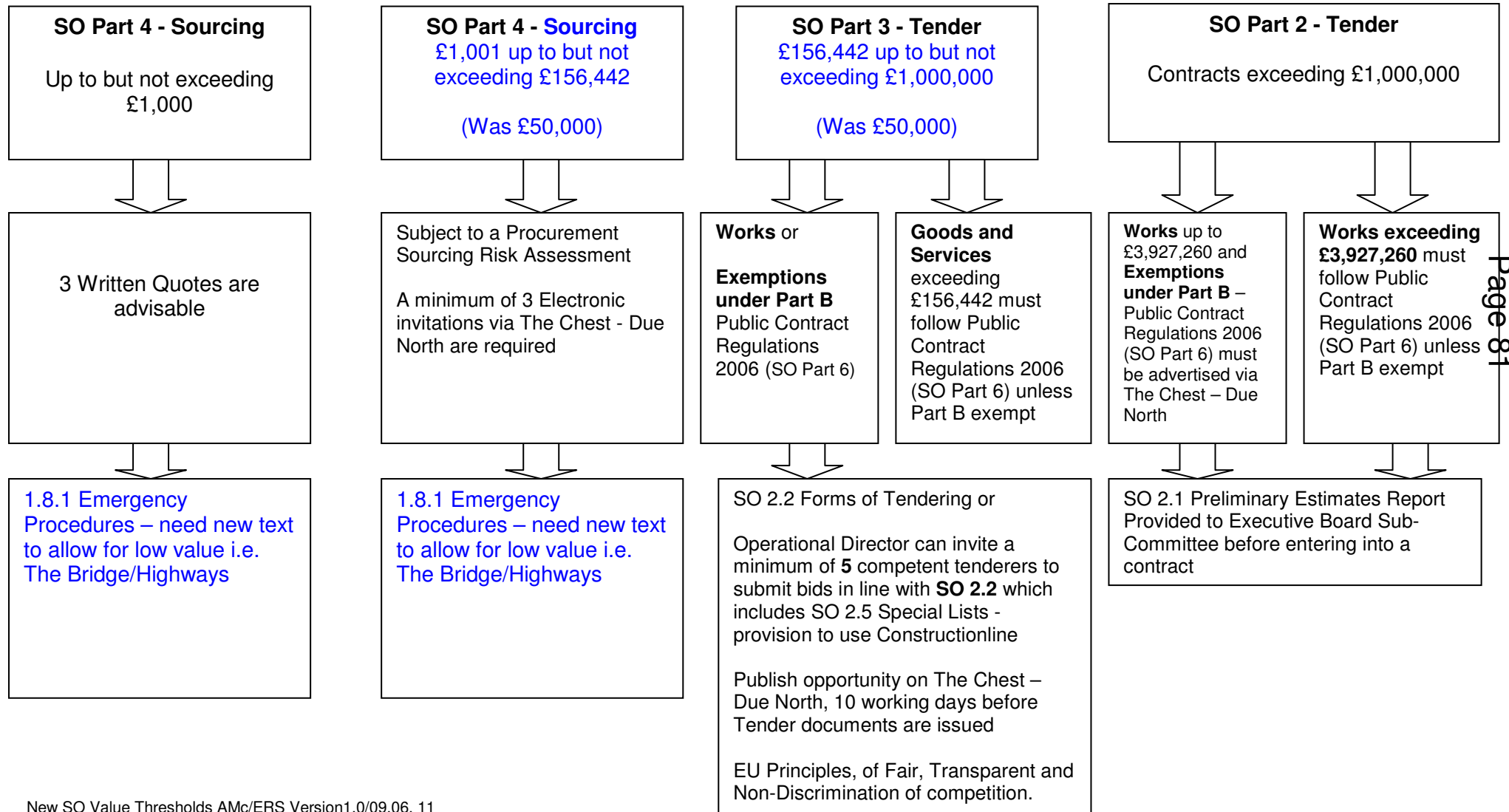
6.15 Part-exempt Services

The following are examples of services that are exempt from **most** of the above requirements even if the contract is above the financial threshold:

- Hotel and restaurant services
- Transport by rail
- Transport by water
- Supporting and auxiliary transport services
- Legal services
- Personnel placement and supply services
- Investigation and security services, other than armoured car services
- Education and vocational health services
- Health and social services
- Recreational, cultural and sporting services

V1 Procurement Centre of Excellence – New Procurement Standing Order Value Thresholds

Where a Corporate Contract or Internal Service Providers i.e. ICT, Print, Civic Catering already exists **it must** be used, If no contract exists, Check that Budget is available and follow your value threshold route below.



REPORT TO: Executive Board

DATE: 30th June 2011

REPORTING OFFICER: Strategic Director – Policy and Resources

SUBJECT: Halton Core Strategy – Submission to the Secretary of State

WARDS: Boroughwide

1.0 PURPOSE OF THE REPORT

1.1 This report seeks the approval of the Executive Board to submit the Halton Core Strategy, May 2011 (**Appendix A**) to the Secretary of State for Communities and Local Government to commence the formal examination of the document.

2.0 RECOMMENDATION: That Council be recommended

- (1) approve the Halton Core Strategy Revised Proposed Submission Document (May 2011) for Submission to the Secretary of State under Regulation 30 of the Town and Country Planning (Local Development) (England) Regulations 2008;**
- (2) agree that any minor editorial amendments required to improve the legibility of the Halton Core Strategy be agreed with the Inspector by the Operational Director for Policy, Planning and Transportation in consultation with the Executive Board Member for Physical Environment;**
- (3) delegate authority to the Strategic Director, Policy and Resources, to enter into discussions with parties and to suggest wording changes, as are deemed necessary by the Inspector to reach agreement on matters discussed at the examination into the soundness of the Core Strategy; and**
- (4) material weight to give to the Halton Core Strategy Revised Proposed Submission Document (May 2011) as a material consideration in Council Development Control policy decisions.**

3.0 SUPPORTING INFORMATION

- 3.1 On 31st March 2011, approval was received from the Executive Board to make changes to the Proposed Submission Core Strategy (November 2010) for the purposes of a further six week period of public consultation and for representations to be made.

Public Consultation: 13 May 2011 – 24 June 2011

- 3.2 A further period of public consultation on the Revised Proposed Submission Core Strategy (**Appendix A**) commenced on Friday 13th May 2011. The main matters provoking the need for a further period of public consultation were:

- Availability of evidence upon which the policies within the Core Strategy are founded
- Green Belt policy
- Daresbury Strategic Site policy
- Liverpool John Lennon Airport policy
- Core Strategy plan period not covering the required period of 15 years from adoption

Officers also took the opportunity to make other changes of a more minor nature across the whole document.

- 3.3 The Revised Proposed Submission Document (May 2011) shows all changes made since November 2010 as 'track changes', so that all of those individuals or parties who submitted representations at the previous stage can see how the document has been changed in response to the points they raised.
- 3.4 Those representations which were made on the Proposed Submission Document (November 2010) will be forwarded onto the Planning Inspector for consideration, unless they are withdrawn or amended. It is the role of the appointed Planning Inspector to consider the representations received at this stage, alongside their assessment of the soundness of the plan. Therefore, the Council is not required to respond to the individual representations made at this stage. The Council will be required to submit a **Statement of the Representations** to the Secretary of State, indicating the main issues raised at the final stage of consultation (May – June 2011).
- 3.5 The Council is also able to submit further minor editorial changes to the Inspector, alongside the submitted Core Strategy and associated documentation. These minor changes are those of a nature which would further improve the legibility of the document or ensure it is up-to-date. They should not constitute changes which would require further consultation. Any such minor changes to the Halton Core Strategy will be submitted as a schedule attached to the submission document.

Submission of the Core Strategy to the Secretary of State

- 3.6 Once the Revised Proposed Submission Core Strategy consultation period has closed (on 24th June 2011) and approval has been received from Executive Board and that decision has been ratified by full Council, this version of the Core Strategy can be submitted to the Secretary of State. This is expected to occur in late July 2011. An independent Planning Inspector will then be appointed on behalf of the Secretary of State to consider the representations received alongside the soundness of the plan. Indicative timescales published by the Planning Inspectorate suggest that the examination into the Core Strategy would commence in the autumn. Using this indicative timetable, it is hoped that the Halton Core Strategy can be adopted in spring 2012.
- 3.7 In accordance with Section 20 (2) of the Planning Act 2004, the Council must only submit its Core Strategy when it thinks it is ready for examination. This is to allow the examination process to proceed smoothly, without being held up by a lack of information or other unresolved matters that were known to the Council at the time of Submission.
- 3.8 The Halton Core Strategy is now ready for submission to the Secretary of State for examination. The Core Strategy is held to be both in legal compliance and “sound” and there are no outstanding pieces of evidence or information awaited which would have any bearing on the spatial planning strategy proposed through the document.
- 3.9 The Planning Inspector appointed by the Secretary of State to examine the Core Strategy will assess the plan to determine whether it is legally compliant and sound.
- 3.10 In order for the Core Strategy to be legally compliant, it must have been:
- prepared in accordance with the Halton Local Development Scheme and in compliance with the Halton Statement of Community Involvement and the relevant Regulations
 - been subject to Sustainability Appraisal
 - prepared with regard to National Policy
 - prepared to conform generally to the Regional Spatial Strategy for the North West of England¹
 - prepared with regard to the Halton Sustainable Community Strategy.

¹ It is the Government’s intention to abolish Regional Strategies through the introduction of the Localism Bill, see **Letter to Chief Planning Officers: Abolition of Regional Strategies 10 November 2010** (available at: www.communities.gov.uk/publications/planningandbuilding/letterabolitionregional). The latest court hearing on the matter (27th May 2011) concluded that local planning authorities would be acting unlawfully if they took the intention to revoke into consideration when drawing up their development plans.

3.11 The term “soundness” relates to the requirement in the Government’s Planning Policy Statement 12: Local Spatial Planning, that in order for a Core Strategy to be sound, it must be:

- **Justified** -
 - founded on a robust and credible evidence base,
 - the most appropriate strategy when considered against the reasonable alternatives
- **Effective** -
 - deliverable,
 - flexible,
 - able to be monitored, and
- **Consistent with National Policy**

3.12 Prior to the commencement of the examination into the Core Strategy, the Inspector will determine which matters he or she wishes to be discussed. The examination will take place as a series of informal round table sessions, where the Council and interested parties will respond to questions posed by the Planning Inspector. Interested parties who submitted representations will also have an opportunity to ask questions of the Council. From the experience of recent Core Strategy examinations in other local authorities, it is expected that the examination will last for no more than 2-3 weeks, with the Inspector only sitting for three days each week to allow him/her to prepare accordingly.

3.13 During the examination, it may be the case that matters of disagreement between the Council and interested parties may be capable of being resolved through wording changes to the Core Strategy. Therefore, it is one of the recommendations of this report that delegated authority be granted to allow officers to enter into such discussions with parties at the examination, in order to resolve matters of disagreement. Such discussions will be held before the Planning Inspector who will provide independent scrutiny and advice to any such discussions and potential wording changes.

4.0 POLICY IMPLICATIONS

4.1 The Core Strategy is the central policy document within the Halton LDF. The Core Strategy is more than a planning document: it is a significant corporate policy document and as such, it will have widespread policy implications for the Council and its partners. It is important that all efforts are made to ensure a successful outcome at the Core Strategy examination because of the time and resources that have been invested in the plan’s production to date.

5.0 IMPLICATIONS FOR THE COUNCIL’S PRIORITIES

5.1 A Healthy Halton

The Core Strategy Proposed Submission document contains a number of policies intended to directly or indirectly contribute to addressing the

Borough's health problems. The SCS priority for a healthier Halton is strongly reflected across a number of policies, including through the maintenance of well-designed places and spaces, support for accessible sustainable travel options and through the provision of a healthy, green local environment. The Core Strategy Revised Proposed Submission Document includes policy CS22: Health and Well-being which specifically looks to support healthy environments and lifestyles in the Borough.

5.2 Environment and Regeneration in Halton

The Key Areas of Change highlight areas which will be subject to concentrated renewal. The other policies in the Plan seek to support the renewal and/or enhancement of the Borough's green and built environment, with a particular focus on housing areas, employment land and the Borough's town centres.

5.3 Children and Young People in Halton

A significant component of the content of the Core Strategy is aimed at supporting raising aspirations of younger people, and supporting the provision of opportunities for them to enter further education or employment. The Plan also addresses the need to encourage and provide opportunities for children and younger people to access and participate in physically active, healthy lifestyles.

5.4 Employment, Learning and Skills in Halton

One of the main thrusts of the Core Strategy is to support the maintenance and enhancement of the Borough's economy and hence economic growth. The Core Strategy also aims to consolidate and enhance linkages to the wider sub-region and deliver the economic benefits of Halton's strategic location and facilities to the Borough's residents and businesses.

5.5 A Safer Halton

Making Halton safer is a key consideration for the Core Strategy, which aims to ensure that Halton's communities, businesses and visitors enjoy access to a safe and sustainable physical environment with natural and man-made risks and hazards being minimised. A number of policies seek to create and sustain safer environments, which are well designed, well built, well maintained and valued by all members of society.

6.0 RISK ANALYSIS

6.1 Despite the Council's view that the Halton Core Strategy is legally compliant and sound, there is still the risk that the soundness and legal compliance of the plan could be called into question by the Inspector at the Examination. Normally in these instances, the Inspector will call an Exploratory meeting before the examination to highlight their concerns and to decide whether any issues can be easily resolved through the provision of additional information.

- 6.2 After the examination, the Inspector will issue a Binding Report of their recommendations as to whether the Core Strategy is sound. There is the risk that the Inspector may find the Core Strategy to be unsound, and not capable of being found sound unless widespread changes were made. Given that the Inspector's Report is binding, any changes that he/she recommends would not be subject to further public consultation. Therefore if widespread changes are deemed to be necessary to improve the plan, the Planning Inspector may recommend that the plan be withdrawn to allow the Council to make amendments and for further public consultation to be undertaken.

7.0 EQUALITY AND DIVERSITY ISSUES

- 7.1 An integral part of the Core Strategy is to support a socially inclusive environment that takes into account Halton's diverse communities by breaking down unnecessary barriers and exclusions in a manner that benefits the entire Borough. Equality Impact Assessments have been undertaken on the Core Strategy at the Preferred Options, Proposed Submission and Revised Proposed Submission stages to demonstrate whether the Plan has any significant foreseeable implications for Halton's communities and ways that these potential effects should be mitigated.

8.0 REASON(S) FOR DECISION

- 8.1 The next stage in the production of the Halton Core Strategy is for the document to be submitted to the Secretary of State for examination. Officers are seeking Executive Board endorsement and full Council ratification to proceed to the examination stage for the Core Strategy.

9.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

- 9.1 No alternative options have been considered at this stage. Submitting the Core Strategy for examination is the next step in the process of the Core Strategy's production and is in accordance with the associated Regulations for the production of Development Plan Documents.

10.0 IMPLEMENTATION DATE

- 10.1 It is envisaged that the Core Strategy will be submitted to the Secretary of State in late July 2011, with the examination phase commencing in autumn 2011, to be followed by adoption of the Core Strategy in spring 2012. After its adoption the Core Strategy will then be used for development management purposes in the determination of planning applications and to direct development to the most appropriate locations in accordance with the adopted spatial strategy for the Borough.

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

Document	Place of Inspection	Contact Officer
Halton Core Strategy Proposed Submission Documents (November 2010)	Places, Economy and Transport Team, Rutland House	Alasdair Cross
Copies of representations received on the Halton Core Strategy Proposed Submission Document (November 2010 - February 2011)	Places, Economy and Transport Team, Rutland House	Alasdair Cross
Report of Representations Received November 2010 – January 2011 and Council Responses, May 2011	Places, Economy and Transport Team, Rutland House	Alasdair Cross
Schedule of Changes made to the Proposed Submission document (May 2011)	Places, Economy and Transport Team, Rutland House	Alasdair Cross
Halton Core Strategy <u>Revised</u> Proposed Submission Document Supporting Documents (May 2011)	Places, Economy and Transport Team, Rutland House	Alasdair Cross
Copies of representations received to date on the Halton Core Strategy <u>Revised</u> Proposed Submission Document (May – June 2011)	Places, Economy and Transport Team, Rutland House	Alasdair Cross
Executive Board Report – Halton Core Strategy – Changes to Proposed Submission Document for a period of further public consultation (31 st March 2011)	Places, Economy and Transport Team, Rutland House	Alasdair Cross
Planning Policy Statement 12: Local Spatial Planning	Places, Economy and Transport Team, Rutland House	Alasdair Cross
Planning Advisory Service – Plan Making Manual	Places, Economy and Transport Team, Rutland House	Alasdair Cross
The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008	Places, Economy and Transport Team, Rutland House	Alasdair Cross
Planning and Compulsory Purchase Act 2004	Places, Economy and Transport Team, Rutland House	Alasdair Cross

Name of Board: Executive Board
Date of Meeting: 30th June 2011
Report Title: Halton Core Strategy – Changes to Proposed Submission Document for a period of further public consultation
Author: Gemma Hawkesford

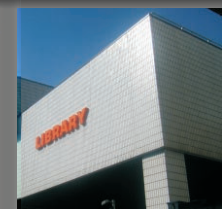
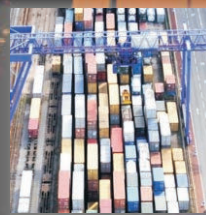
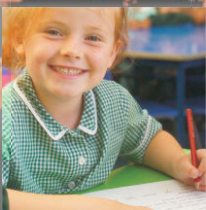


Core Strategy

Halton's Local Development Framework

Revised Proposed Submission Document
May 2011

your halton
your vision
your thoughts



HALTON LOCAL DEVELOPMENT FRAMEWORK
It's all happening IN HALTON
A Spatial Strategy for Halton

Halton Borough Council

Core Strategy Revised Proposed Submission Document

May 2011 | ~~November 2010~~

If you need this information in a different format such as large print, audio tape, Braille or another language, please contact us on 0303 333 4300

If your first language is not English and you would like information about our services in another language please contact us on 0303 333 4300 or email hdl@halton.gov.uk

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यदि आप की पहली भाषा अंग्रेज़ी नहीं है और आप हमारी सेवाओं के बारे में जानकारी किसी अन्य भाषा में चाहते हैं तो कृपया हमें 0303 333 4300 पर फ़ोन करे या hdl@halton.gov.uk पर इ-मेल भेजें

Jeżeli angielski nie jest Twoim pierwszym językiem i potrzebujesz informacji o naszych usługach w innym języku, prosimy o zatelefonowanie do nas pod numer: 0303 333 4300 lub wysłanie maila do: hdl@halton.gov.uk

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اگر آپ کی پہلی زبان انگریزی نہیں ہے اور آپ ہماری خدمات کے بارے میں معلومات کسی دوسری زبان میں چاہتے ہیں تو براہ کرم ہمیں 0303 333 4300 پر فون یا hdl@halton.gov.uk پر ای میل کریں

Operational Director

Environmental and Regulatory Services Policy, Planning and Transportation

Halton Borough Council

Rutland House

Halton Lea

Runcorn

WA7 2GW

Foreword

Welcome to Halton Borough Council's Core Strategy which will play a crucial role in shaping the spatial development of Halton up to 2026~~8~~.

The Core Strategy sets out in 'Halton's Story of Place' how the Borough has developed over time and introduces the Borough's characteristics, including the issues and challenges that the Borough now faces and those likely to have an impact and drive further change during the period to 2026~~8~~. The Core Strategy then introduces a vision for the Borough, imagining the place we would like Halton to be by 2026~~8~~ and identifies a series of 13 Strategic Objectives that will help us to deliver that vision. From this, a Spatial Strategy has been prepared, showing how development will be distributed throughout the Borough, and indicating which areas will be subject to the most substantial change. This is followed by a series of core policies relating to key themes of development including transport, urban design, conservation and health.

The Core Strategy, once implemented, will significantly contribute to the delivery of a prosperous, well connected and attractive Borough, supporting healthy communities, performing a key role within the Liverpool City Region and well positioned to respond to future economic and social changes and challenges.



*Foreword by Councillor Tom McInerney
Executive Board Member: Physical Environment*

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E	Health Impact Assessment
F	Equality Impact Assessment
G	LDF Evidence Base

I Introduction

What is the Core Strategy?

- I.1 The Halton Core Strategy is the central document within the Council's Local Development Framework (LDF) which will eventually replace Halton's current plan, the Unitary Development Plan (UDP), and be used to guide development and determine planning applications over the next 15 years, to 2028~~6~~.
- I.2 The Core Strategy provides the overarching strategy for the LDF, setting out why change is needed; what the scale of change is; and where, when and how it will be delivered. It does this through identifying the current issues and opportunities in the Borough, how we want to achieve change and stating the future vision for Halton to 2028~~6~~. To deliver this vision the Core Strategy sets out a spatial strategy stating the extent of change needed and the core policies for delivering this future change.
- I.3 The Core Strategy will help to shape the future of Halton, including its natural and built environments, its communities and ultimately peoples quality of life. The Core Strategy therefore joins up a range of different issues such as housing, employment, retail, transport and health. This is known as 'spatial planning'.

How has the Core Strategy been pProduced?

- I.4 Work on the Core Strategy commenced in January 2006 with the production of the Core Strategy Issues and Options Papers. Public consultation took place from the 27th July ~~to~~ and 7th September 2006 representing the first stage of community involvement on the Core Strategy and the spatial planning approach that should be taken.
- I.5 The Issues Paper began by introducing the new plan making system and what the meaning and purpose of 'spatial planning' was. It then set out the broad issues that planning policy within the Borough will need to help address, including those issues identified by the [previous Sustainable Community Strategy \(SCS\) for Halton for 2006-2011](#). The Options Paper began to establish the role of planning policy in addressing the issues and introduced some of the broad policy options that the Core Strategy could adopt. This included three alternative spatial development scenarios for the Borough and seven spatial themes dealing with specific policy areas relevant to Halton.
- I.6 From the Issues and Options stage, work was progressed on the Preferred Options for Spatial Development of the Borough. ~~From~~ ~~On~~ 24th September to 5th November 2009, the Core Strategy Preferred Options document underwent a ~~six~~6 week period of public consultation. The main purpose of this stage was to provide an opportunity for Halton's communities, stakeholders and other interested parties to tell us their views on the preferred policy options for Halton's future ~~to 2026~~.
- I.7 Subsequent to the Preferred Options stage, full consideration ~~has been taken of~~ [was given to](#) the comments received, and further work has been undertaken with key stakeholders, neighbouring authorities and delivery partners regarding key sites and supporting infrastructure. The preferred policy approaches were developed to

form the Proposed Submission Document which represented the ~~final~~ penultimate formal stage of consultation for the Core Strategy.

- 1.8 The Proposed Submission Document was published for an 8 week period of public consultation between 29th November 2010 and 24th January 2011 for representations to be made. Due to a number of representations received, it was considered prudent to address a number of key issues raised. As such, a further consultation period of six weeks has been programmed to consult on changes in the Revised Proposed Submission Document.
- 1.9 Subsequent to the public consultation on the Revised Proposed Submission Document ~~T~~the Core Strategy will ~~then~~ be submitted to the Secretary of State for independent examination before the Council can formally adopt the plan.

What is the Policy Context for the Core Strategy?

- ~~1.8~~1.10 In producing the Core Strategy, consideration has been given to the context provided by existing policy frameworks ~~at~~ from the national, ~~regional, sub-regional~~ and to the local level; this is illustrated in Figure 1.

National Context

- ~~1.9~~1.11 National planning policies are currently set out in the form of Planning Policy Statements (PPSs) and Guidance (PPGs). These PPSs and PPGs establish high-level planning principles and requirements for the LDF, covering a range of topics from sustainable development, to the historic environment, to flood risk. The Core Strategy must conform with, but not repeat national planning policy, unless it is essential in order to provide a coherent set of policies.
- ~~1.10~~1.12 Although the overall direction and approach to national planning policy is unlikely to change, it is anticipated, following the plans of the new Coalition Government, that there will be moves to streamline current national planning policy into a wider, less detailed, National Planning Framework. This will be taken into consideration when preparing future LDF documents and policies.
- ~~1.11~~1.13 The Government also publishes legislation, regulations and circulars which set the legal framework for the planning process.

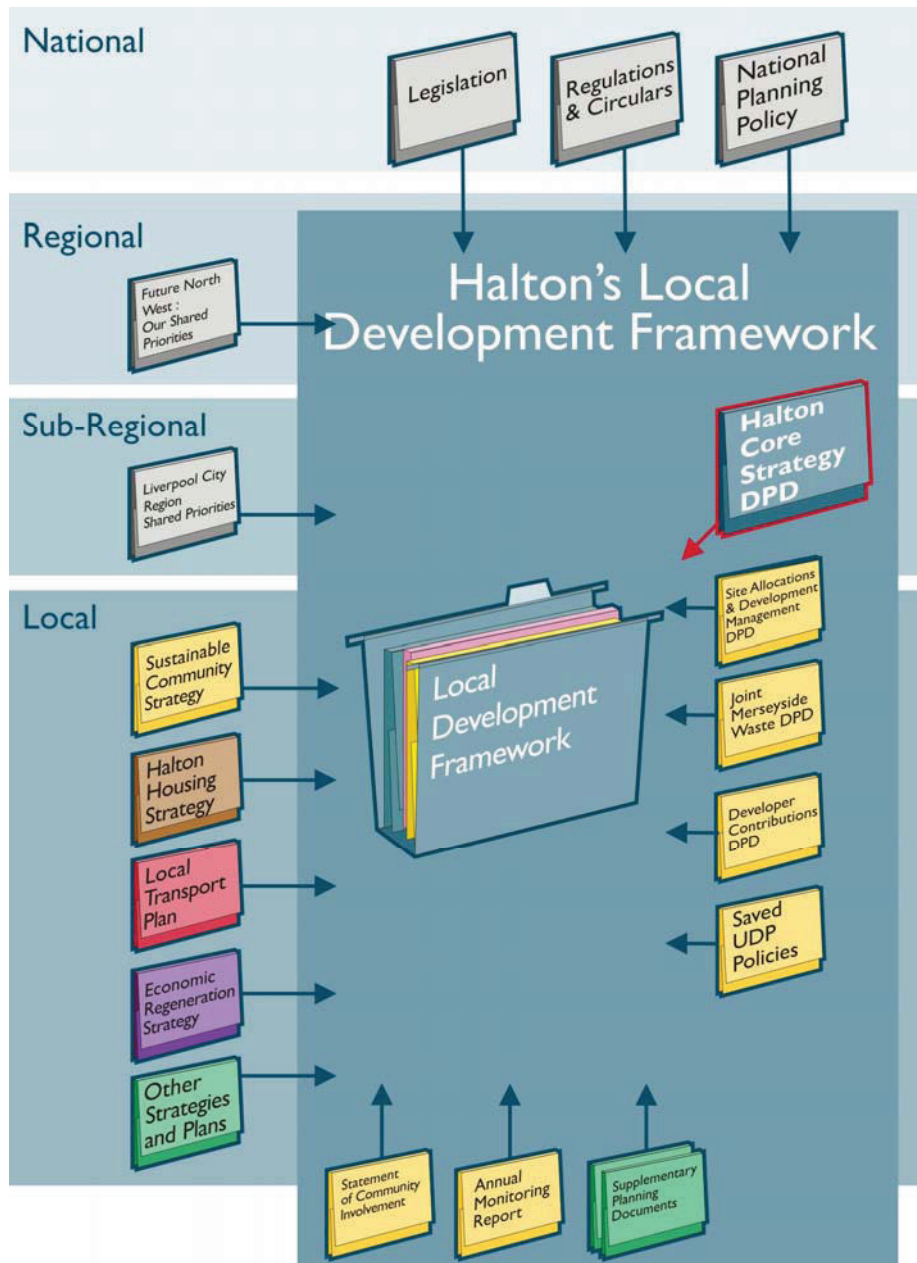


Figure 1: **Indicative** Core Strategy Policy Context (**Figure Amended**)

Regional Context

1.12.1.14 The regional context has evolved during the development of Halton's Core Strategy. It is the Government's intention to abolish Regional Strategies¹ including the North West of England Plan – Regional Spatial Strategy to 2021 (RSS). Once **RSS is** abolished, the Core Strategy will no longer have a statutory obligation to conform to previous regional targets and policy.

1.13.1.15 In order to provide a strategic outlook for the region, ~~the North West Development Agency (NWDA) has developed~~ the 'Future North West: Our

¹ CLG (2010) Letter to Chief Planning Officers: Abolition of Regional Strategies **10 November 2010** (available at: www.communities.gov.uk/publications/planningandbuilding/letterabolitionregional)

Shared Priorities document² [has been produced](#). The document sets out four overarching themes which are supported throughout Halton's Core Strategy:

- **Theme 1:** Capitalise on the opportunities of moving to a low carbon economy and society, and address climate change and resource efficiency.
- **Theme 2:** Build on our sources of international competitive advantage and distinctiveness.
- **Theme 3:** Release the potential of our people and tackle poverty.
- **Theme 4:** Ensure the right housing and infrastructure for sustainable growth.

Sub-Regional Context

~~1.14~~ 1.16 Halton forms part of the core Liverpool City Region along with the local authority areas of Knowsley, Sefton, St Helens, Wirral and the City of Liverpool. The Liverpool City Region is committed to the achievement of a step change in the city region's economic performance based upon its established strengths including ports and logistics, the low carbon economy and the knowledge economy. These aims are to be formalised through the creation of the Liverpool City Region Local Enterprise Partnership (LEP) which is intended to provide strategic leadership for the sub-region and create the right environment for business success and economic growth.

~~1.16~~ ~~The City Region has also agreed a series of spatial priorities³ covering five thematic areas: economy, employment and skills; housing; transport; and, environment and waste. These spatial priorities recognise a number of Halton specific projects, schemes and assets that will substantially contribute to the aims of the Liverpool City Region.~~

Local Context

~~1.16~~ 1.17 At the local level, Halton's LDF consists of Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) in addition to a number of process documents, including the Statement of Community Involvement and the Annual Monitoring Report. The LDF also includes the Saved Policies of the Halton UDP, which will eventually be replaced by policies in Halton's DPDs and SPDs.

1.18 The Core Strategy and the wider LDF has a close relationship to Halton's SCS which outlines the long-term vision to achieve sustainable improvement in Halton. Halton's SCS for 2011-2026⁴ brings together the main social, economic and environmental issues facing the Borough and identifies priorities for action across five strategic themes:

- A Healthy Halton
- Employment Learning and Skills in Halton
- A Safer Halton
- Children and Young People in Halton
- Environment and Regeneration in Halton

~~1.17~~ 1.19 [Flowing from these strategic themes the Halton Strategic Partnership has prioritising three areas of focus: promoting social responsibility; reducing alcohol related harm; and, ensuring a stronger local labour force.](#) The ~~five~~ strategic themes of the SCS provide a framework for the Core Strategy Vision, Strategic Objectives

² NWDA and 4NW (2010) Future North West: Our Shared Priorities

~~³ Merseyside Policy Unit (MPU) (2010) Draft Liverpool City Region Spatial Priorities Plan 2010~~

⁴ HBC (2010) ~~Draft~~ Halton's Sustainable Community Strategy 2011-2026

and Spatial Strategy, thus helping to inform the overall approach of the Core Strategy and the future development of Halton ~~to 2026~~.

~~1.18~~ 1.20 The Core Strategy also has close ties with the Halton Local Transport Plan (LTP) which aims to provide a good quality transport system, the Borough’s Economic Regeneration Strategies which support the economic performance of the Borough and Halton’s Housing Strategy ensuring that Halton offers a broad range of good quality housing which meets the needs of existing and future communities.

What is the Core Strategy’s Relationship to the Supporting Documents?

~~1.19~~ 1.21 The Core Strategy is accompanied by a number of important supporting documents which perform a variety of roles. These documents are listed below with a brief summary of their relationship to the Core Strategy.

SUPPORTING DOCUMENT	RELATIONSHIP TO THE CORE STRATEGY					
A) Infrastructure Plan	Sets out the major infrastructure projects which are planned by the Council, its partners and third party agencies, detailing delivery mechanisms, timescales and funding for these projects. The Infrastructure Plan is to be a 'live' document and will be updated and amended throughout the life of the Core Strategy.					
B) Sustainability Appraisal (SA)	<p>Assesses the social, economic and environmental impact of the Core Strategy policies and informs how these impacts can be positively addressed to ensure the most sustainable outcome. The SA also ensures that the requirements of the Strategic Environmental Assessment (SEA) Directive have been complied with during the production of the Core Strategy.</p> <p>The SA objectives and a summary of the SA findings for the Proposed Submission Document Core Strategy policies are shown in the Policy Framework boxes. These correspond to the following key:</p> <div data-bbox="754 1384 1353 1480" style="border: 1px solid black; padding: 5px; margin: 10px 0;"> <p>KEY</p> <table style="width: 100%; text-align: center;"> <tr> <td style="background-color: #2e8b57; color: white; padding: 2px;">Very Positive</td> <td style="background-color: #90ee90; padding: 2px;">Positive</td> <td style="background-color: #f0f0f0; padding: 2px;">No Effect</td> <td style="background-color: #ffa500; padding: 2px;">Negative</td> <td style="background-color: #dc143c; color: white; padding: 2px;">Very Negative</td> </tr> </table> </div> <p>Recommendations from the SA of the Proposed Submission Document will be taken into consideration in the Submission version of the Core Strategy.</p>	Very Positive	Positive	No Effect	Negative	Very Negative
Very Positive	Positive	No Effect	Negative	Very Negative		
C) Habitats Regulations Assessment (HRA)	<p>Assesses the potential effects of the plan on sites designated as important at the European Level. The process is split into three distinct phases with the first screening stage completed as part of the Core Strategy Preferred Options and the latter two stages, termed Appropriate Assessment, completed as part of the Proposed Submission Document. The Appropriate Assessment assesses the likely effects of the plan on the integrity of designated European wildlife sites and the identification of mitigation measures or alternative solutions, where appropriate.</p> <p>The Appropriate Assessment report published alongside the Core Strategy Proposed Submission Document will be has been subject to consultation with the Statutory Consultees (including Natural England and the Countryside Council for Wales (CCW)). The amendments required through this process have been will</p>					

	be -included within the Revised Proposed Submission version of the Core Strategy.
D) Statement of Consultation	Summarises consultation undertaken so far and highlights how this has been taken into account in the development of the Core Strategy.
E) Health Impact Assessment (HIA)	Assesses the impacts of the Core Strategy policies on the important issue of health in Halton.
F) Equality Impact Assessment (EqIA)	Assesses the Core Strategy for potential disproportionate impacts on Halton's diverse communities.
G) LDF Evidence Base	Sets out a comprehensive list of all the pieces of research or publications which underpin Halton's Core Strategy and the wider Local Development Framework (LDF).

2 Halton's Story of Place

- 2.1 Covering the towns of Widnes and Runcorn, Halton is a unitary authority located in the North West of England which straddles the upper estuary of the River Mersey. It is located to the east of Liverpool City with the Borough of St. Helens to the north, Warrington to the east and rural north Cheshire lying to the south.
- 2.2 Home to 118,700¹ people, Halton lies within the core of the Liverpool City Region and together with St. Helens and Warrington form Liverpool's Eastern or 'Mid-Mersey' housing market area (Figure 2).

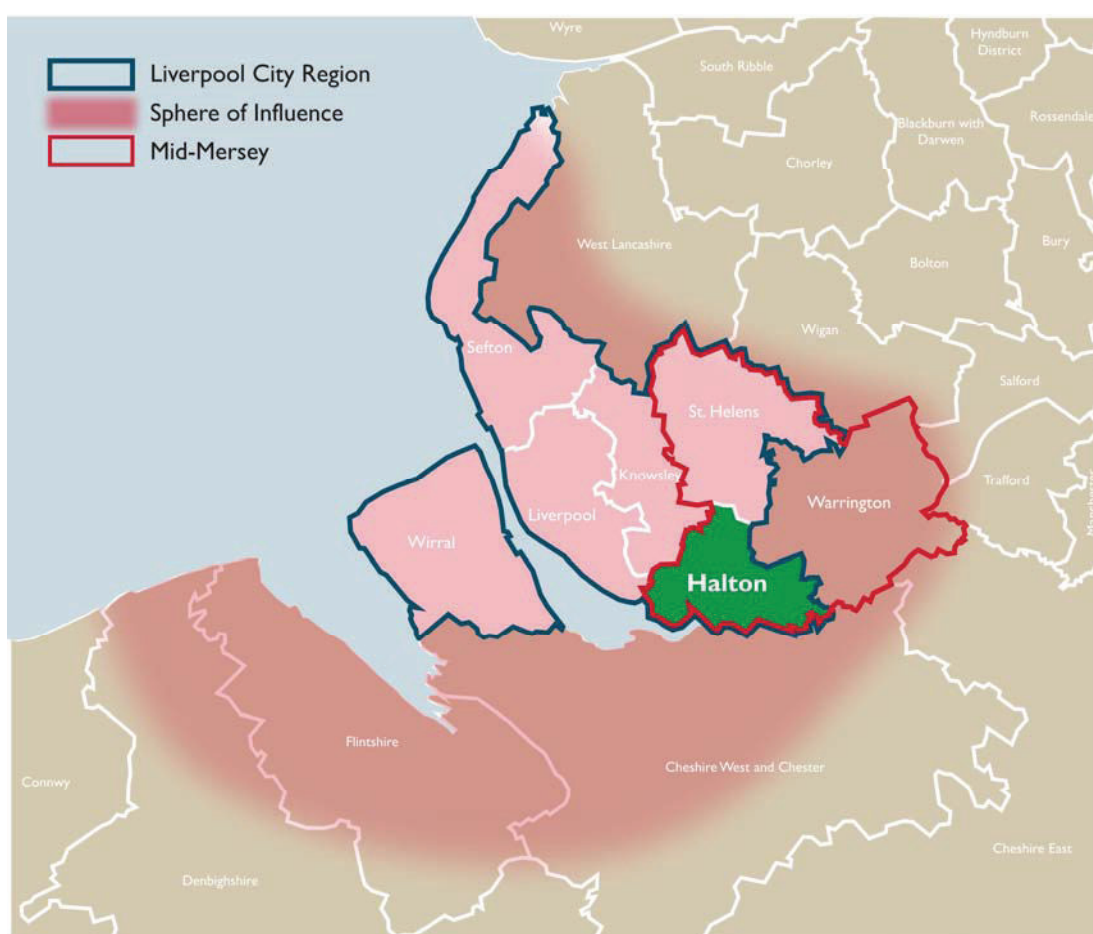


Figure 2: Liverpool City Region

- 2.3 Green Belt covers approximately one third of the land area of the Borough and contains the smaller settlements of Moore, Daresbury and Preston-on-the-Hill, with Hale Village inset within the Green Belt.
- 2.4 One of the defining characteristics of the Borough of Halton is the Mersey Estuary. Designated as a Special Protection Area (SPA), an internationally

¹ ONS (2009) Mid-Year Population Estimates

important wetland (Ramsar **convention**) site and a Site of Special Scientific Interest (SSSI), the estuary provides a unique waterfront environment that both divides and unites the principal towns of Runcorn and Widnes presenting both problems and opportunities for the development of the Borough.

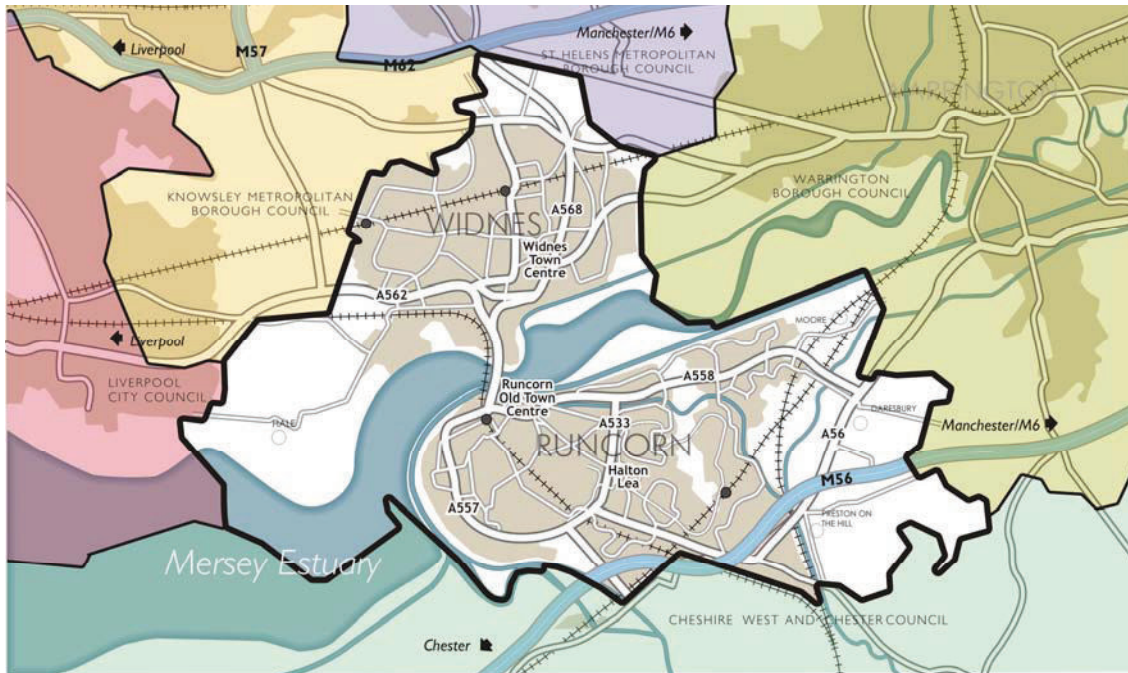


Figure 3: Halton Borough Council

- 2.5 The following sections map out the story of Halton as a place, concentrating on the two towns and their relationship to each other from opposite sides of the Mersey Estuary, and the key drivers of change that will affect and shape the Borough to 2028⁶ and beyond. From this the key challenges for Halton to be dealt with in the Core Strategy are summarised.

A Tale of Two Towns

- 2.6 Widnes and Runcorn grew up independently and have only been administered by a single local authority since local government reorganisation in 1974 and by a unitary authority since 1998. Previously Widnes was part of Lancashire and Runcorn part of Cheshire, with the Mersey Estuary separating the two Counties. Consequently, the two towns have very different histories. These are considered separately so that the combined future of the towns can be fully understood.

Widnes

- 2.7 Widnes originally developed as a significant urban centre with the growth of the chemical industry in the second half of the 19th century. This was due to its locational advantages on the Mersey Estuary providing [access to](#) a ready

supply of water and a central location between areas of salt production in Cheshire and coal production in Lancashire, ~~providing access to the~~ [all being](#) necessary raw materials for the emerging chemical processes. Infrastructure grew to support the chemical industry with the building of the St Helens (Sankey) Canal, the railways and the development of Widnes Docks, around modern day Spike Island.

- 2.8 Chemical plants developed along the waterfront from Ditton to Moss Bank, and northwards alongside the numerous railways that now criss-crossed the area. By the 1860s Widnes had developed into an international centre for alkali production. Commerce, housing and civic institutions grew to support the expanding chemical enterprises.
- 2.9 Products manufactured by the chemical plants included alkali, soap, borax, soda ash, salt cake and bleaching powder. Unfortunately, manufacturing these products produced various toxic liquid and solid waste by-products that were often simply tipped or buried on land adjacent to the factories that produced them, contaminating the land and leaving a legacy affecting [the](#) development of the area to this day.
- 2.10 Widnes Town Centre originally developed to the north of the waterfront around Victoria Road / Victoria Square before migrating northwards to its current focus on Albert Road (on reclaimed chemical works). Victorian and interwar housing expanded north of the Town Centre, enveloping the previous hamlets of Appleton and Farnworth. 1970's social housing estates in Ditton and Hough Green preceded the latest developments around Upton, to the north and north-west of Widnes, rounding out the urban form.
- 2.11 Since the 1970's Widnes has seen significant changes with many old polluting industries closing down and concerted efforts made to decontaminate and reclaim large swathes of despoiled land. Road infrastructure has been transformed with a grade separated 'fly-over' from Ditton Roundabout (A533 Queensway) providing direct access to the Silver Jubilee Bridge from the west, the eastern by-pass (A557 Watkinson Way) improving access to the north and the M62 (junction 7), and Fiddlers Ferry Road (A562) improving access to Warrington in the east.
- 2.12 Industrial and former industrial land continues to dominate the waterfront areas, with new employment opportunities within the logistics and distribution sector being created at 3MG (Mersey Multimodal Gateway) and on Widnes Waterfront which is seeking to establish a modern office market and address the town's lack of modern business accommodation.
- Runcorn**
- 2.13 Runcorn is the older of the two settlements. After a brief spell as a [Spa](#) resort, Runcorn's modern growth can be traced to the opening of the Bridgewater canal in 1761 which provided the stimulus for commercial and industrial growth. This was furthered by the development of the mainline railway and the Manchester Ship Canal in the 1800s. Although to a lesser

extent than compared with Widnes, throughout the 19th century Runcorn increasingly became industrialised with the growth of the chemical and associated industries, which (as with Widnes) sprawled along the banks of the Mersey. Runcorn Locks connected the Bridgewater Canal with the Weaver Navigation and Manchester Ship Canal, supporting the development of significant port facilities at Runcorn and Weston Docks.

- 2.14 In 1964 Runcorn was designated as a New Town, whose purpose was primarily to cater for population overspill from Liverpool and to re-house residents from Liverpool and north Merseyside's unfit dwellings. The Master Plan² (including Amendments^{3,4}) for the New Town (Figure 4) was prepared to provide homes and jobs for 45,000 people growing to a population of 70,000 by the 1980s and with the possibility of expanding further up to 100,000 in later years.



Figure 4: Runcorn New Town [Indicative Master Plan including amendments \(1967, 1971 and 1975\)](#)

² Runcorn Development Corporation (1967) Runcorn New Town Master Plan

³ Runcorn Development Corporation (1971) Runcorn New Town Master Plan: Amendment No.1

⁴ Runcorn Development Corporation (1975) Runcorn New Town Master Plan: Amendment No.2

- 2.15 The principles of a strong community and accessibility underlie the overall structure of Runcorn New Town. As a result the New Town comprises a number of distinct neighbourhoods, each with an individual identity emphasised in individual architectural forms linked by a busway system on a segregated carriageway and the all purpose Expressway which forms a unique 'figure of eight' around the town. At the intersection of this 'eight' is located the town centre originally called 'Shopping City' and now rebranded 'Halton Lea' with supporting office development and a General Hospital.
- 2.16 Existing and new employment areas were located around the outskirts of the **n**New **t**own linked to the residential neighbourhoods by the segregated busway. The new employment estates at Astmoor and Whitehouse grouped largely single storey commercial units of various sizes around shared courts, often with communal parking areas, generous landscaping with good connections to the new expressway network.
- 2.17 With its unique urban form and uncompromising architectural styles, the New Town has left a mixed legacy. This includes residential neighbourhoods where there has been the need for comprehensive redevelopment, for example Southgate, or focused regeneration, as seen at Castlefields. Similarly, the early employment estates of Astmoor and to a lesser extent Whitehouse also suffer from a design legacy that is not suited to modern standards.
- 2.18 The full extent of the New Town Master Plan was never fully realised and as a result a number of unimplemented New Town planning consents remain. This is particularly apparent in East Runcorn, where extant planning permissions were granted under the New Towns Act 1981 for the development of a residential neighbourhood at Sandymoor.

Bridging the Gap

- 2.19 The two towns of Widnes and Runcorn lie either side of a natural narrowing of the Mersey Estuary known as the Runcorn Gap. The Runcorn Gap is a long standing strategic crossing of the Mersey since Roman times when crossing by boat and on foot (in low tides) would have been undertaken.
- 2.20 The first physical link between Widnes and Runcorn was established with the opening of the Ethelfreda Railway Bridge in 1868 which still remains in use today as the Liverpool branch of the West Coast Main Line railway. In the past the railway bridge also catered for pedestrians with road vehicles unable to make the crossing until 1905 when the Transporter Bridge opened.



The Transporter Bridge

- 2.21 With the post war growth in road traffic the Transporter Bridge proved inadequate and was replaced by the iconic Silver Jubilee Bridge which opened in 1961. The Silver Jubilee Bridge currently acts as a strategic link in the regional transport network as well as presenting the only current vehicular and pedestrian link between the towns of Widnes and Runcorn. Despite being converted to four lanes in the 1970s, the Silver Jubilee Bridge is now operating beyond its original design capacity of 60,000 vehicles per day, with over 80,000 vehicles making the crossing every weekday. As a result the bridge suffers from severe peak time congestion creating a pinch point on the road network, a situation further exacerbated by the increasing maintenance requirements on the 50 year old structure.
- 2.22 To relieve current cross river congestion and aid connectivity between Widnes and Runcorn, a new road crossing across the Mersey Estuary upstream of the Silver Jubilee Bridge is to be delivered. The Mersey Gateway Bridge is seen as more than just a bridge, but the ‘catalyst’ that will connect communities and lead to regeneration and investment throughout Halton, the Liverpool City Region, Cheshire and the North West.
- 2.23 Halton’s bridges, past, present and future, provide Widnes and Runcorn with a deep rooted connection, decreasing the traditional divide, leading to a more unified and prosperous Borough.



Artists Impression showing the Ethelfreda Railway Bridge the Silver Jubilee Bridge and the future Mersey Gateway Bridge

Drivers of Change

- 2.24 Halton Borough Council is a high achieving and aspirational council with a proactive approach towards encouraging and enabling development in the Borough. To guide Halton's future development to 2028~~6~~ and beyond it is important to understand the Borough's current characteristics including its assets, issues and opportunities. Together these form Halton's drivers of change.

Demographics

- 2.25 Halton's resident population has, after a significant period of population decline, started to experience a reverse in the trend with modest growth projection. The population of the Borough, currently 118,700, is now projected to increase ~~to~~ by around 5,200~~4,700~~ to 123,9~~600~~ by the end of the plan period (2028~~6~~)⁵.

⁵ ONS (2008) Subnational Population Projections

- 2.26 The population structure in the Borough is comparatively young, partly as a legacy of young families moving into Runcorn during the 1970s and 80s New Town era. However, these first generation New Town residents are getting older, currently swelling the 45-59 age band, and will reach retirement age during the plan period. As such the population structure is ageing with the numbers aged over 65+ projected to increase by some 50%, growing by some ~~9,800~~~~8,600~~ from 16,900 in 2008 to ~~26,700~~~~25,500~~ in 2028~~6~~. This ageing population will create additional demand for care services and for adapted or specialist housing.
- 2.27 Net outward migration which drove past population decline is expected to reduce, but will remain an issue for the Borough, particularly amongst young working age adults leaving to pursue education and employment opportunities elsewhere.

Deprivation

- 2.28 The Index of Multiple Deprivation (IMD)⁶ can be used to identify groups and areas in Halton suffering from deprivation. Halton is ranked as the ~~27~~~~30~~th most deprived Borough nationally (at 20~~10~~~~07~~) and 3rd ~~on Merseyside in the Liverpool City Region~~, behind Knowsley and Liverpool. ~~26~~~~47~~% of the Borough's population live in the top ~~1~~~~20~~% most deprived areas in England. ~~Although~~ Halton's ranking has ~~worsened~~~~improved~~ since the previous IMD in 200~~4~~~~7~~ ~~the~~ ~~which~~ ~~ranked~~ ~~the~~ ~~Borough~~ ~~as~~ ~~the~~ ~~30~~th ~~most~~ ~~deprived~~ ~~Borough~~ ~~nationally~~ ~~signalling~~ ~~that~~ ~~Halton~~ ~~is~~ ~~still~~ performing poorly in terms of overall deprivation. Halton has ~~ten~~~~eight~~ areas within the top 3% most deprived in England. These are identified in ~~pink~~~~dark-red~~ in Figure 5.

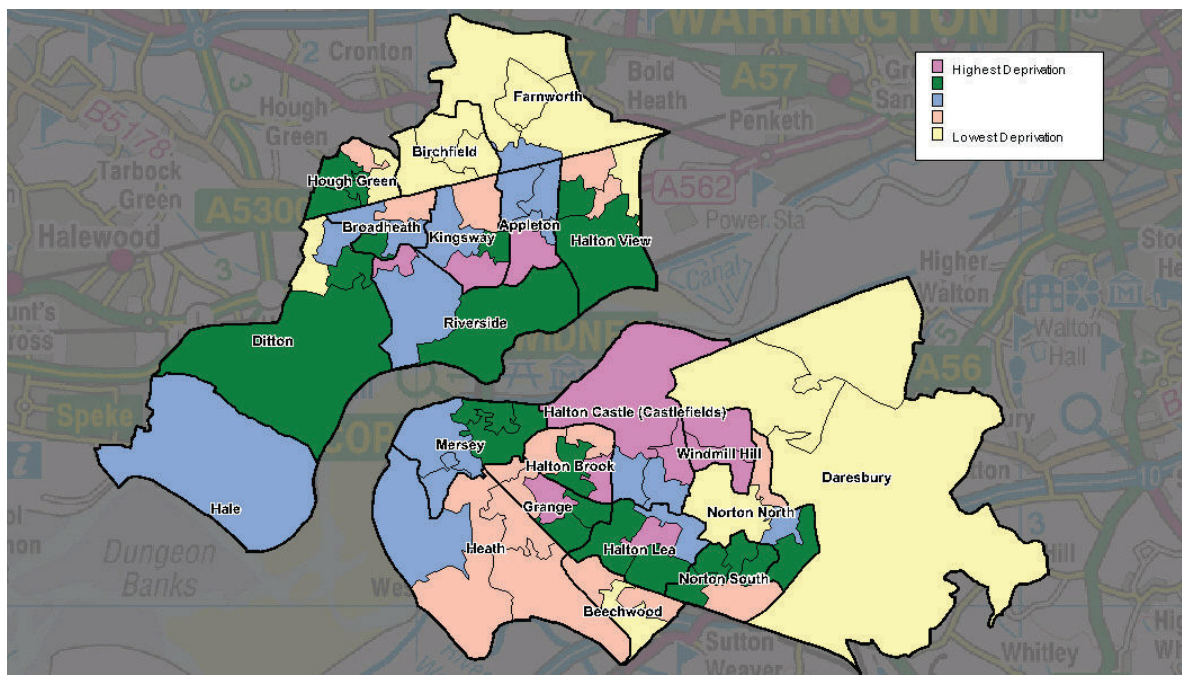


Figure 5: Halton's Spatial Deprivation (Amended Diagram)

⁶ CLG (20~~10~~~~07~~) The English Indices of Deprivation

Health

- 2.29 A principal concern for Halton is the health of its residents. The Borough has for many years had some of the poorest health outcomes and shortest life expectancies of any area in England. Life expectancy at birth in Halton (2007~~6~~-2009~~8~~)⁷ is 75~~4.08~~ years for males and 79~~8.28~~ years for females. This is significantly lower than both the North West (76.~~63~~ male, 80.~~84~~ female) and England figures (78~~7.39~~ male, 82.~~3~~ female). Pioneering research in 2003 by the University of Lancaster commissioned by the Halton Health Partnership⁸ showed that local health issues were not, as then suspected, the result of the Borough's industrial past and heavily contaminated local environment, but are more strongly related to poor lifestyles and economic deprivation.

Housing

- 2.30 ~~At 2010 Within the Borough~~ there ~~were~~~~are~~ a total of 53,~~200759~~ dwellings ~~within the Borough~~⁹. The property profile is fairly varied and as such meets the needs of a wide range of population groups, however, there is currently an over representation of terraced properties (New Town in Runcorn / Victorian in Widnes) and a need for more family and aspirational housing¹⁰.
- 2.31 Halton has a lower proportion of owner occupied and private rented dwelling stock than the regional and national averages; the Borough also has a significantly higher proportion of the population who rent housing from a Registered Social Landlord (RSL)¹¹ due to the high proportion of social housing provided by the New Town. House prices across the Borough are still below regional and national averages but have risen significantly over recent years. Although the current economic climate has shown ~~a~~ decrease in house prices, the needs of lower income and new forming households are increasingly not being met with an estimated 68% of new households unable to access market housing, due to barriers such as decreasing loan to value ratios applied by lenders. Estimates of annual unmet demand for affordable housing have increased over the last ten years from negligible (mostly a function of worklessness) to 118 per annum in 2005 and ~~over~~~~nearly~~ 900 per annum in 2010¹².
- 2.32 The recent provision of larger more aspirational housing developments at Upton Rocks (Widnes) and Sandymoor (East Runcorn), the latter representing a remaining consent from the New Town period, has begun to address an identified deficiency in the local stock for larger family houses, and may have contributed to the recent stabilisation in population numbers.

⁷ ONS (2007-2009~~8~~) Life Expectancy at Birth

⁸ Lancaster University (2003) Understanding Factors Affecting Health in Halton

⁹ ~~HBC (2010) State of the Borough Report~~

¹⁰ GL Hearn and Justin Gardner Consulting (201~~10~~) Halton and Mid-Mersey Strategic Housing Market Assessment

¹¹ HBC (2010) State of the Borough Report

¹² GL Hearn and Justin Gardener Consulting (201~~10~~); Halton and Mid-Mersey Strategic Housing Market Assessment

However, there is still an identified need for these house types across the Borough.

- 2.33 As part of providing access to housing for all sectors of the community, Halton must also consider the specific needs of Gypsies, Travellers and Travelling Showpeople. The Council currently owns and manages two permanent sites for Gypsies and Travellers, one in Widnes and the other in Runcorn. Additionally there are two private sites located in Runcorn. In total (as at 2010) there are 40 permanent pitches and 10 transit pitches across Halton.

Employment, Learning & Skills

- 2.34 Halton's local economy has been subject to major restructuring with the decline of the traditional chemical manufacturing industries that once dominated both Widnes and Runcorn. However, Halton still has a larger proportion of workers employed in manufacturing as compared to the Liverpool City Region¹³. Distribution, information and communication sectors are also large employment sectors in the Borough.
- 2.35 In terms of economic activity, Halton displays issues of worklessness and unemployment. The economic activity rate, which shows the percentage of economically active people of working age, for Halton (74.42%) is below both the North West (74.74%) and Great Britain (76.35%)¹⁴. The current Job Seekers Allowance ~~(JSA)~~ claimant rate in Halton is 5.59%; this is greater than the North West rate (4.25%) and the national rate (34.74%)¹⁵, and is likely to increase in the current recessionary period.
- 2.36 Despite recent successes in education, and more specifically school exam results in the Borough, low levels of education and skills are apparent within the local workforce. This has led to a mismatch between workforce skills and jobs available. Consequently, Halton's residents have been unable to access the full spectrum of jobs in the Borough. The median weekly pay data shows that people who work in Halton have a weekly pay of £4202.250 compared to £35770.760 for the residents of Halton¹⁶.
- 2.37 Whilst there is general satisfaction with Halton as a place to do business, there are problems with the range of commercial sites and premises on offer. Widnes suffers from an excess of poor quality, despoiled former industrial land and has a limited modern office market. Runcorn has early New Town industrial estates, most notably Astmoor, where layouts and unit specifications do not meet modern business requirements and high vacancy rates are prevalent. The Widnes Waterfront development and regeneration area ~~Masterplan and Delivery Strategy~~, the multimodal logistics and distribution development at 3MG and the Business Improvement Districts at Astmoor and Halebank Industrial Estates are among the measures already being used to address these deficiencies.

¹³ ONS (2008) Annual Business Survey Inquiry

¹⁴ ONS (2011~~09/10~~) Nomis – Official Labour Market Statistics

¹⁵ ONS (2011~~09~~) Jobseeker's Allowance Claimants

¹⁶ ONS (2010~~09~~) Annual Survey of Hours and Earnings (ASHE)

2.38 Despite the contraction of the chemical industry due to globalisation, high value-added, specialist chemical manufacturing, and scientific and research based employers remain a key component of the local economy with the remaining firms such as Ineos Chlor amongst the largest individual private sector employers in the Borough. Redevelopment of ICI's headquarters at the Heath Business Park and the public sector investment at Daresbury Science and Innovation Campus (SIC) has ensured Halton has strong foundations in, and is now becoming home to, science, technology and research sectors.

Environment

2.39 Halton has a historic legacy of obsolete and poor quality land, housing, commercial buildings, physical infrastructure and contaminated land. Although the physical appearance of the Borough has improved considerably over recent years, through a number of regeneration schemes, challenges still remain.

2.40 Despite Halton's legacy, the Borough has a large number of environmental assets and designations. Perhaps the greatest of these being the Mersey Estuary with its surrounding saltmarsh and terrestrial open space. The Borough also has a tightly drawn Green Belt boundary, with the total area of Green Belt land standing at 2,500ha, and substantial green infrastructure including parks, recreation grounds and public open spaces. In Runcorn the abundance of parkland and open space can be considered as one of the New Town's great successes, but also a challenge for the Council to maintain. The Borough's green infrastructure supports a wide network of biodiversity, serves as a recreation resource for the benefit of the health and well-being of residents and as a means of mitigation against the effects of climate change. The Borough boasts one Ramsar Site, one Special Protection Area (SPA), three Sites of Special Scientific Interest (SSSI), ten Local Nature Reserves (LNRs), 47 Local Wildlife Sites and 12 Open Spaces of Green Flag award standard¹⁷. [There are also areas of distinct landscape character within the Borough which have been identified through the Halton Landscape Character Assessment¹⁸.](#)

2.41 In terms of the Borough's historic environment there are a range of heritage assets which serve as a positive link to, and reminder of, Halton's past, including ten conservation areas, seven scheduled monuments and 126 Listed Buildings.

2.42 Additionally, a substantial part of Halton's character and 'sense of place' is formed by the Borough's waterside environments along the Mersey Estuary, the Manchester Ship Canal, the Bridgewater Canal, St Helens Canal and the Weaver Navigation. Halton's waterways provide an attractive setting for

¹⁷ For more information please refer to the State of the Borough for Halton: A Sustainability Appraisal for Halton. Available at: www.halton.gov.uk

¹⁸ TEP (2009) Halton Landscape Character Assessment

waterside development, a recreational resource and help improve the image of the Borough.

Climate Change and Sustainability

- 2.43 Climate change is recognised as one of the most serious challenges facing the UK. Evidence shows that over the last century there has been an unprecedented rate of increase in global temperatures leading to climatic changes. Scientific consensus attributes this global warming to emissions of greenhouse gases, primarily carbon dioxide from combustion of fossil fuels for energy generation or transport. The impacts of climate change may be felt within the Borough through warmer summers and wetter winters and an increased frequency of severe weather events. These climatic shifts will have a pronounced effect on Halton's natural and built environments.
- 2.44 Extreme weather events may also increase the risk of coastal and estuarine flooding. Halton's estuarine location and the number of brooks which run into the Mersey Estuary present a number of areas in the Borough that have been identified at risk from flooding.
- 2.45 The sustainable management of waste is also a major concern for Halton. European and national legislation is driving a change in the way we handle waste. Disposing the majority of our waste to landfill is no longer a viable long term option.

Transport Links

- 2.46 The Borough enjoys excellent links being at the heart of the region's transport network. The M56 motorway runs through the south of the Borough and the M62 is located just to the north, both a short drive from the M6, whilst A-class routes converge on the Silver Jubilee Bridge river crossing.
- 2.47 The Liverpool branch of the West Coast Main Line railway offers regular services from Runcorn Train Station delivering passengers to London in less than 2 hours and to Liverpool in around 20 minutes. Local and Trans-Pennine services call at Widnes, Hough Green and Runcorn East stations before connecting with Manchester and other destinations across the north of England.
- 2.48 Liverpool John Lennon Airport is located adjacent to Halton Borough Council's western boundary within Liverpool City Council. The Airport provides national and international connectivity for the Borough whilst also bringing economic benefits including job creation.
- 2.49 Travel patterns show that 13.8% of commuting flows to Halton are by residents within the Liverpool City Region, however, the largest flow is by residents of Warrington (9.7%)¹⁹. Overall, 70% of journeys to work within Halton are made by car²⁰.

¹⁹ HBC (2010) State of the Borough in Halton

²⁰ ONS (2001) Census 2001

- 2.50 Although, as explained previously, there are a range of issues associated with congestion and the unpredictability of journey times for cross river traffic, Halton exhibits a number of locational advantages presented by the Borough's existing rail links, waterways, ports, Liverpool John Lennon Airport and the proposed Mersey Gateway Project. These present a unique opportunity to ensure that Halton fulfils its potential as a major hub for distribution and logistics. This opportunity is also taken forward in the Liverpool City Region 'SuperPort' concept²¹ which aims to ensure that these assets along with other freight infrastructure across the sub-region become a key driver in the local economy.

Retail and Leisure

- 2.51 Halton has three main retail centres with Widnes being the largest centre followed by Halton Lea and then Runcorn Old Town.
- 2.52 Widnes Town Centre has a strong convenience and comparison retail offer. In terms of the town's market share of comparison retail, this has been substantially improved with the opening of Widnes Shopping Park in early 2010. Victoria Square to the south of the Town Centre provides an opportunity to extend the evening economy and a new leisure development at Widnes Waterfront comprising of a cinema, ice rink and restaurants will complement the Town Centre's retail offer and boost leisure opportunities within the Borough.
- 2.53 In Runcorn, during the New Town era, the location of the new town centre, Halton Lea, can be seen as a contributing factor to the subsequent decline of Runcorn Old Town which struggled to maintain its position as a key retail centre in the Borough. As a result Runcorn Old Town centre has been subject to several regeneration projects. In recent years Runcorn Old Town has acquired assets such as the Brindley Arts Centre, consolidating its role as an independent and specialist destination. Although Halton Lea has suffered from a number of issues including weak pedestrian access, high vacancy rates and the lack of an evening economy, its complimentary leisure facilities at Trident Retail Park have improved its offer substantially.

Risk

- 2.54 Halton is affected by a number of installations which have the potential to create a significant risk for Halton's communities in the event of a major incident. These include industries that store quantities of potentially dangerous chemicals such as chlorine at Ineos Chlor in Runcorn, pipelines that carry explosive gases or liquids and the approach to the runway of Liverpool John Lennon Airport. Flooding events, land contamination and pollution also present a major potential risk to Halton's communities.

²¹ TMP (2008) Liverpool SuperPort

Halton's Challenges

2.55 Through the description of Halton's characteristics including the Borough's assets, issues and opportunities a number of challenges have become clear.

Halton's challenges are to:

- respond to the changing population structure including the Borough's ageing population;
- tackle issues of deprivation and health for the Boroughs residents;
- deliver and secure a balanced housing offer which is appropriate to local markets and ultimately supports the Borough's economic growth;
- continue to create an environment where employers want to invest and create jobs;
- attract skilled workers into the Borough and increase the proportion of Halton's working age population with appropriate qualifications;
- support the Boroughs economic growth sectors including science and technology, and logistics and distribution;
- ensure all development is of a high quality of design and that areas of contaminated land are successfully remediated;
- maintain and enhance Halton's natural and heritage assets including its sites of local, national and international importance, waterside environments and distinctive character;
- [protect, enhance and, where appropriate, expand the Borough's green infrastructure network for its intrinsic value, recreational opportunities and for the added benefits of improving health and well-being of the Borough's communities;](#)
- put in place mitigation and adaptation measures to deal with the threat of climate change;
- utilise resources sustainably;
- reduce congestion and support travel by sustainable modes;
- maintain and enhance the retail and leisure offer of Widnes Town Centre, Halton Lea and Runcorn Old Town; and,
- minimise and respond to the potential risk of major accidents, flooding, contamination and pollution.

2.56 These challenges must be addressed in order to ensure Halton fulfils its future vision to 2028~~6~~.

3 Vision and Strategic Objectives

A VISION FOR HALTON IN 2028~~6~~

- 3.1 The overarching vision is taken from the ~~draft~~ Halton Sustainable Community Strategy 2011-2026:
- 3.2 *“Halton will be a thriving and vibrant Borough where people can learn and develop their skills, enjoy a good quality life with good health; a high quality, modern urban environment; the opportunity for all to fulfil their potential; greater wealth and equality; sustained by a thriving business community; and within safer, stronger and more attractive neighbourhoods.”*
- 3.3 Flowing from this, the spatial vision underpinning Halton’s Core Strategy is as follows:
- 3.4 “In 2028~~6~~, Halton is well equipped to meet its own needs with housing for all sections of society, a range of employment opportunities, plus retail and leisure facilities for everyone. Halton continues to contribute positively to achieving the economic, environmental and social potential of the Liverpool City Region and the North West.
- 3.5 Thriving and diverse residential communities are growing at Sandymoor, Daresbury [Strategic Site](#) and Runcorn Waterfront while additional high quality housing in other locations across Runcorn and Widnes are reinforcing and diversifying the Borough’s residential offer, responding to the needs of the Borough’s communities. There has been a renewed emphasis on the delivery of affordable housing providing accommodation for those who were previously unable to access the type of home they required.
- 3.6 The Borough’s economy has been strengthened by the expansion of key employment areas at Daresbury, 3MG, Mersey Gateway Port and Widnes Waterfront, and Halton has developed an important role in the sub-region for sustainable distribution and logistics and in high-tech science and research. Halton’s residents are well equipped with the skills needed to compete for jobs in all sectors and locations throughout the Borough, where existing employment areas have been retained and improved through appropriate regeneration to meet the needs of modern employers. The Borough’s traditional industries, centred on the chemicals sector, continue to play a key role in both Runcorn and Widnes.
- 3.7 Retail and leisure centres in the Borough maintain their function as key areas for the provision of shops, services and community facilities. The town centres at Widnes and Halton Lea offer vibrant and busy destinations for people to do their shopping, access services and meet one another. Runcorn Old Town has developed into a unique location for shopping and leisure, with a niche role compared to the two main town centres in the Borough.
- 3.8 Development across the Borough is highly sustainable and contributes to the health and well-being of Halton’s communities, has made the best use of previously developed land and has utilised infrastructure and resources efficiently. Climatic risks continue to be managed and mitigated and development has contributed to minimising Halton’s carbon footprint. Additionally, Halton benefits from high quality infrastructure serving new and existing development.

- 3.9 The rural character and setting of the Borough's villages of Moore, Daresbury and Preston on the Hill within the Green Belt has been retained through restrictions on new development. The character of Hale Village (inset within the Green Belt), has also been protected, and any negative impacts associated with the expansion at Liverpool John Lennon Airport are minimised. The Borough's Green Belt continues to provide a vital resource for current and future residents and keeping important spaces between settlements.
- 3.10 The historic and natural environments across Halton have been conserved and enhanced for future generations and the Borough's multifunctional green infrastructure network fulfils the recreational needs of residents, contributes to general well-being and provides important linked diverse habitats. Additionally, Halton's legacy of contaminated land continues to be remediated and regenerated, and development responds to the potential risks of major accidents and flooding.
- 3.11 Transport routes both through the Borough and to surrounding areas are intrinsic to how the Borough functions on its own and as part of the sub-region, for the movement of goods and people. A second river crossing between the Borough's towns of Runcorn and Widnes, in the form of the Mersey Gateway Project, has been secured, improving connections and acting as a major sub-regional catalyst for development and regeneration".

STRATEGIC OBJECTIVES

- 3.12 The spatial vision will be achieved through the delivery of the strategic objectives:
1. Create and support attractive, accessible and adaptable residential neighbourhoods where people want to live
 2. Provide good quality, affordable accommodation and a wide mix of housing types to create balanced communities
 3. Create and sustain a competitive and diverse business environment offering a variety of quality sites and premises, with a particular emphasis on ~~through~~ the revitalisation of existing vacant and underused employment areas
 4. Further develop Halton's economy around the logistics and distribution sector, and expand the science, creative and knowledge based business clusters
 5. Maintain and enhance Halton's town and local centres to create high quality retail and leisure areas that meet the needs of the local community, and positively contribute to the image of the Borough
 6. Ensure all development is supported by the timely provision of adequate infrastructure, with sufficient capacity to accommodate additional future growth
 7. Provide accessible travel options for people and freight, particularly through the realisation of the Mersey Gateway Project, ensuring a better connected, less congested and more sustainable Halton
 8. Ensure that all development achieves high standards of design and sustainability and provides a positive contribution to its locality
 9. Minimise Halton's contribution to climate change through reducing carbon emissions and ensure the Borough is resilient to the adverse effects of climate change
 10. Support the conservation and enhancement of the historic and natural environment including designated sites and species and the Borough's green infrastructure in order to maximise social, economic and environmental benefits
 11. Improve the health and well-being of Halton's residents throughout each of their life stages, through supporting the achievement of healthy lifestyles and healthy environments for all
 12. Prevent harm and nuisance to people and biodiversity from potential sources of pollution and foreseeable risks
 13. Support sustainable and effective waste and minerals management, reducing the amount of waste generated and contributing to the maintenance of appropriate mineral reserves.

Halton Borough Council

Core Strategy
Revised Proposed Submission
Document

Spatial Policies

4 CSI: HALTON'S SPATIAL STRATEGY

- 4.1 The Spatial Strategy flows from the Vision for Halton It expresses how we will achieve what we want to deliver over the plan period, taking into consideration the existing physical and social environment of the Borough, and how we intend to meet the Strategic Objectives. The Spatial Strategy sets out how Halton will change over the coming years; where change will happen, when it will happen and how this is to be delivered.

Policy CSI: Halton's Spatial Strategy

To achieve the Vision for Halton to ~~2026~~ 2028, new development should deliver:

- ~~8000-9,000 net~~ additional dwellings ~~new homes~~
- Approximately 260-295 ha (gross) of land for employment purposes
- ~~Up to~~ About 35,000 ~~SqM~~ sqm of town centre convenience /comparison goods retailing
- ~~Up to~~ About 22,000 ~~SqM~~ sqm of ~~bulky goods retailing~~ retail warehousing

Specific principles to guide the location, timing and delivery of the above development are set out in policies CS3-CS5.

1. Urban Regeneration and Key Areas of Change

The Spatial Strategy for Halton is focused around a balanced mix of prioritised urban regeneration supported by appropriate levels of greenfield expansion. The strategy will largely be realised by the delivery of four “Key Areas of Change” across the Borough where the majority of new development will be located. The four areas are:

(a) Regeneration of previously developed (brownfield) land within the existing urban area as Key Areas of Change at:

- 3MG, (Ditton) in Widnes,
- South Widnes,
- West Runcorn; and

(b) Greenfield expansion involving the completion of the proposals for Runcorn New Town and further extension of Runcorn as a Key Area of Change at:

- East Runcorn

This specific Key Area of Change includes the designation of a Strategic Site encompassing Daresbury Science and Innovation Campus and Daresbury Park.

Specific proposals for these areas and the type and amount of development they will accommodate are set out in policies CS8-CS11.

2. Brownfield Focus (beneficial and efficient use of existing sites)

Outside of the Key Areas of Change, the re-use of previously developed land will be prioritised, notably where regenerating or bringing sites back into use will bring wider benefits to the Borough. Important green infrastructure within the urban area will be protected from ~~adverse~~ detrimental development to ensure its value, both individually and as part of a network is retained.

3 Halton's rural areas and Green Belt

The rural character and green infrastructure of the Borough's villages and Green Belt will

~~be~~-predominantly ~~be~~ maintained. An area of search for a possible minor amendment of the Green Belt ~~boundary~~ is proposed ~~to~~in the west of the Borough to facilitate the planned runway extension at Liverpool John Lennon Airport. In addition, the land supply position may warrant a general review of Green Belt boundaries to serve development needs arising in Widnes ~~and Hale~~ prior to ~~2026~~ 2028.

Specific proposals relating to Liverpool John Lennon Airport are set out in CS17.

Justification

- 4.2 Informed by Halton's existing characteristics, issues and opportunities as detailed in Halton's Story of Place, the Spatial Strategy has been developed to focus future development on areas where there is an impetus or a need for change. A number of areas of the Borough such as industrial parts of Widnes and New Town areas in Runcorn have not benefitted from sufficient investment for a number of years and are now in need of renewal. Development over the plan period will predominantly be focused on renewing Halton's urban landscape through the re-use of previously developed (brownfield) land, including derelict sites and those with a history of contamination particularly at South Widnes and West Runcorn. Specific policies deal with when this change will happen. By seeking wherever possible to concentrate development in brownfield regeneration areas, the roles of Runcorn and Widnes as important towns in the sub-region will be maintained and secured for the future. This will ensure that the Borough is able to meet the day-to-day needs of its current and future population by providing ample employment opportunities, a range of high quality services and facilities and a choice of homes.
- 4.3 Despite the priority to renew and improve the Borough's urban landscape through new development, it is apparent through the evidence base that not all future development can be delivered on brownfield land. Despite the Borough's strong record for bringing brownfield land back into use, much of the remaining previously developed land is highly constrained through contamination or other factors which affect development viability, therefore reducing the realistic amount of brownfield land which can be brought back into beneficial use. ~~Currently~~ ~~At 2010~~, there are no further housing renewal programmes, such as that nearing completion at Castlefields (Runcorn), which are planned to take place within the lifetime of the Core Strategy. In addition to the limitations on the re-use of brownfield land, development opportunities in the Borough are constrained (particularly in Widnes) by tightly defined Green Belt boundaries, limited scope for infilling, coupled with the Mersey Estuary dissecting the Borough, there are not a wide variety of strategic options available to accommodate future growth requirements. However, Halton must plan for the level of development needed to secure the future prosperity of the Borough and to ensure that the services, facilities and opportunities on offer serve Halton's population over the lifetime of the plan.
- 4.4 During the earlier stages of the Core Strategy's production, three different options to deliver the required level of growth were consulted on; **Sustainable Urban Extensions, Brownfield Only Focus** and a **Mix of Brownfield and Urban Extension**. Following public consultation, the development of the evidence base and refinement of the options, the option of combining a brownfield approach, coupled with an extension of the Borough's existing built up area to the east of Runcorn emerged as the preferred option, and the most balanced approach to

both deliver the amount of new development needed whilst contributing towards the achievement of the Vision and Strategic Objectives for the Borough.

- 4.5 The land proposed to be developed at East Runcorn is predominantly greenfield land beyond Runcorn's current built up urban area. Evidence from both the Strategic Housing Land Availability Assessment¹ (SHLAA) (2010) and the Joint Employment Land and Premises Study² (JELPS) (2010) indicate that without the inclusion of this area of the Borough, there would be insufficient land for new residential and employment development needed over the plan period.

		Potential Housing Supply (SHLAA 2010)			Identified Employment Land Supply 2010 (Ha.)		
		Dwellings	Halton %	Area %	Ha.	Halton %	Area %
3MG	Green	--			24.8		26%
	Brown	--		--	70.0		74%
		0	0%		94.8	48%	
South Widnes	Green	--		0%	15.8		61%
	Brown	876		100%	9.9		39%
		876	7% <u>8%</u>		25.7	13%	
Widnes/ Hale (ALL)	Green	1,486 <u>1,466</u>		48%	40.6		32%
	Brown	1,595		52%	86.8		68%
		3,081 <u>3,061</u>	26% <u>27%</u>		127.4	64%	
East Runcorn	Green	3,410 <u>3,024</u>		100%	49.2		100%
	Brown	--		0%	--		0%
		3,410 <u>3,024</u>	29% <u>27%</u>		49.2	25%	
West Runcorn	Green	75		4%	--		0%
	Brown	2,058		96%	0.3		100%
		2,133	18% <u>19%</u>		0.3	0%	
Runcorn (ALL)	Green	5,802 <u>5,409</u>		67% <u>66%</u>	7.0		10%
	Brown	2,798		33% <u>34%</u>	63.4		90%
		8,600 <u>8,207</u>	74% <u>73%</u>		70.4	36%	
HALTON (ALL)	Green	7,288 <u>6,875</u>		62% <u>61%</u>	47.6		24%
	Brown	4,393		38% <u>39%</u>	150.2		76%
		11,681 <u>11,268</u>	100%		197.8	100%	

Table I: Distribution of Identified Development Potential ~~as at (April 2010)~~

- 4.6 The strategy for development in Halton over the Core Strategy period should be viewed as the next phase in the development of the Borough, and a continuation of previous strategies as implemented in the 2005 Halton Unitary Development Plan (UDP) and the 1996 Halton Local Plan. For instance, the impetus to develop land

¹ HBC (2010) Strategic Housing Land Availability Assessment 2010/11

² BE Group (2010) Joint Employment Land and Premises Study

at East Runcorn dates back to the New Town Master Plan and its amendments³, where the proposals were extended to incorporate land beyond the areas of Windmill Hill and Murdishaw primarily to accommodate a greater number and range of dwellings. This area began to be developed in the late 1980s to form the residential area of Sandymoor. In Widnes, pockets of greenfield land lay between the existing urban area and the Green Belt surrounding the north of the Borough, and these areas were released for development in the later phases of the 2005 UDP, where sites within the urban area were brought forward first. Aside from the urban Key Areas of Change which present opportunities for brownfield development, there is not an abundance of sites within the urban area with the ability to deliver significant development, particularly residential development.

4.7 ~~The following table~~ [Table I](#) -sets out the land supply position for residential and employment purposes at April 2010. This demonstrates that almost three quarters of the potential housing supply identified ~~in the SHLAA~~ lies south of the river, with previously identified land accounting for only 38% of the potential ~~total~~ supply. For employment land there is marginally more land available in Widnes, however this supply is concentrated in a limited number of large sites forming the 3MG development.

4.8 [The Council has commissioned a number of research studies to quantify the demand and need for different classes of development across the Borough. For housing, these indicate that demand for additional housing over the plan period is likely to be skewed to Runcorn at 57% of the total, with Widnes and Hale accounting for 43%. For retail, the studies indicate greater expenditure headroom to support new floorspace arising in Widnes.](#)

4.8.4.9 The strategy identifies four **Key Areas of Change** [that will be the focus for new development and](#) where the biggest transformation of the current landscape is expected ~~will to~~ occur. These key areas are seen as fundamental to the longer term development of the Borough and in most cases represent existing areas where impetus for change [already](#) exists, through priority projects or support from the development industry. Table 2 below illustrates the ~~likely anticipated~~ quantum and distribution of development / development land across Halton to ~~2026~~ [2028](#).

³ Runcorn Development Corporation (1967) Runcorn New Town Master Plan

	WIDNES / HALE				RUNCORN				TOTAL
	KEY Area of Change		Other *	TOTAL	Key Area of Change		Other *	TOTAL	
	3MG	South Widnes			West Runcorn	East Runcorn			
Housing (net dwelling gain)	--	350 400	3,250 3,500	3,900 (43%)	2,000 1,500	3,400 2,800	1,000 800	5,100 (57%)	8,000 9,000 (100%)
Employment (Ha)	98.9 99	29.2 30	10.7 28		26.9 27	62.3 66	32.0 45		260.0 295.0
'Town Centre' Retail (SqM sqm)		25,000		25,000	5,000		5,000	10,000	35,000
Bulky Goods Retail Warehousing (SqM-sqm)		19,000		19,000			3,000	3,000	22,000

* Other may include currently unidentified 'windfall' sites that may arise within Key Areas of Change.

Table 2: ~~Projected~~ Anticipated Distribution of Development / Development Land 2010 to ~~2026~~ 2028

Where are the Key Areas of Change and why have they been chosen?

4.9.4.10 The Key Areas of Change in Halton have been identified as:

- **3MG** (the Mersey Multimodal Gateway) at Ditton in Widnes.
- **South Widnes** – including Widnes Town Centre, Widnes Waterfront and the regeneration area of West Bank.
- **West Runcorn** – including Runcorn Old Town, Runcorn Waterfront and the Mersey Gateway Port (Weston Docks).
- **East Runcorn** – covering Daresbury Park, Daresbury Science and Innovation Campus and Sandymoor.

3MG, Widnes

4.10.4.11 The existing strategic rail freight interchange in Ditton, Widnes known as **3MG** (Mersey Multimodal Gateway) has been operational since 2006, and is well located in relation to the strategic road network, West Coast Main Line (WCML) rail access, the Port of Liverpool, and the expanding cargo facility at Liverpool John Lennon Airport. The site is a key location for logistics and distribution in the North West and when fully developed, offers the potential to deliver up to 5,000 jobs in this expanding sector. Whilst part of the site is already well established as an operational freight facility, there remains significant development potential to the west of the existing rail freight facility where there is scope for similar employment uses.

4.11.4.12 Support for the development and expansion of intermodal freight facilities such as 3MG reflects national and regional priorities to facilitate a shift in the movement of freight from road based transportation to sustainable modes. The 3MG site is currently connected via the WCML to the markets of the South East of England and to the European continent and its importance and continued expansion is supported by the shadow Liverpool City Region Local Enterprise Partnership who

[secured Regional Growth Fund monies in 2011 to further enhance its connectivity and capacity.](#) ~~There are also plans to further connect rail freight services between 3MG and southern Spain to allow the transportation of fresh produce from Europe for distribution within the UK.~~

South Widnes

[4.134.13](#) The South Widnes Key Area Change is made up of three component parts which abut each other along the southern edge of Widnes, adjacent to the key route of the A568. **Widnes Town Centre** is the largest Town Centre in the Borough and home to a substantial retail offer. Evidence from Halton's Retail and Leisure Study⁴ suggests that there is potential to expand the bulky goods (DIY and gardening products, furniture, carpets, electrical goods, office supplies and toys) retail offer in the town centre, hence the requirement for identified level of additional floorspace.

[4.134.14](#) The area known as **Widnes Waterfront** adjoins the Town Centre and covers the area south of Fiddlers Ferry Road and east of Ashley Way. Predominantly an employment area, the site's prominence in the Borough will be boosted in the future given the area's proximity to the new river crossing after the implementation of the Mersey Gateway Project. The area has been the focus of regeneration efforts in recent years, mainly towards the west, however, there is potential for the remainder of the area to offer a renewed employment offer.

[4.144.15](#) The **West Bank** area is situated to the west of Widnes Waterfront and currently comprises a variety of different land uses, with industrial and commercial to the north and a residential neighbourhood to the south. There is the scope for substantial reconfiguration of this area following the implementation of the Mersey Gateway Project.

West Runcorn

[4.154.16](#) The West Runcorn Key Area of Change includes the retail and leisure area of **Runcorn Old Town**. Although Runcorn Old Town centre is an important convenience centre in its local catchment, the centre was adversely affected by the development of its larger New Town neighbour, Halton Lea, and at present lacks a defined role. There is definite scope and impetus to build a complementary relationship for Runcorn Old Town with Halton Lea, centred around the evening economy and cultural uses in the centre. Longer term redevelopment opportunities for Runcorn Old Town centre are related to the Mersey Gateway Project which will create better linkages and connectivity between the waterfront area and Runcorn Train Station on the WCML.

[4.164.17](#) Lying to the west of Runcorn Old Town centre, adjacent to the Riverside College Campus and recent waterside housing developments, lies **Runcorn Waterfront** a key development site anticipated to come forward for a mix of residential and commercial uses during the plan period.

[4.174.18](#) Towards the south of the West Runcorn Key Area of Change, the **Mersey Gateway Port** (previously known as Weston Docks) offers the opportunity to create a civil waterway port offering improved road, rail, inland waterway and sea freight logistics. The realisation of this site's potential will further strengthen and expand the Borough's specialism in the logistics and distribution sector.

⁴ GVA (2009) Halton Retail and Leisure Study, para 11.42, page 132

East Runcorn

~~4.18~~4.19 The East Runcorn area can be split into two distinct sections – the predominantly residential area at **Sandymoor** and the area of employment focus at Daresbury, divided between the business community at **Daresbury Park** and the nationally significant science and research centre at **Daresbury Science and Innovation Campus**. The delivery of an extension to Runcorn’s urban area represents an opportunity to integrate the existing employment area with the rest of the Borough, whilst additionally making a significant contribution towards achieving the Borough’s aims in terms of securing future economic prosperity and offering opportunities to diversify the skills base.

~~4.19~~4.20 Within the East Runcorn Key Area of Change, the Daresbury area is being allocated as a Strategic Site as it is a key component in Halton’s future development and will see substantial change over the lifetime of the Core Strategy. Alongside the expansion of the employment offer, a new residential community is also being promoted at Daresbury, which will not only ~~meet~~ help to meet the housing needs of the Borough’s residents, but will also connect the two existing employment areas through shared amenities and new transport routes. The residential area at Sandymoor, to the west of Daresbury, comprises approximately 147 hectares of land, of which 46 hectares have already been developed⁵. This comprehensive redevelopment of the Sandymoor area will continue, creating a mixed and sustainable community supported by the facilities and services needed by local residents.

Outside of the Key Areas of Change

~~4.20~~4.21 Outside of the identified Key Areas of Change, the evidence base underpinning the Core Strategy indicates that there is scope to make more efficient use of already developed areas of the Borough, bringing benefits to the Borough’s existing communities. In line with the spatial priorities enshrined in national planning policy, previously used land and buildings in the rest of Halton are high priorities for accommodating new development. Bringing underused and redundant sites back into beneficial use will have positive effects on existing surrounding communities.

~~4.21~~4.22 Halton’s existing network of green infrastructure will continue to serve the leisure and recreation needs of the population and support the Borough’s biodiversity.

~~4.22~~4.23 The rural character and setting of the Borough’s villages and areas of open countryside will be maintained with limits on new development. In order to achieve this, the Green Belt will continue to be protected in accordance with national planning policy to prevent uncoordinated expansion of urban areas which result in the loss of strategic gaps between settlements. Minor changes to the Green Belt boundary at the western extent of the Borough will be ~~required~~ considered to ~~allow~~ facilitate the proposed runway extension at Liverpool John Lennon Airport ~~to be extended~~, and this issue will be addressed in a later ~~Development Plan Document~~ DPD. In addition, should the land supply within the Borough warrant it, a partial review of the extent of the Green Belt may be required during the plan period, particularly to ensure adequate land to meet development needs of the communities north of the river. Any such review will be undertaken as part of a subsequent Allocations DPD.

⁵ HBC (2009) Sandymoor Supplementary Planning Document

[4.234.24](#) The character of Hale Village which is inset within the Green Belt, will need to be carefully managed like the other villages, with particular respect to its close proximity to Liverpool John Lennon Airport. As the towns of Runcorn and Widnes will be the focus of development for the Core Strategy, the Green Belt ~~area~~ will play a pivotal role in maintaining the setting of the Borough's rural assets and providing a distinct boundary to the built up area. The character and setting of the rural villages of Moore, Daresbury and Preston on the Hill, will be protected with the careful management of development.

POLICY FRAMEWORK:							
National Policy	PPS1: Delivering Sustainable Development (CLG, 2005); PPS3: Housing (CLG, 2010); PPS4: Planning for Sustainable Economic Growth (CLG, 2009)						
Local Evidence	Strategic Housing Land Availability Assessment 2010/11 (HBC, 2010), Joint Employment Land and Premises Study (BE Group, 2010), Halton Retail and Leisure Study (GVA, 2009), Runcorn New Town Masterplan and Amendments (Runcorn Development Corporation, 1976, 1971 and 1975)						
Strategic Objectives	ALL						
SCS Priorities	Employment, Learning and Skills in Halton, Environment and Regeneration in Halton						
SA Objectives	<table border="1"> <tbody> <tr> <td>10 - Housing</td> <td>14 – Economy</td> </tr> <tr> <td>11 – Accessibility</td> <td>16 – Town Centres</td> </tr> <tr> <td>13 – Education</td> <td></td> </tr> </tbody> </table>	10 - Housing	14 – Economy	11 – Accessibility	16 – Town Centres	13 – Education	
10 - Housing	14 – Economy						
11 – Accessibility	16 – Town Centres						
13 – Education							
SA Outcome	Overall, the SA considers this policy to be positive in sustainability terms. Although the level of development set out within some of the policies could have negative impacts on some environmental factors, these are sufficiently mitigated by other policy content.						

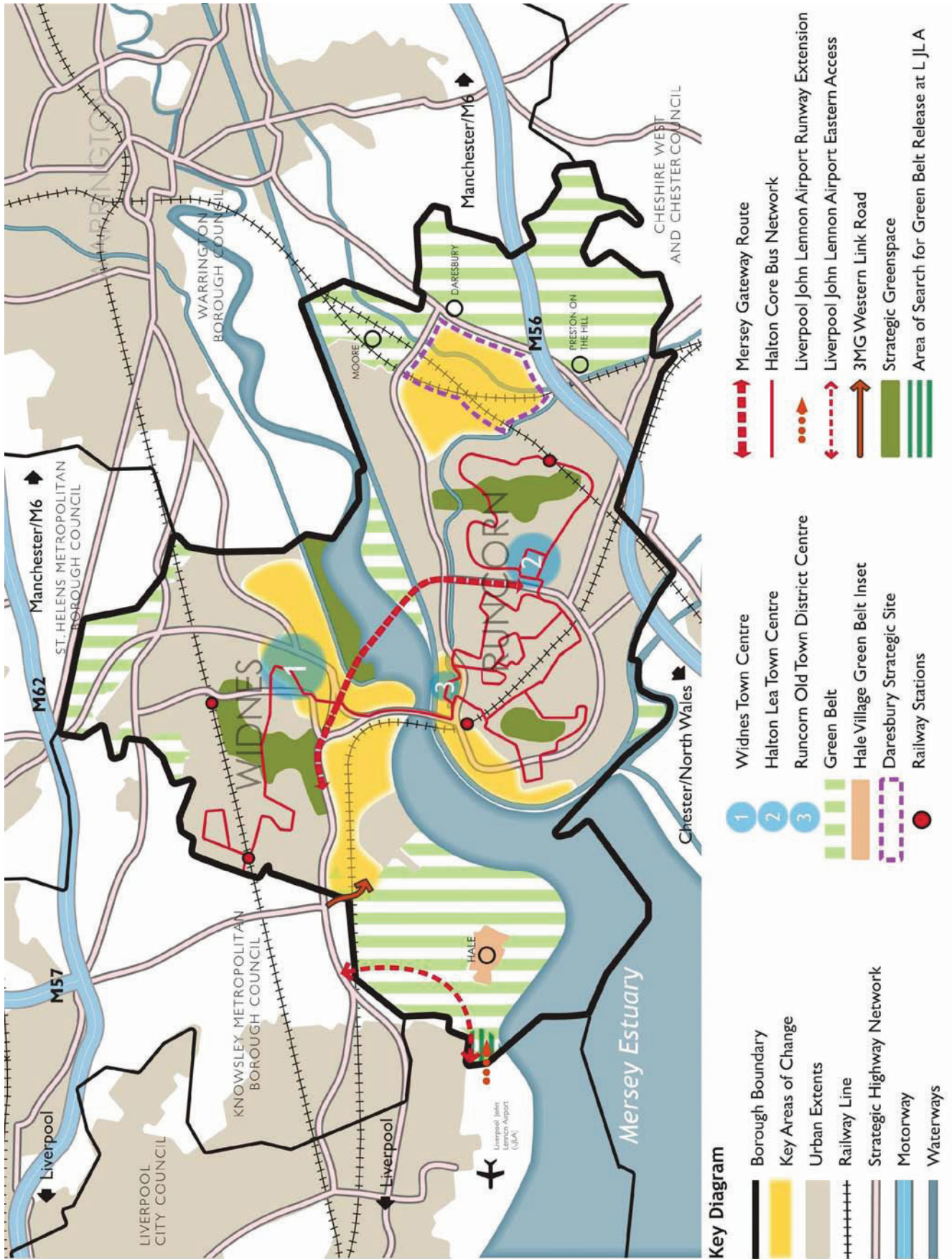


Figure 6: Key Diagram (Amended Diagram)

5 CS2: SUSTAINABLE DEVELOPMENT PRINCIPLES

- 5.1 The overall Spatial Strategy as set out in CSI establishes the spatial distribution of future growth and development in the Borough. The Sustainable Development Principles exist alongside the Spatial Strategy in order to ensure that growth and development is sustainable, meeting the needs of Halton's present communities, and planning for the needs of future communities over the lifetime of the Core Strategy. All development in the Borough is required to contribute towards these principles in order to ensure a sustainable Halton, now and in the future.

Policy CS2: Sustainable Development Principles

Over the lifetime of the Halton Core Strategy, development in the Borough should:

- contribute towards the delivery of mixed and balanced communities;
- increase the quality of life for the Borough's communities, contributing to long term improvements in health and well-being, educational attainment and skill development;
- contribute towards a strong, stable and more competitive economy, responsive to Halton's needs and building upon Halton's strengths;
- be located to minimise the need to travel, increase accessibility and support sustainable transport options;
- regenerate and remediate Halton, bringing noticeable improvements to the Borough's urban areas and green spaces;
- conserve and enhance the character and quality of Halton's natural and historic environment and green infrastructure network;
- minimise factors which contribute to climate change and plan for the potential effects of a changing climate on the Borough's communities and environments;
- minimise energy and water use and make efficient use of natural resources including through sustainable waste management and maximising the re-use of recycled products; and,
- ensure that the infrastructure needs of the Borough are met.
- ~~make efficient use of resources and ensure infrastructure needs are met.~~

Justification

- 5.2 'Sustainable development' is defined as "development which meets the needs of the present without compromising the ability of future generations to meet their own needs"¹. National guidance in the form of PPS 1: Delivering Sustainable Development² states that sustainable development should be delivered through achieving:

- social progress which recognises the needs of everyone;
- protection and enhancement of the environment;
- prudent use of natural resources; and,
- sustainable economic development.

¹ HM Government (2005) Securing the Future – UK Government Sustainable Development Strategy

² CLG (2005) Planning Policy Statement 1: Delivering Sustainable Development

- 5.3 To achieve sustainable development across Halton a number of principles have been agreed. These sustainable development principles are informed by the Borough's drivers of change and respond to Halton's challenges as set out in Halton's Story of Place. As a result the Sustainable Development Principles reflect the current social, economic and environmental needs of the Borough whilst building upon the aims of sustainable development at the national level.
- 5.4 In order to achieve sustainable development in Halton over the plan period, all development, where appropriate, will be assessed against these principles. The Sustainable Development Principles are therefore integral to the delivery of the Core Strategy and are amplified throughout the plan.

POLICY FRAMEWORK:	
National Policy	PPSI: Delivering Sustainable Development (CLG, 2005); Securing the Future (HM Gov, 2005)
Local Evidence	Halton - State of the Borough (HBC, 2010)
Strategic Objectives	ALL
SCS Priorities	A Healthy Halton; Employment, Learning and Skills in Halton; Environment and Regeneration in Halton
SA Objectives	1 – Cultural Heritage
	2 – Biodiversity
	3 – Water Quality
	4 – Climate Change
	5 – Flood Risk
	6 – Energy Efficiency
	7 – Land Quality
	8 – Air Quality
	9 – Waste
	10 – Housing
	11 – Accessibility
	12 – Health
	13 – Education
	14 – Economy
	15 – Leisure and Tourism
	16 – Town Centres
	17 – Transport
SA Outcome	The SA considers this policy to be positive in sustainability terms as it has positive benefits for all of the SA objectives.

6 CS3: HOUSING SUPPLY AND LOCATIONAL PRIORITIES

- 6.1 New homes must be provided to ensure an adequate supply of suitable housing for the Borough's existing communities and to accommodate projected growth in the Borough's population. Whilst the resident population has stabilised over recent years it is projected to experience modest growth rates to ~~2026~~2028, however changing demographics and needs of residents has meant even faster growth in the number of households placing pressure on Halton's current housing stock.
- 6.2 As indicated in both Halton's Story of Place and the Spatial Strategy, over the Borough's history development has taken place in distinct waves of urban regeneration often involving the replacement of unsuitable New Town estates, coupled with growth of the Borough onto expansion land at the edges of the urban area. Whilst this pattern of development will continue to a certain extent, housing renewal projects will play less of a role in the future and the Borough will be more dependent on delivering housing on Halton's remaining greenfield sites at the periphery of the urban area.

Policy CS3: Housing Supply and Locational Priorities

Housing Requirement

- ~~8,000~~ 9,000 new homes (net of demolitions) should be provided between 2010 and ~~2026~~2028 at a minimum rate of:
 - 400 units per annum for the period ~~Apr 2010/H1-Mar 2014/H5~~2015
 - 600 units per annum for the period ~~Apr 2015/H6-Mar 2019/20~~2020
 - 500 units per annum for the period ~~Apr 2020/21-Mar 2025/26~~2028
 - Beyond ~~2026~~2028, development should continue at a minimum rate of 500 units per annum (net gain) unless this is superseded by a change to policy ~~at national level~~.
- New homes will be delivered from a variety of sources, including:
 - Sites which are currently available for housing development:
 - Housing sites which have been completed since 1st April 2010
 - Sites under construction for housing development
 - Sites with planning permission for housing
 - Sites allocated in an adopted Plan¹
 - Sites which have the potential to contribute to housing land supply:
 - Identified housing opportunities within the Key Areas of Change
 - New housing or mixed-use allocations in subsequent DPDs
 - Appropriate windfall development
 - Areas of Search within the Green Belt (subject to identification in a Strategic Green Belt Review)

In order to deliver sites that are identified as having the potential to contribute to housing supply, are available and will realistically deliver housing development, specific sites will be identified in the Site Allocations and Development Management DPD or other applicable

¹ Including undeveloped sites allocated for housing in policy H1 of the Halton Unitary Development Plan. The phasing element of this policy no longer applies.

DPDs.

Maintaining a 5 year supply

- In accordance with the relevant annual target(s) for housing delivery, the Council will maintain a 5 year supply of deliverable housing land across the Borough.
- In addition, the Council will seek to maintain a 5 year supply of deliverable housing sites to meet the identified needs of Runcorn and Widnes / Hale.
- If the Council is unable to identify an ongoing 5 year supply of sites for housing residential development, ~~a review of housing land supply through the Strategic Housing Land Availability Assessment will be undertaken;~~ there will be a presumption in favour of the development of suitable 'windfall' sites and if necessary, the Council may undertake a Strategic Green Belt Review to inform ~~will seek to allocate additional land in a Site Allocations DPD to make up any shortfall~~ in line with the provisions in Policy CS6.

Brownfield land

- An average of at least 40% of new residential development should be delivered on previously developed (brownfield) land over the plan period.

Density

- To ensure the efficient use of land, a minimum density of 30 dwellings per hectare (dph) will be sought. In more accessible locations such as those close to town / local centres or transport interchanges the presumption will be for developments achieving densities of 40 dph or greater.

Justification

Setting a housing target

- 6.3 ~~Although at present the Regional Spatial Strategy (RSS) for the North West currently forms part of the statutory development plan for Halton, it is the current Government's intention to abolish the regional tier of planning policy through the Localism Bill which is anticipated to be published in December 2010.² The RSS~~ The Regional Spatial Strategy (RSS) for the North West set a housing policy target for Halton of 500 net dwelling gain per annum for the period 2003 to 2021. Whilst this remains part of the Development Plan for Halton at May 2011, the Coalition Government has indicated its intention to revoke all regional strategies ~~With the intended revocation of RSS,~~ with the role of deciding/determining an appropriate number of homes to be built within each district ~~will falling to~~ the local authorities ~~through their~~ Core Strategies. ~~Given the Government's clear intentions with regard to regional planning, the Core Strategy proposes a local housing target which will apply over the plan period to 2026.~~ Local housing targets are necessary to help deliver the required level of house building to meet local needs whilst giving certainty for both residents and the development industry in terms of how much residential development a local area ~~is going to~~ should accommodate in future years.

- 6.4 The housing target of ~~8,000~~ 9,000 new homes at an average rate of 500 homes per year in Halton over the Core Strategy plan period to ~~2026~~ 2028 has been determined by considering data and research from a variety of sources, including predicted population, household and economic growth. The process for reaching

² CLG (2010) Letter to Chief Planning Officers: Abolition of Regional Strategies (available at: www.communities.gov.uk/publications/planningandbuilding/letterabolitionregional)

this target is set out in the supporting document “~~Determining a Housing Requirement for Halton~~[Housing Topic Paper](#)”.³

- 6.5 The housing targets which have been set represent a level which will meet forecasted locally arising household growth over the plan period, whilst also allowing for a degree of further growth across the Borough. Halton’s population is anticipated to rise to ~~123,600~~ [123,900](#) persons by ~~2026~~ [2028](#), a rise of approximately ~~5,000~~ [5,200](#) persons over the plan period, whilst 2006 based household projections predicted growth of 8,920 households between 2006-2030, an average of 372 households per annum.⁴
- 6.6 The proposed housing figure is marginally above the projected growth in households however this level has been set to promote modest growth in Halton and to enable a range of housing types to be provided. This will allow a continuation of recent trends which will see diversification in the housing offer, which it is hoped will assist in reducing or stemming net out migration that has been prevalent over recent years.
- 6.7 Housing delivery and demand is strongly correlated with the state of the economy. Economic forecasts ~~and predictions~~ vary in their predictions for when the economy will recover from the effects of the ~~recent~~ ‘credit crunch’ and resultant ~~recession~~ [economic downturn](#), and for when capacity within the house building industry will return to pre-recession levels. In setting the ~~above~~ housing targets, the effects of the ~~recession~~ [economic downturn](#) have been acknowledged with a lower target ~~is~~ set for the initial 5 years (in line with the approach for employment land as set out in CS4), before increasing in the following period to deliver the overall quantum required to ~~2026~~ [2028](#).

Potential housing supply

- 6.8 Table I in the preceding section summarises the predicted potential housing supply at 2010 across the Borough. The Strategic Housing Land Availability Assessment (SHLAA) indicates there is identified land in the Borough with the capacity to deliver ~~11,681~~ [11,268](#) dwellings. This appears sufficient to meet the Borough’s housing requirement to ~~2026~~ [2028](#) and potentially for a number of years beyond, however the distribution is heavily skewed to south of the river and it must be noted that not all of the sites in the SHLAA will be delivered for housing or come forward in the timeframes indicated. Indeed, it may not be desirable for certain sites to be developed for housing rather than other uses.
- 6.9 In addition to identified sites, windfall sites ~~are those which have not been~~ (not previously identified in the SHLAA as having the potential to deliver housing) ~~and development, and therefore the likely yield of the site has not been~~ [therefore not factored into potential housing supply figure continue to come forward and generate units](#). Whilst no [specific](#) allowance is made for windfall supply in Table I, it is likely that sites will come forward which have not been included within the SHLAA, because of unforeseen circumstances such as the redevelopment of commercial buildings or the release of Council owned land. Urban windfall sites also have the potential to boost the delivery of residential development on

³ HBC (20102011) ~~Determining a Housing Requirement for Halton~~[Housing Topic Paper](#)

⁴ 4NW (2010) Technical Background Paper - Initial Technical work on Housing Provision and Job Growth Figures for the North West

(www.4nw.org.uk/downloads/documents/jul_10/4nw_1279264181_RS2010_Part_2_Housing_provisio.pdf)

brownfield land, supplementing those brownfield sites ~~included~~ identified within the SHLAA.

Brownfield land

6.10 Developers are encouraged to prioritise the development of previously developed land in accordance with Policy CS1. Halton has long worked in partnership with others, including the Homes and Communities Agency (and its predecessors) to pioneer new and innovative ways of tackling the Borough's particular brownfield legacy.

6.11 Previously PPS3: Housing set a national minimum standard for development on brownfield land of 60% ~~is included within PPS3: Housing~~, whilst Regional Spatial Strategy for the North West (RSS) set a shared target of 80% for Halton and St.Helens. The Coalition Government amended PPG3 in 2010 to delete this requirement and has stated its intention to revoke RSS. Figure 7 below illustrates past rates of delivery of new homes on previously developed land in Halton. Delivery over the previous 15 years has varied significantly, with a high of almost 90% of new dwellings built on brownfield land in 2008/09, compared to a low of only 8% delivered in 1997/98, averaging 49% over the 15 years. Brownfield land delivery has varied over this period reflecting the focus of delivery year to year, with greenfield sites in locations such as Upton Rocks being balanced with urban regeneration schemes such as Castlefields.

6.12 As discussed in the Spatial Strategy, due to the phased approach in which the New Town has been constructed, development on greenfield sites has formed a key part of Halton's housing delivery over many years. The approach taken in previous local plans has been to phase the release of greenfield sites, to prioritise development within the built up areas in the first instance. These long term patterns of development are reflected in the split between greenfield and brownfield delivery in Figure 7 below, and in the ~~remaining~~ identified stock of ongoing supply as set out in Table I and Appendix I.

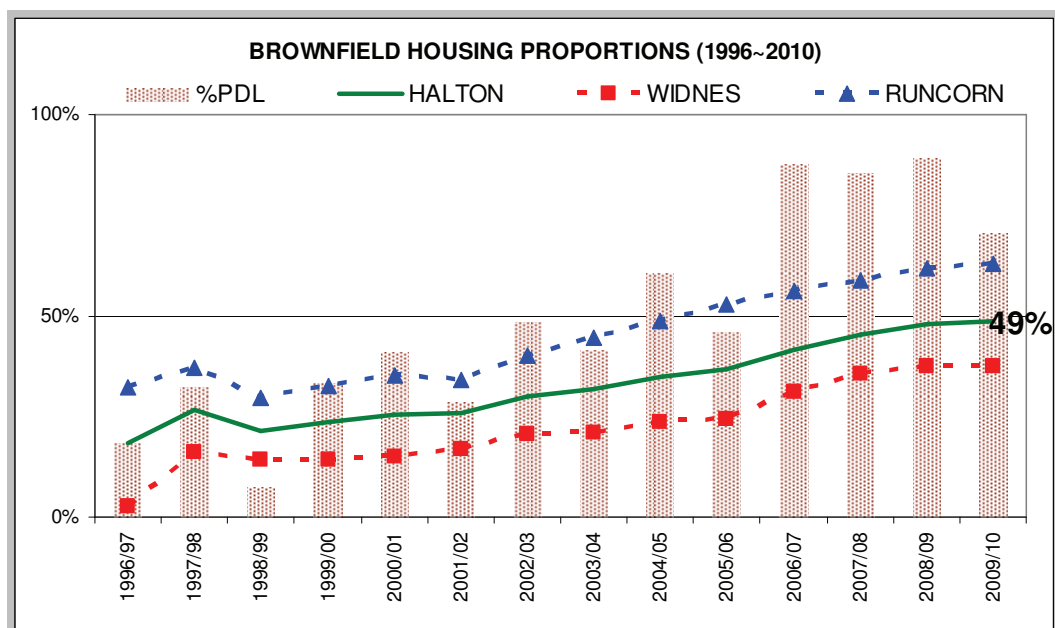


Figure 7: Historical Previously Developed Land (Brownfield) Performance

6.13 The ~~Whilst a~~ target of 40% ~~delivery~~ of housing development to ~~come forward be delivered~~ on ~~previously developed~~ (brownfield) ~~land sites~~ is below ~~both~~ the ~~desired~~ ~~previous~~ national minimum ~~target and the proportion achieved in Halton~~ ~~level of delivery~~, over the longer term. ~~and it~~ is evident that Halton has achieved higher rates of brownfield delivery over ~~recent the 5 or 6 years to 2010~~. ~~of those sites~~ ~~Of the housing~~ expected to come forward during the plan period or being promoted through the Core Strategy, a high proportion are on greenfield sites. ~~Evidence base documents⁵⁶ and Appendix I contain an assessment of the proportion of ongoing supply forecast to arise on previously developed land. This shows of the identified supply, only 38% is on previously developed land.~~ As such setting a higher target for brownfield development would not be realistic or achievable. Net dwelling change and the performance in delivering on previous developed land will continue to be monitored annually and will influence the allocation of sites in later DPDs.

POLICY FRAMEWORK:		
National Policy	PPS1: Delivering Sustainable Development (CLG, 2005); PPS3: Housing (CLG, 2010)	
Local Evidence	Halton Housing Strategy 2008-2011 (HBC, 2008); Halton Strategic Housing Land Availability Assessment 2010/11 (HBC, 2010); Halton Housing Baseline Report (HBC, Annually) Halton Strategic Housing Market Assessment (GL Hearn / JGC, 2011)	
Strategic Objectives	1 and 2	
SCS Priorities	Environment and Regeneration in Halton	
SA Objectives	4 – Climate Change	10 - Housing
	5 – Flood Risk	12 – Health
	7 – Land Quality	17 – Transport
SA Outcome	The SA considers this policy to be positive in sustainability terms. Although development is likely to have negative impacts on some environmental factors these can be managed / mitigated.	

⁵ [HBC \(2011\) Housing Topic Paper](#)

⁶ [GL Hearn and Justin Gardner Consulting \(2011\) Halton Strategic Housing Market Assessment](#)

7 CS4: EMPLOYMENT LAND SUPPLY AND LOCATIONAL PRIORITIES

- 7.1 Employment land will be provided over the lifetime of the Core Strategy to strengthen Halton's economy and to offer business and industry a choice of sites so that differing ~~site~~ requirements and locational needs can be met. The supply of available employment land in Halton has become increasingly constrained over recent years with competing pressures to redevelop existing employment areas for housing. It is therefore important to identify both how provision for new employment land will be met, and to safeguard land for future use by business and industry. Over the plan period it is likely that levels of economic growth will vary due to periods of ~~recession~~ economic downturn and recovery, however it is the role of the Core Strategy to plan positively for the longer term.

Policy CS4: Employment Land Supply and Locational Priorities

Employment land will be provided over the lifetime of the Core Strategy to ensure that an adequate supply and range of sites are available to:

- Meet the needs of both new and existing businesses by providing a range and choice of sites, ensuring a minimum of a 5 year supply of land is available at any given time;
- Develop and strengthen Halton's economy with an emphasis on logistics and distribution, science and high-tech industries; and
- Contribute towards the priorities of the employment offer in the sub-regional

Approximately ~~260~~295 hectares of land will be made available over the period 2010-2028~~6~~ to facilitate the sustainable growth of Halton's economy. Employment land supply will be made up from a variety of sources, including:

- Sites which are currently available for employment use:
 - Sites which benefit from planning permission or are under construction for employment use
 - Sites which are currently allocated¹
- Sites which have the potential to contribute to employment land supply:
 - Regeneration and remodelling opportunities within existing employment areas
 - New site allocations

Maintaining existing employment areas

In order to secure Halton's economic future, sites in existing employment use at Halton's Local Employment Areas and Regional Employment Sites will be retained as such, unless an alternative use can be proven to be of greater benefit to the Borough than retaining the land for employment purposes.

Any proposals for non-employment uses within existing employment areas should be accompanied by an examination of the wider employment land situation in the Borough, including a consideration of:

¹ Outstanding employment land allocations only includes Halton UDP allocations which have been reassessed and found to still be suitable for employment uses through the JELPS (2010).

- Any proposals for non-employment uses within existing employment areas should be accompanied by an examination of the wider employment land situation in the Borough, including a consideration of:
- the overall supply of employment land in the Borough (including amount, type, quality, availability and size of premises), in accordance with this policy;
- the relative suitability and sustainability of the site for the employment uses and for the proposed alternative use;
- the location of the site and its relationship to other uses; and
- the need for the proposed use.

Justification

- 7.2 It is important to both protect existing employment sites and to make further provision for employment uses to secure and expand the Borough's economy in future years. The requirement for future employment land has been informed by a key piece of the evidence base underpinning Halton's LDF. The Joint Employment Land and Premises Study (JELPS) (2010) was undertaken jointly with Knowsley, Sefton and West Lancashire Councils, and analyses the existing employment land situation in the study area and the need for further land to be made available in order to meet the needs of the economy and deliver economic growth over the ~~plan-study~~ period to 2026.
- 7.3 The study used long term average take-up rates (past trends of employment land completions) to project forward the likely future requirement for employment land need in the Borough to 2026. A 20% flexibility factor was also included to allow for a choice of sites for potential investors. The JELPS suggested Halton plan for an additional 147.62ha of employment land for the period 2008-2026 to meet predicted needs to 2026. This was in addition to the then identified 'realistic' supply of 178.94ha (as at 2008) recommending therefore a total of ~~326.56~~ha of land for employment purposes which the evidence base suggests needed to be available over the Core Strategy plan period.
- 7.4 Given that the JELPS was produced using a base date of April 2008, before the effects of the current ~~period of economic downturn recession~~ were felt, it has been necessary to amend the ~~proposed-recommended~~ employment land requirement to take ~~n~~ account of reduced take-up rates over the ~~recessionary~~ period of downturn. Current estimations suggest that the current period of economic ~~recession-downturn~~ in the UK will continue until 2015, before the economy will experience significant growth as prior to 2008.² The JELPS considered employment land requirements for the Borough to 2026, however given that the study advocated the use of long term average take-up rates to predict future requirements, it therefore followed that the same method be applied to generate the additional employment land requirement for the Core Strategy plan period to 2028.

² REFP (2011) State of the Northwest Economy – A Long-term Forecast for the North West 2010-2030 (<http://www.nwriu.co.uk/pdf/REFP%20Long-term%20Report%20Jan%202011.pdf>) splits long term forecasts into two periods 2009-2015 to reflect recovery from the recession and 2015-2030 to reflect a return to longer term growth trends.

- 7.5 Table 3 below sets out the revised calculation of an annual requirement for employment land, assuming demand at 80% of the long term average take-up rate, for the period from 2010-2015, therefore giving a slightly lower requirement for employment land than included within the JELPS.

	Hectares
Long term average take-up rate (1998-2008)	14.47
Requirement during period of economic slowdown 2010/11-2014/15	
Reduced rate of take-up during to take account of recession period of <u>economic downturn</u> (@ 80%)	11.576
Requirement over 5 year period	57.88
Requirement during period of economic recovery 2015/16- 2025/26-27/28	
Rate of take-up over post-recession period <u>of economic downturn</u>	14.47
Requirement over 13+ year period	159.17 188.11
Sub-total of land required over 2010/11-2025/26-27/28	217.05 245.99
Total land requirement including 20% flexibility factor to maintain a range and choice of sites throughout the plan period	260.46295.19
LESS	
Outstanding employment land allocations at April 2010 ¹	163.33
Sites with planning permission for employment uses at April 2010	28.31
Additional land allocated for employment purposes at East Runcorn (through Policy CS11)	17.62
Total available employment land at April 2010	209.26
Total perceived employment land undersupply	51.285.93
Additional supply with the potential to come forward over the plan period	
Land proposed to be regenerated for employment purposes at West Runcorn	14.00
Opportunities for remodelling and regeneration of sites within existing employment areas	130.55
Total potential surplus*	93.3558.62

* This would require all 130.55ha of remodelling and regeneration opportunities across existing employment areas to be taken forward.

Table 3: Summary of Employment Land Requirements Calculations

- 7.6 The current supply situation in table 3 indicates an apparent undersupply of approximately ~~50~~85 hectares of land for employment purposes. However, as well as quantifying the employment land requirement for Halton over the plan period, the JELPS also identified potential additions to Halton's employment land supply, including opportunities for making more efficient use of the existing employment areas in the Borough. Analysis of previous completions of employment uses demonstrates that over the past 5 years, approximately 40% of completions within the B use classes have been delivered within the Borough's primarily employment areas.³ Therefore as 130 hectares of opportunities have been identified where land

³ Halton's Primarily Employment Areas as defined in the Halton Unitary Development Plan (2005) Saved Policy E3

could be used more efficiently on existing employment sites, if all of these remodelling and regeneration opportunities are taken forward, there could be a potential oversupply of employment land in the Borough. it is felt that there are no issues with employment land supply in the Borough. Another evidence base study, the Liverpool City Region Overview Study⁴, also indicated that over the longer term to 2031, the Borough could potentially experience a shortfall in employment land supply. However, this assessment did not take account of the aforementioned remodelling and regeneration opportunities. When these sites were taken into account, the Overview Study concluded that there was a much more balanced position of employment land supply and future land requirements.

- 7.7 In order to ensure that an adequate supply of employment land is available for development at any one time, a minimum of a 5 year supply of sites should be maintained. This equates to 72.35 hectares of suitable and available land (using the long term average take-up rate). Annual surveys of employment land and planning applications will allow the supply of employment land to be assessed. Should a shortfall in employment land supply be identified over the plan period (for instance if, regeneration and remodelling do not come forward as envisaged), sites will be allocated through a Site Allocations DPD in order to increase the overall supply of land available for employment development.

Existing employment areas

- 7.8 There are a variety of existing employment areas across the Borough which cater for the differing needs of Halton's businesses and industries. The employment areas are spread around the Borough and are accessible to the people they employ^{ee} and to the customers they supply. The Borough currently has two employment areas of regional significance at 3MG and at the combined area of Daresbury Park and Daresbury Science and Innovation Campus. These areas were identified by the NWDA as Strategic Regional Sites through the North West Regional Economic Strategy (2006) and more recently through a reassessment of employment sites in the region⁵. Despite the changes in governance at regional level, it is felt that Halton's sites are sufficiently developed and have established themselves as key economic development locations in the region to justify retaining their titles of regional employment sites.
- 7.9 Halton's local and regional existing employment areas are:

Local Employment Areas

Widnes	Runcorn
• Derby Road/Moorfield Road	• Astmoor Industrial Estate
• Everite Road	• Manor Park
• St Michael's Industrial Estate, Oldgate	• Heath Road North
• Moor Lane, Widnes	• Halton Road
• West Bank	• Halton Lea
• Halebank Industrial Estate	• Picow Farm Road
• Widnes Waterfront	• The Heath

⁴ GVA (2011) Housing and Economic Development Evidence Base Overview Study for Liverpool City Region Partners

⁵ NWDA (2009) Strategic Regional Sites (www.nwda.co.uk/news--events/press-releases/200901/strategic-regional-sites.aspx)

	<ul style="list-style-type: none"> • Ashville Industrial Estate
	<ul style="list-style-type: none"> • Whitehouse Industrial Estate and Preston Brook
	<ul style="list-style-type: none"> • Rocksavage (INEOS Chlor)
	<ul style="list-style-type: none"> • Runcorn Waterfront Decks and Mersey Gateway Port (Port of Weston)

Regional Employment Sites

- 3MG, Ditton
- Daresbury Science and Innovation Campus and Daresbury Park

7.10 The JELPS assessed all of the Borough's existing employment areas to **assess** [consider](#) their suitability for employment uses and identify if the areas could be used more efficiently. In all cases, the study recommended that Halton's existing employment areas be retained. The study went on to identify the importance of keeping these areas for employment uses because of their scope to continue providing local employment opportunities through, and beyond, the period of the Core Strategy. The boundaries and extent of the above local [and regional](#) employment areas and of land to be prioritised for future employment use will be set out in the Site Allocations and Development Management ~~Development Plan Document (DPD)~~, but in the intervening period, the Primary Employment Areas notation on the Halton UDP proposals map will continue to be used. For the existing employment areas which fall within the Key Areas of Change, more detailed policy on future uses and the broad location of the employment areas is shown on diagrams within each of the relevant policies. As with the other existing employment areas, the precise extent of these areas will be defined in the Site Allocations and Development Management DPD. For Daresbury Science and Innovation Campus and Daresbury Park, policy CSI I should be referred to for the boundaries of the areas allocated for employment use at the Strategic Site.

POLICY FRAMEWORK:	
National Policy	PPS1: Delivering Sustainable Development (CLG, 2005); PPS4: Planning for Sustainable Economic Growth (CLG, 2009)
Local Evidence	Joint Employment Land and Premises Study (BE Group, 2010), Economic and Tourism Development Strategy for Halton (HBC, 2005); Halton Economic Review (BE Group, 2008); Housing and Economic Development Evidence Base Overview Study (GVA, 2011)
Strategic Objectives	3 and 4
SCS Priorities	Employment, Learning and Skills in Halton, Environment and Regeneration in Halton
SA Objectives	7 – Land Quality 14 - Economy
SA Outcome	The SA considers this policy to be positive in sustainability terms. Although development is likely to have negative impacts on some environmental factors these can be managed / mitigated.

8 CS5: A NETWORK OF CENTRES

- 8.1 Halton has two main town centres serving the needs of the populations either side of the river; Widnes Town Centre and Halton Lea. These are third tier centres within the regional hierarchy behind the regional centres of Manchester and Liverpool and surrounding sub-regional centres including Warrington, St.Helens and Chester. Runcorn Old Town centre, the historic town centre of Runcorn, provides a complementary role to Halton Lea and a network of local centres of varying style and size provide for day to day needs. It is important to define and protect the retail hierarchy to ensure new development is secured and focused in appropriate locations to enhance and strengthen the Borough's retail offer for the benefit of all residents.

Policy CS5: A Network of Centres

The following hierarchy of centres will be maintained and enhanced for retail and other town centre uses (as defined in PPS4¹) in order to provide access to a wide range of shops, employment and associated services for all sections of the community.

Designation	Role and Function	Location	
Town Centres	Principal focus for new and enhanced retail and other town centre activity within Halton	Widnes Town Centre Halton Lea	
District Centre	A focus for convenience, local and niche comparison and service retail and leisure uses	Runcorn Old Town	
Local Centres	Focus for local convenience and service retail and complementary community facilities.	Runcorn Ascot Avenue Beechwood Brook Vale Castlefields Greenway Road Halton Brook Halton Lodge Halton Road Halton View Road Halton Village Murdishaw Centre Palacefields Picton Avenue Preston Brook Russell Road The Grange, Windmill Hill	Widnes Alexander Drive Beechers Cronton Lane Ditchfield Road Farnworth Hale Bank Hale Road Langdale Road Liverpool Road Moorfield Road Queens Avenue Warrington Road West Bank Hale Hale Parade, Hale

The Boundaries for Widnes Town Centre, Halton Lea and Runcorn Old Town are as defined in Appendix 2: Town Centre Boundaries.

¹ CLG (2009) Planning Policy Statement 4: Planning for Sustainable Economic Growth

The Site Allocations and Development Management DPD will set out the following;

- Primary and secondary retail frontages for the Town and District Centres
- Primary Shopping Areas (PSAs) for the Town and District Centres
- Detailed re-appraisal of, and boundaries for the Local Centres

New retail or other town centre uses should be located within or on the edge of a defined centre, appropriate to the scale of the proposal.

Retail and leisure Any proposals in excess of 2,000 sqm (gross) ~~retail~~ floorspace not located within a defined Town or District Centre, or allocated in the LDF will be subject to sequential and impact assessments. Retail and leisure proposals in excess of 200 sqm (gross) not within or a defined centre, or allocated in the LDF will be subject to sequential assessment.

Additional or replacement convenience retail units (up to 280 sqm net²) within or immediately adjacent to a defined Local Centre will be supported.

The development of new centres will be expected to consolidate and enhance the network and hierarchy of centres and not harm the vitality and viability of existing centres. New retail development of an appropriate scale to meet local need will be required in the following locations to serve the new residential and business populations at:

- Upton Rocks;
- Sandymoor (see CS11 East Runcorn)
- Daresbury (see CS11 East Runcorn)
- Runcorn Waterfront (see CS10 West Runcorn)
- West Bank (see CS9 South Widnes)

The Site Allocations and Development Management DPD will identify ~~sites~~ areas for future retail development in line with the capacity identified in the Retail and Leisure Study 2009³ or as updated.

	Convenience Comparison Goods	Comparison Goods	Retail Warehousing (Bulky Goods) ⁴ (Retail Warehousing)
Widnes Town Centre	up to 25,000 <u>about</u> 1,300 sqm (gross)	up to <u>about</u> 24,000 sqm (gross)	up to <u>about</u> 19,000 sqm (gross)*
Halton Lea Town Centre	up to 5,000 <u>about</u> 1,000 sqm (gross) (after 2016)	up to <u>about</u> 4,400 sqm (gross)	around <u>up to about</u> 3,000 3,000 sqm (gross) (after 2016)
Runcorn Old Town District Centre	Up <u>up to about</u> 5,000 3,000 sqm (gross)	up to <u>about</u> 2,200sqm (gross)	--

* includes replacement provision (6,000-~~m~~²sqm) for Ashley Way Retail Park

² Consistent with provisions of the Sunday Trading Act 1994

³ GVA (2009) Halton Retail and Leisure Study

⁴ For the purposes capacity calculations for Retail Warehouses, "Bulky Goods" are taken to be furniture, floor coverings and household textiles; DIY & decorating goods; major household appliances (washing machines, fridges & cookers); large electrical goods (TV, hi-fi, radio, photographic & computer equipment); garden products and pet & related products.

Justification

8.2 The Retail and Leisure Study (2009) looks ahead only to 2026, which was considered the limit for robust projections and forecasts. The precise level of floorspace that can be supported is dependant upon a number of factors, including household incomes, market share and the type and mix of retail developments delivered. As such, the policy acknowledges the degree of uncertainty by providing approximate targets and acknowledging that the Retail Study will need to be revisited and updated during the life of the Core Strategy.

Widnes Town Centre

8.28.3 Widnes Town Centre comprises the Green Oaks Centre, Albert Square and the newly opened Widnes Shopping Park (phase 1) arranged off the pedestrianised core of Albert Road / Widnes Road. To the south lies Asda (Simms Cross) and the largely vacant Ashley Way Retail Park which is the subject of redevelopment proposals.⁵ The Council's main administrative headquarters are located to the south west adjacent to Riverside FE-College (Runcorn Campus) and other civic and leisure functions. Tightly constrained by surrounding residential uses to the north and west, and predominately single or two storeys, the centre contains very little in the way of office or commercial leisure space.

8.38.4 Widnes has over twice the regional average proportion of floorspace given over to convenience goods (29.4%) which reflects its role primarily catering for weekly or day-to-day needs and is largely due to the presence of large foodstores. However, the number of convenience units is below the regional average highlighting a limited presence of (non-market) independent traders (butchers, grocers etc.) in comparison to other town centres in the North West. Conversely, the centre has a slight under-representation of comparison retail floorspace with the number of comparison goods units being significantly above the regional average. This points to existing comparison retail provision within Widnes being predominantly accommodated within small retail units that will not be attractive to national multiple traders. This is particularly prevalent along the main Widnes Road / Albert Road spine. The redevelopment of the Windmill Centre as Widnes Shopping Park in 2010 has helped remedy the quantitative and qualitative deficiency in comparison goods floorspace provision by providing larger retail floorplates in the town centre for national multiple retailers, but has created another centre of activity away from the shopping precinct.

8.48.5 The Halton Retail and Leisure Study identifies capacity to 2026 for between 5,000 and 11,000m²sqm of additional town centre retail floorspace, assuming a constant market share. As Widnes currently retains only 50% of locally arising comparison goods expenditure a modest improvement in market share could support up to 25,000m²sqm of additional town centre floorspace by 2026.

8.6 ~~Bulky goods (retail)~~ Retail warehousing (bulky goods) provision has been focused on the Ashley Way Retail Park but this site has lost its main anchor (B&Q) to a site on Widnes Waterfront and is now the subject of proposals for comprehensive redevelopment for a 12,000sqm foodstore. This will see the displacement of 6,000m²sqm of existing floorspace, which together with projected capacity suggests the Core Strategy and subsequent DPDs will need to make provision for up to 19,000m²sqm of new bulky goods provision. The Site Allocations and Development

⁵ Application No. 09/0101/OUT Outline application for Class A1 Foodstore (10,885sq.m) with petrol filling station and associated parking and servicing facilities.

Management DPD and Widnes Town Centre SPD will help guide future development of the centre.

Halton Lea

8.68.7 Halton Lea was designed as part of Runcorn New Town to be a self contained town centre for Runcorn. The main centre was one of the earliest covered shopping malls in the UK, arranged around a central square with malls leading to four peripheral multi-storey car parks, each with a link bridge providing pedestrian access to the residential areas beyond. Originally designed to serve a population of up to 100,000, and with an inflexible built form, the centre has never reached its potential and currently suffers from a high level of vacancies with the top floor originally designed for leisure and service uses all but vacated. The centre is flanked to the north and east by office developments and the police station and magistrate's courts.

8.78.8 Additional retail developments have been added at Trident Retail Park (late 1990s), providing large floorplate accommodation for retail and leisure uses directly linked to the main mall and a stand-alone Asda superstore. As with Widnes, convenience goods floorspace is over represented in Halton Lea reflecting the centre's purely localised role. The centre performs adequately on convenience goods due to the presence of a modern superstore, but currently retains only 28% of locally arising comparison goods expenditure with particularly poor performance in the core goods of clothing (12%), recreational goods (20%) and personal goods (17%).

8.88.9 The Retail and Leisure Study identifies only modest capacity to 2026 of around 5,000m²sqm for additional floorspace, however advises against allocating sites for additional provision in the short-term before addressing existing vacancies in the retail core. The Site Allocations and Development Management DPD and Halton Lea SPD will help guide future development of the centre.

Runcorn Old Town

8.98.10 Runcorn has a second 'town centre' at Runcorn Old Town. Previously the main commercial centre for the town prior to designation as a New Town in 1964 and the subsequent creation of Halton Lea, Runcorn Old Town now finds itself largely fulfilling the role of a large District Centre, but with an enhanced 'complementary' role to Halton Lea as a centre for service and leisure uses not catered for in its larger neighbour.

8.108.11 Separated from its natural catchment areas by canals, rail and road infrastructure the centre struggled to maintain market share with residents choosing to shop at Halton Lea, in Widnes or further afield. Recent works have sought to resolve problems within the centre by removing the busway, developing modern retail units including a supermarket and improved parking in the central core. The Brindley Arts Centre established a base for an enhanced leisure function. Despite this, the retail provision remains scattered and a degree of consolidation and concentration may be required.

8.118.12 The Retail and Leisure Study identifies capacity for up to 5,000m²sqm of mixed convenience / comparison floorspace to 2026, with the main need being to provide a stronger convenience goods offer to attract additional footfall. The Site Allocations and Development Management DPD and Runcorn Old Town SPD will help guide future development of the centre.

Local Centres

8.128.13 There is a network of local centres across the Borough that provide valuable local shopping and service provision. Shopping patterns have changed significantly over the years with people often now driving to local stores, sometimes as part of a linked trip, instead of walking. As such, centres not located on main roads or offering adequate parking are often put at a disadvantage. Many of the Borough's centres, particularly in the New Town neighbourhoods, are located in the heart of residential areas, and whilst having excellent pedestrian links suffer from poor road access and many offer a poor shopping environment. The Site Allocations and Development Management DPD will review the provision of local centres and set out policies to protect and enhance the strongest or most valuable centres, having regard, not just to retail, but to other uses including community services and facilities. This may present opportunities for the co-location of services and facilities within existing centres to ensure more effective joint use of facilities.

Offices and other town centre uses

8.138.14 National guidance advises that offices and commercial leisure developments should be considered town centre uses and directed to town centre or edge-of-centre locations where they can be served by a range of forms of transport. Halton has limited commercial leisure facilities, largely located within or on the edge of the ~~3~~ **three** main centres, and proposals for new facilities will be directed to sequentially preferable sites within or adjacent to the town or district centres.

8.148.15 Halton does not have a strong town centre office market, with little private sector provision in Widnes and only minimal clustering of office uses around Halton Lea, which are predominately occupied by public sector agencies.

8.158.16 The Widnes Waterfront development is seeking to establish an office market to the southeast of Widnes Town Centre and this is supported as the most sequentially preferable location in policy CS9: South Widnes.

8.17 In Runcorn however, the New Town land use model of peripheral employment areas, significant extant office permissions at East Runcorn with the opportunity to capitalise on existing research facilities to create an knowledge based science cluster, combined with the limited available land around the principal centres means that in Runcorn, peripheral office expansion is likely to be directed to Daresbury in accordance with CSI I: East Runcorn.

POLICY FRAMEWORK:	
National Policy	PPS4: Planning for Sustainable Economic Growth (CLG, 2009)
Local Evidence	Halton Retail and Leisure Study (GVA, 2009); Joint Employment Land and Premises Study (BE Group, 2010)
Strategic Objectives	5
SCS Priorities	Environment and Regeneration in Halton
SA Objectives	11 – Accessibility
	15 – Leisure and Tourism
SA Outcome	14 - Economy
	16 – Town Centres
SA Outcome	This policy has positive benefits for both social and economic criteria.

9 CS6: GREEN BELT

- 9.1 Green Belt land covers approximately one-third of the Borough, and provides important gaps between surrounding urban areas including St Helens to the north, Liverpool to the west and Warrington to the east, ~~to~~ and maintains distinct towns and villages with their own identities. In addition to the strategic function that areas of Green Belt play, it also has a role in Halton's Green Infrastructure network providing informal recreational opportunities for the Borough's residents and representing a significant biodiversity resource.

Policy CS6: Green Belt

The general extent of the Green Belt surrounding Halton, broadly following the line of the built up area as indicated on the Key Diagram, and as defined on the Proposals Map, will remain largely unchanged over the initial plan period. This is with the exception of the area to the east of Liverpool John Lennon Airport where an area of search is identified within which minor alterations ~~are supported~~, will be considered as part of an Allocations DPD in accordance with CS17.

A partial Green Belt review may be necessary during the plan period to ensure a sufficient ongoing supply of deliverable development land to meet the requirements of the Borough's separate communities as set out in CS1, CS3 and CS4. Any review is likely to ~~focus on the Green Belt north of the River Mersey~~, be limited to meeting the identified needs of Widnes / Hale and will/would be undertaken ~~as part in support~~ of a subsequent Site Allocations ~~and Development Management~~ DPD. The development of any land released from the Green Belt will be phased towards the latter part of the plan period in line with the prioritisation of urban renewal as set out in CS1.

Small scale development amounting to minor infilling within the 'washed over'¹ Green Belt settlements of Daresbury, Moore and Preston on the Hill may be permitted where it can be shown to be necessary to meet identified local needs.

Justification

Green Belt History and Purpose

- 9.2 The main purpose of Halton's Green Belt designation is to keep land open and generally free from development, maintaining strategic gaps between Runcorn and Widnes and surrounding settlements. In accordance with CS2: Sustainable Development Principles, it protects against unwanted urban sprawl, and directs development to built up areas where it can assist in urban regeneration and be of benefit to existing communities.
- 9.3 Given that Widnes previously fell within the county of Lancashire, (with later changes designating surrounding authorities as the county of Merseyside) and Runcorn within Cheshire, Green Belt boundaries were first established through separate processes in different County Structure Plans. The current area of Green Belt ~~north of~~ around Widnes was set out in the Merseyside Structure Plan from 1979 and ~~since~~ then the Merseyside Green Belt ~~Subject-Local~~ Plan (1983). In Cheshire, broad areas of Green Belt land were first designated as part of the 1979

¹ CLG(2001) Planning Policy Guidance 2: Green Belts

Structure Plan. The extent of the Green Belt land ~~surrounding Runcorn~~ was then embedded in the Halton Local Plan in 1996 and reconfirmed in the Unitary Development Plan of 2005.

9.4 Regional Spatial Strategy for the North West (Policy RDF4) specified that there was no need for any exceptional substantial strategic change to Green Belt within Cheshire, Greater Manchester, Lancashire or Merseyside before 2011, but that Local Development Frameworks may provide for detailed changes in Green Belt boundaries to accommodate the expansion of Manchester and Liverpool John Lennon Airports.

~~9.4 The Halton Landscape Character Assessment² focused its assessment of the Borough's landscape on Green Belt land surrounding the urban area. The assessment categorised the three main areas of Green Belt in the Borough as having distinctive landscape characteristics and made recommendations in terms of how these areas should be managed, which will be taken forward in accordance with the approach set out in CS20: Natural and Historic Environment. The landscape characteristics of the three main areas of Green Belt are:~~

- ~~• Hale Shore and Farmland~~
- ~~• North Widnes Farmland~~
- ~~• Daresbury Sandstone Escarpment / Preston on the Hill Undulating Enclosed Farmland~~

9.5 National Policy for Green Belts is set out in Planning Policy Guidance 2 (PPG2) which details the importance of Green Belts and how they can contribute to achieving sustainable development. ~~It underlines the importance of the openness of Green Belt land and the role that Green Belt can play in determining patterns of development at a sub-regional and regional scale. The main aim of specific Green Belt policy is to preserve the countryside surrounding towns and cities from development which would be better accommodated within urban areas. It identifies five purposes for including land in the Green Belt; 1) to check unrestricted sprawl of built-up areas, 2) to prevent neighbouring towns from merging into one another, 3) to assist in safeguarding countryside from encroachment, 4) to preserve the setting and special character of historic towns, and 5) to assist in urban regeneration, by encouraging the recycling of derelict land other urban land main~~ It further states that once the general extent of the Green Belt has been approved, it should only be altered in exceptional circumstances.

9.6 The Halton Landscape Character Assessment³ included within its assessment of the Borough's landscape, Green Belt land surrounding the urban area. The assessment categorised the three main areas of Green Belt in the Borough as having distinctive landscape characteristics and made recommendations in terms of how these areas should be managed, which will be taken forward in accordance with the approach set out in CS20: Natural and Historic Environment (unless doing so conflicts with other key objectives of the Core Strategy). The landscape characteristics of the three main areas of Green Belt are:

- Hale Shore and Farmland
- North Widnes Farmland
- Daresbury Sandstone Escarpment / Preston on the Hill Undulating Enclosed Farmland

² TEP (2009) Halton Landscape Character Assessment

³ TEP (2009) Halton Landscape Character Assessment

Development within Inset and Washed Over Villages

- 9.6 ~~Hale Village is inset within the Green Belt, meaning that unlike the other villages in the Borough, Green Belt policy does not apply within the settlement boundary. Infill development within the village will be viewed as appropriate where it would enhance the character of the village.~~
- 9.7 National ~~planning~~ policy allows for limited development within villages which are 'washed over' by a Green Belt designation. In certain instances, small scale development may be necessary to maintain or enhance the sustainability of rural communities, such as for the provision of village services or for affordable housing. Any proposals for such development within Halton's Green Belt villages would need to demonstrate specific local need, such as a requirement for affordable housing.
- 9.8 Hale Village is inset within the Green Belt, meaning that unlike the other villages in the Borough, Green Belt policy does not apply within the settlement boundary. Infill development within the village will be viewed as appropriate where it would enhance the character of the village.

Potential Need for Green Belt Review

- 9.9 In 2010, a study was undertaken across the Liverpool City Region (LCR) in respect of cross-boundary employment and housing land development issues.⁴ The aim of the study was to determine ~~whether if~~ there were land supply issues in individual authorities, and whether ~~the-unmet~~ development needs of one area could reasonably be met within the urban extents of other authorities within the sub-region, avoiding the need for a strategic review of the Green Belt. ~~This-Emerging findings concludes indicate~~ that at present, in relation to housing land supply there is no need for a strategic review of Green Belt across the three districts comprising the in-the LCR Eastern Housing Market Area (~~consisting of~~ Halton, St Helens and Warrington), though a number of ~~our-neighbouring~~ authorities in the Northern Housing Market Area are embarking on reviews. In relation to employment land supply, whilst the study found there to be a potential shortfall in Halton's supply in the medium to long term (to 2031), this did not take into account the remodelling and regeneration opportunities highlighted though the JELP Study⁵ and referred to in CS4. If these sites are taken into account, the study recognised there is a much more balanced position in the longer term.
- 9.10 The study considered land supply within local authorities as a whole and did not look at the adequacy of supply to meet future needs in ~~specific-separate~~ communities within an individual authority's area.
- 9.99.11 The ~~Current~~ land supply position as detailed in CSI: Halton's Spatial Strategy and in the evidence base accompanying the Core Strategy⁶ indicates that overall Halton has an adequate supply of land to meet anticipated development needs over the plan period for both housing and employment purposes, however, this assessment of the whole Borough masks a mismatch in supply north and south of the river.

⁴ GVA ~~Grimley (2010)~~ (2011) Housing and Economic Development Evidence Base Overview Study for Liverpool City Region Partners

⁵ BE Group (2010) Joint Employment Land and Premises Study

⁶ HBC (2011) Housing Topic Paper

- 9.12 Runcorn has sufficient identified land to meet its anticipated housing needs with the supply of land for employment purposes sufficient in the short term with redevelopment opportunities within existing protected employment areas ~~likely~~ expected to bolster long term supply.
- 9.13 Widnes / Hale ~~currently~~ have sufficient identified land (at 2010) to meet their anticipated housing development needs⁷ ~~for around 8 years~~ in the period up to 2022⁸ with a potential shortfall of supply of around 600 units to 2028, (see Appendix I; Monitor Line Chart) with land for employment purposes sufficient in terms of overall supply for the plan period but limited in terms of range and quality. These limitations in the range of employment sites available within Widnes together with potential contamination issues limit the scope to reallocate employment land for residential purposes. Therefore at 2010, Widnes / Hale had a potential shortage of identified land for residential development in the region of around 20 Ha. (i.e. 600 units delivered at a density of 30 dph).
- 9.14 The Core Strategy seeks to ensure a sufficient ongoing supply of development land to meet the needs of Halton's individual communities. Policies CS3 and CS4 define 'sufficient' supply as equating to 5 years at the prevailing policy target(s). Analysis of the position in 2010 showed that Widnes / Hale are forecast to be able to demonstrate a 5 year supply for residential development in each year until 2018 based on current build rates. Runcorn is forecast to have in excess of a 5 year supply for residential development throughout the plan period.
- 9.15 Changes to build rate assumptions (reviewed annually) and new, previously unidentified or unavailable 'windfall' sites have the potential to boost supply, possibly addressing the minor shortfall at 2010, negating the need for specific policy intervention including Green Belt review. An assessment of windfall rates is contained within the 'Housing Topic Paper' paper.⁹
- 9.16 The land supply and demand situation across Halton's communities will be kept under regular review ~~through~~ with annual monitoring to ensure a continuing 5 year supply of developable land in line with Policies CS3 and CS4. ~~If the situation arises where the availability of deliverable land for development falls below acceptable levels, a~~ it is apparent that an ongoing 5 year supply of development land from within the existing urban extents cannot be identified for the subsequent three years and alternative solutions are not forthcoming, a Green Belt review ~~may~~ will be triggered to inform the content of a subsequent Site Allocations DPD to ~~to~~ ensure the future prosperity of the Borough and the wider sub-region. Land supply information at 2010 suggest this may be necessary around 2015.
- Potential Scale of Green Belt Review**
- 9.17 PPG2 states that Green Belt boundaries should have a degree of permanence and should endure beyond the timeframe of normal development plans. As such, ~~Any~~ any review of Green Belt ~~land~~ boundaries as may be necessary during the life of this Core Strategy would need to look beyond 2028, addressing not only any shortfall in development land to 2028 but also taking into account foreseeable development requirements beyond this period. As such, it is not possible at this

⁷ DCA GL Hearn / JG Consulting - (2006-2011) Halton-Mid-Mersey Strategic Housing ~~Needs and~~ Market Assessment ~~Survey~~

⁸ HBC (2010) Strategic Housing Land Availability Assessment 2010/11

⁹ HBC (2011) Housing Topic Paper

time to identify the total quantum of land potentially affected by any review as this will be influenced by the degree of any shortfall and the timing of the review.

- 9.18 Any review will ~~will be undertaken as part of a subsequent Site Allocations and Development Management DPD and~~ be conducted in consultation with neighbouring authorities, ~~(particularly St Helens, and Warrington, Liverpool and Knowsley)~~ to ensure that a coordinated and strategic approach is taken. Any resultant changes to the Green Belt boundary will be enacted in a subsequent Site Allocations DPD.

POLICY FRAMEWORK:		
National Policy	PPG2: Green Belts (CLG, 1995 Updated 2001)	
Local Evidence	Halton Landscape Character Assessment (HBC, 2009); Mid Mersey Strategic Housing Market Assessment (GL Hearn and Justin Gardner Consulting, 2010 2011); Halton Housing Needs Study (DCA, 2006); Strategic Housing Land Availability Assessment (HBC, 2010); Housing and Economic Development Evidence Base Overview Study for Liverpool City Region Partners (GVA, 2010); Joint Employment Land and Premises Study (BE Group, 2010)	
Strategic Objectives	2 and 10	
SCS Priorities	Environment and Regeneration in Halton	
SA Objectives	1 – Cultural Heritage	10 – Housing
	2 – Biodiversity	14 – Economy
	7 – Land Quality	
SA Outcome	Overall, this policy highlights the importance of protecting Green Belt land over the plan period. This will have a positive impact on the relevant SA objectives.	

10 CS7: INFRASTRUCTURE PROVISION

- 10.1 To support the Borough's planned growth over the plan period and to ensure that Halton's infrastructure is both appropriate and of a high quality, it is essential to deliver necessary improvements to the Borough's existing infrastructure and to provide new infrastructure able to accommodate the needs of Halton's communities.

Policy CS7: Infrastructure Provision

Development should be located to maximise the benefit of existing infrastructure and to minimise the need for new provision.

Where new development creates or exacerbates deficiencies in infrastructure it will be required to ensure those deficiencies or losses are compensated for, adequately mitigated or substituted before development is begun or occupied. On larger developments that will be completed in phases or over a number of years, an agreed delivery schedule of infrastructure works may be appropriate. Where infrastructure provision is not made directly by the developer, contributions may be secured by an agreement under Section 106 of the Act¹ including where appropriate via a phased payment schedule.

The Council will continue to work with infrastructure / service providers to ~~develop~~update the Infrastructure Plan, which may form the basis of a charging schedule to support wider infrastructure requirements across the Borough. Such a charging regime would necessitate the introduction of a Community Infrastructure Levy for Halton ~~strategic infrastructure tariff~~ where contributions will be sought from all applicable development to support infrastructure provision across the Borough. The details of such an approach will be set out in appropriate LDF documents. ~~the Developer Contributions DPD.~~

Justification

- 10.2 An integral part of the Core Strategy is to ensure that development proposals are supported by the timely provision of an appropriate level of infrastructure including:
- transport infrastructure such as roads, railways, public transport, and cycling and walking routes;
 - physical and environmental infrastructure such as water supply and treatment, and energy supply;
 - green infrastructure such as public greenspaces;
 - social infrastructure including community services and facilities; and,
 - digital infrastructure such as internet supply.
- 10.3 To ensure that the Borough's infrastructure needs are met, all new development should be located in the most sustainable locations, which are served by existing infrastructure therefore contributing to the achievement of the objectives of sustainable development in accordance with CS2: Sustainable Development Principles. However, new development will make demands on existing infrastructure. This will especially be the case in the Borough's Key Areas of

¹ [Section 106 of the Town and Country Planning Act 1990](#)

Change where the level of growth anticipated will create the need for additional infrastructure.

10.4 To assist the delivery of infrastructure needs across the Borough and to ensure that the development is acceptable in planning terms, developers will be expected to provide on or off site infrastructure, or if this is not possible, contributions towards any necessary improvements. The cumulative effects of a number of developments should also be taken into account, so far as joint contributions to ~~larger~~ off-site infrastructure may be required.² In such circumstances developer contributions or a tariff based approach will be used to secure funds or works for essential elements of schemes where on or off site provision in kind is not forthcoming. On larger development sites where there are multiple land ownerships such as the Borough's Key Areas of Change, the Council may seek phased payments from landowners to contribute towards infrastructure which will serve the whole of the area. The Infrastructure Plan³ [accompanying the Core Strategy](#) outlines required infrastructure in the Borough's Key Areas of Change and sets out where contributions from a variety of parties may be required. [The ability of an individual development to deliver the required level of contributions or direct provision of infrastructure will be determined by the effect this may have on the economic viability of the development concerned. Where the scale of infrastructure or contributions required is deemed to have a negative impact on the overall viability of a development, the Council will require evidence to be submitted to demonstrate this. In such instances, the contribution towards infrastructure provision will be re-examined.](#)

10.5 [It is recognised that parts of the highway network in Halton are susceptible to congestion and the M56 junctions in particular are known to be under stress. Therefore it is particularly crucial that the performance of the Strategic Road Network is safeguarded in order that it can continue to provide for the strategic movement of people and goods and support the economic aspirations of the region. Whilst the strategy aims to reduce congestion and increase sustainable accessibility and access to the motorway, the full extent of proposed development on congestion levels and in particular the impact this could have on the operation of the Strategic Road Network \(M56 and M62\) is still to be determined. Discussions are taking place with the Highways Agency to ensure that the Borough's proposals and in particular development proposed in the Key Areas of Change will not have a detrimental impact on the operation and safety of the network or can be appropriately mitigated. It has therefore been agreed with the Highways Agency that the impact on the transport network \(and particularly the M56 and M62\) of the development sites being promoted through the LDF will be assessed, both individually and cumulatively, during the development of any Site Allocations DPD. Sustainable transport measures and infrastructure improvements, which are required to enable the sustainable delivery of the allocations, will also be identified and appraised in terms of the level of mitigation afforded and will be supported by evidence to demonstrate the deliverability of each measure.](#)

~~10.5~~ 10.6 Alongside the infrastructure requirements ~~for~~ of the Key Areas of Change, the Infrastructure Plan details the infrastructure needed to support general growth across the Borough. Infrastructure needs will evolve over the plan period and as such it will be necessary to undertake further reviews of the Infrastructure Plan.

² [The pooling of joint contributions is limited to planning obligations from no more than five developments in accordance with the Community Infrastructure Levy Regulations \(Amendment\) 2011](#)

³ [HBC \(2011\) Halton Core Strategy Revised Proposed Submission Document Infrastructure Plan](#)

The Infrastructure Plan will be a 'live' document which will be updated [as required](#) over the lifetime of the Core Strategy as new Development Plan Documents emerge, [infrastructure schemes are completed](#) and in accordance with discussions with infrastructure / service providers to further review the need for infrastructure within the Borough. The Council will continue to work with its partners and developers to identify the key infrastructure schemes required to facilitate development and secure the delivery of the Core Strategy over the plan period and as circumstances change, projects progress and more detailed information is made available.

- 10.7 The Infrastructure Plan may be used to provide a basis to calculate an appropriate strategic infrastructure tariff. At a national level, the Government has introduced the Community Infrastructure Levy (CIL)⁴ which allows local authorities to apply a standard charge which will contribute to the costs of infrastructure arising from new development. The levy is intended to provide infrastructure to support the development of an area, [which differs to the role of planning obligations which are used rather than](#) to ensure that individual developments are acceptable in planning terms. The levy covers a wide definition of infrastructure from flood defences to hospitals and greenspaces, although it is still intended that affordable housing will be secured through planning obligations. Local authorities as 'charging authorities' can set the levy amount they charge. Halton Borough Council's approach to such arrangements will be set out in greater detail through ~~the Developer Contributions DPD~~ [appropriate documents within the LDF which could include the Site Allocations and Development Management DPD or Developer Contributions SPD.](#) [Should the Council wish to introduce a CIL, a CIL Charging Schedule will need to be produced](#) allowing full consultation [and independent examination](#) on any proposed levy ~~or strategic tariff~~ and on the infrastructure schemes it will [be used to fund](#).

POLICY FRAMEWORK:							
National Policy	PPS12: Local Spatial Planning (CLG, 2008); Community Infrastructure Levy Regulations (Amendment) 2011 (CLG, 2011)						
Local Evidence	Halton Core Strategy Revised Proposed Submission Document Infrastructure Plan (HBC, 2011)						
Strategic Objectives	6						
SCS Priorities	A Healthy Halton, Employment, Learning and Skills in Halton, A Safer Halton, Children and Young People in Halton, Environment and Regeneration in Halton						
SA Objectives	<table border="1"> <tr> <td>5 – Flood Risk</td> <td>12 – Health</td> </tr> <tr> <td>10 – Housing</td> <td>14 – Economy</td> </tr> <tr> <td>11 – Accessibility</td> <td>17 – Sustainable Transport</td> </tr> </table>	5 – Flood Risk	12 – Health	10 – Housing	14 – Economy	11 – Accessibility	17 – Sustainable Transport
5 – Flood Risk	12 – Health						
10 – Housing	14 – Economy						
11 – Accessibility	17 – Sustainable Transport						
SA Outcome	This policy is generally positive in its effects. The policy highlights how new development will be directed towards areas that have existing infrastructure in place. It also highlights the importance of considering the need to deliver development in sustainable locations.						

⁴ CLG (2010) Community Infrastructure Levy – An overview
www.communities.gov.uk/documents/planningandbuilding/pdf/1772940.pdf

Halton Borough Council

Core Strategy
Revised Proposed Submission
Document

Key Areas of Change

II CS8: 3MG

- 11.1 The existing Mersey Multimodal Gateway (3MG) at Ditton makes a huge contribution to the economy of Halton and the wider region, and the site is a key employment generator. Looking to the future, the site has further potential to deliver a large quantum of employment development, and over time a significant increase in the number employed at the site. There is a need to guide the future development of 3MG and maintain its status as a leading multimodal freight facility in the region by setting out a framework for its future development.

Key Area of Change CS8: 3MG

Key elements of the future of 3MG will be:

- The availability of approximately 90ha of land for B8 employment development within the 3MG site to deliver regionally important logistics and distribution development and the provision of jobs for the people of Halton.
- Improving the ability to move freight by sustainable modes, most notably rail including the provision of sustainable connections to other freight facilities in the sub-region
- The provision of a western link road to connect the site with the regional and national road network, also discouraging the movement of freight across the site on the local road network
- The development of the Halton Borough Council Field site at the western end of the site for over 18ha of B8, rail served warehousing uses

Principles of development

- Protecting the amenity of residents in the adjoining areas of Ditton and Halebank
- Conserving local features of visual, environmental and historic importance, notably Lovel's Hall Scheduled Monument, [the surrounding Green Belt and avoiding adverse effects on the integrity of the Mersey Estuary SPA and Ramsar site thereby ensuring that there will be no net loss in supporting habitat for SPA/Ramsar waterfowl](#) ~~and the surrounding Green Belt.~~

Development opportunities in the employment areas immediately surrounding 3MG at Ditton and Halebank should seek to complement but not duplicate the employment offer of the site, whilst also protecting the amenity of existing and future residents.



Figure 8: 3MG Diagram (Amended Diagram)

Justification

- 11.2 Over recent years, substantial amounts of development at 3MG (previously known as Ditton Strategic Rail Freight Park) have been permitted and the site has established itself as a key employment area in the region. The site ~~was~~has been recognised as a Regional Site for employment purposes since the Regional Economic Strategy in 2006. In a more recent review of Regional Sites, conducted by the NWDA in 2009¹, the site maintained its status as it is seen as pivotal in encouraging sustainable freight distribution. Estimates suggest that the site can deliver in the region of 5000 jobs if the site is developed out fully and is therefore vital to support and enhance Halton's economy. Employment development of this scale, delivering jobs for local residents is vitally important in this area of the Borough, where deprivation levels are high compared to national and regional averages².
- 11.3 The Key Area of Change lies to the south of the A562 (Speke Road) and north of the Mersey Estuary in Widnes. Hale Road and the Halebank residential and

¹ NWDA (2009) Strategic Regional Sites (www.nwda.co.uk/news--events/press-releases/200901/strategic-regional-sites.aspx)

²HBC (2007/2010) ~~Index of Multiple Deprivation. Table 5— Deprivation within Wards in Halton~~ State of the Borough in Halton

industrial area divides the site into two separate parts, with the HBC Field site comprising the majority of the western portion. Up to this time, development has been concentrated around the eastern portion of the site close to the A533/Queensway. The Stobart Group have been at the forefront of the development to date, delivering a major container handling and storage facility, and more recently a large chilled food distribution facility. The more westerly areas of 3MG which currently lie undeveloped are in close proximity to the residential community of Halebank and future development must be carefully managed to avoid any negative effects. Considerable landscaping work has already taken place in this vicinity in preparation for development on the site, and as development proposals come forward, it will be important to ensure that all aspects of the development are considered for their potential impact on local people.

- 11.4 Designating the 3MG area as a Key Area of Change reflects the importance of the site to Halton's economy and also its wider influence as a location for inter-modal freight transfer within Merseyside and the Northwest. The logistics and distribution sectors are core elements of Halton's economy and much of this is centred on the multimodal freight transfer facility at 3MG. Given Halton and specifically Ditton's locational advantages, with the Liverpool Branch of the West Coast Main Line passing through the site, the M57 and M62 in very close proximity, the site lends itself to further freight and more specifically rail served freight development.
- 11.5 Within and outside of the Borough there are proposals to increase the amount of freight being handled by non-road based freight facilities, both in relation to air freight through Liverpool John Lennon Airport and water-borne freight along the Manchester Ship Canal. As such, one of the criteria of the policy is to improve connections to nearby freight facilities, namely the Mersey Gateway Port (Weston Docks) and there are also potential future synergies with Liverpool John Lennon Airport. The reliability of freight movements on the local road network will also be improved through the realisation of the Mersey Gateway Project, improving journey times and accessibility for freight movements across and through the Borough. Within the neighbouring authority of St Helens, a site is being promoted for an intermodal freight terminal on the former colliery site at Parkside, Newton-le-Willows. There is therefore potential for the Mid-Mersey area around Widnes and St Helens to become a distinct hub for rail served freight and logistics uses.
- 11.6 The site lies on the edge of the built up area in Widnes, and its western extents are adjacent to the Green Belt which separates Halton from the adjoining authorities of Liverpool and Knowsley. Aside from the potential this specific alteration of the Green Belt which would be required to facilitate the expansion of Liverpool John Lennon Airport as included in Policy CS17, it is important that the strategic gap between development at 3MG / Halebank and the nearest built up areas of Halewood and Speke in neighbouring authorities is maintained and that the amenity of the Green Belt designation is upheld. Also in close proximity to the site is Lovel's Hall Scheduled Monument. Development of the Halton Borough Council (HBC) Field site to the west of the existing development at 3MG should conserve both the monument and its setting, including the provision of landscape buffers and enhancements where necessary.
- 11.7 Specific infrastructure is required to enable the full development of the site. Further rail sidings are also required to increase the number of trains able to serve the site each day from six to sixteen, thus taking freight off the region's roads. A new siding should be delivered as part of the development of the western portion

of the site to connect the HBC Field site with the eastern portion of 3MG. The proposed Western Link Road, benefitting from planning permission³ from both Halton and Knowsley Metropolitan Borough Councils, will provide direct access to the HBC Field site and better connect the site with the M57 and M62. It will also limit the number of traffic movements on local roads across the two sides of the site, thereby avoiding unnecessary disruption for local residents and businesses. The potential to reopen the redundant passenger station at Ditton, located off Hale Road should be retained as a long term possibility.

- 11.8 An adopted Supplementary Planning Document (SPD) exists for the 3MG site, based on the policy within Halton's Unitary Development Plan. This SPD will need to be updated to reflect the revised policy framework given through [E87CS8](#).

POLICY FRAMEWORK:					
National Policy	PPG2: Green Belts (CLG, 1995, amended in 2001); PPS4: Planning for Sustainable Economic Growth (CLG, 2009); PPG13: Transport (CLG, 2001)				
Local Evidence	Joint Employment Land and Premises Study (BE Group, 2010 09); 3MG Masterplan; 3MG SPD				
Strategic Objectives	3, 4, 6 and 10				
SCS Priorities	Employment, Learning and Skills; Environment and Regeneration in Halton				
SA Objectives	<table border="1"> <tr> <td>8 – Air Quality</td> <td>17 – Sustainable Transport</td> </tr> <tr> <td>14 - Economy</td> <td></td> </tr> </table>	8 – Air Quality	17 – Sustainable Transport	14 - Economy	
8 – Air Quality	17 – Sustainable Transport				
14 - Economy					
SA Outcome	This policy has strong benefits for social and economic factors. There may be some minor negative impacts on water quality. However, the policy builds in appropriate environmental mitigation. Overall the policy is considered positive in sustainability terms.				

³ Planning Application reference 08/00031/HBCFUL – Proposed new link road and landscaping

12 CS9: SOUTH WIDNES

- 12.1 The South Widnes Key Area of Change consisting of Widnes Town Centre, Widnes Waterfront and West Bank presents the opportunity to deliver a high quality mixed use environment furthering the economic revitalisation of the area, creating sustainable communities and ultimately the achievement of a valued waterfront environment and gateway location.

Key Area of Change CS9: South Widnes

A mix of uses including a combination of employment, retail, leisure and residential development will be achieved across South Widnes over the Core Strategy period through:

- a) Making available ~~3029.2~~ hectares of employment land and redeveloping and regenerating existing employment areas across South Widnes with an emphasis on mixed employment uses in Widnes Waterfront and West Bank.
- b) Directing up to about 25,300 sqm (gross) of convenience / comparison retail provision to the main retail area (Widnes Town Centre Boundary) with small scale provision across the wider area.
- c) Directing up to about 19,000 sqm (gross) of retail warehousing ~~bulky goods retailing~~ across South Widnes with a particular focus on the main retail area within the Widnes Town Centre Boundary.
- d) Focusing new leisure facilities in Widnes Town Centre, with a particular emphasis on the enhancement of the evening economy in the Victoria Square area, and complementary leisure uses in Widnes Waterfront, ~~through the realisation of the Venture Fields site leisure development.~~
- e) The delivery of ~~400~~350 residential dwellings across South Widnes diversifying the current housing offer.
- f) Capitalising on the development and regeneration opportunities presented by the Mersey Gateway Project particularly associated with the restructuring of West Bank to provide for new employment and residential uses and the delivery of a new neighbourhood centre appropriate to the needs of the local community.
- g) Developing Strategic and Local Gateways at key locations to promote linkages across South Widnes and surrounding areas.

Principles of Development

Development across South Widnes will be expected to:

- Improve connectivity and accessibility across South Widnes and the wider area and take advantage of opportunities to improve sustainable transport provision.
- Facilitate public access to the waterfront and prioritise opportunities for informal leisure associated with the waterfront destination.
- Ensure strong urban design in order to reflect the prominent waterside environment, gateway locations and the positive characteristics of South Widnes.

- [Avoid adverse effects on the integrity of the Mersey Estuary Special Protection Area \(SPA\) and/or Ramsar site.](#)
- Achieve high standards of sustainable design and construction including a reduction in carbon emissions through renewable and low carbon technology with a particular emphasis on Widnes Waterfront and its potential as an Energy Priority Zone.



Figure 9: South Widnes Diagram ([Amended Diagram](#))

Justification

- 12.2 South Widnes includes the distinct sub-areas of Widnes Town Centre, Widnes Waterfront and West Bank. Each of the sub-areas provides a different but complementary role for Widnes and the wider Borough: Widnes Town Centre is the main retail core for the Borough providing a range of retail and leisure opportunities; Widnes Waterfront has historically and continues to provide a core employment area for the town and the wider sub-region; and, West Bank consists of a residential community to the south with employment and industrial uses to the north.
- 12.3 The area exhibits a number of issues within each sub-area and across the entire Key Area of Change, key amongst these are a physical and functional severance between different land uses, lack of connectivity between the different sub-areas, and, contamination issues, particularly along the waterfront, due to past chemical and industrial uses. The Key Area of Change, however, benefits from a prominent waterfront location, excellent regional and sub-regional transport links and a range of existing employment, retail and environmental assets. There is now a need to integrate and unify South Widnes, concentrating on linkages and connections and complementary uses in order to provide for a sustainable mixed use area for the benefit of Halton's residents, businesses and visitors.
- 12.4 South Widnes, and in particular Widnes Waterfront, will be promoted as a driver for economic regeneration increasing employment opportunities through business growth and inward investment. The Joint Employment Land and Premises Study (JELPS)¹ highlights the importance of Widnes Waterfront in delivering both the Borough and sub-region's employment land requirements and in particular much needed BI office development in Widnes. Although national planning policy² directs office uses to town centres, the JELPS recognises the severe lack of office supply in Widnes and constrained land supply in the Town Centre and as a result Widnes Waterfront is a more preferable location. Complementary employment provision will also be focused in West Bank to maintain and enhance local employment uses, and where appropriate in Widnes Town Centre to support a diversity of uses and to maintain the existing civic quarter around Kingsway.
- 12.5 Widnes is the largest town centre within the Borough and has the greatest retail offer in terms of range and floorspace. ~~The Widnes~~ Town Centre's retail role will be maintained and enhanced, in accordance with CS5: A Network of Centres ~~for Halton, through the delivery of new retail opportunities and improvements including prioritising new retail opportunities and improvements within the Town Centre Boundary. This will include~~ the potential to enhance or redevelop the Albert Square ~~s~~Shopping ~~e~~Centre. Leisure facilities will be focused on the Town Centre with Victoria Square remaining as the focus for evening entertainment given the attractive public realm and heritage assets in the locality. The ~~realisation of the~~ Venture Fields site on the Widnes Waterfront will ~~ensure provide the delivery of~~ complementary leisure facilities for the South Widnes area.
- 12.6 Although there are limited opportunities for residential development within South Widnes, other than those presented by the Mersey Gateway Project through the restructuring of West Bank, a priority for this Key Area of Change is to reinforce the existing residential neighbourhoods, and in particular the West Bank residential

¹ BE Group, HBC, *et al* (2010~~09~~) Joint Employment Land and Premises Study (JELPS)

² CLG (2009) Planning Policy Statement 4: Planning for Sustainable Economic Growth

neighbourhood, through the addition of high quality housing development offering a mix of tenures. It will also be necessary to ensure that the residential neighbourhoods, including those north of the Town Centre, have connections to employment, leisure and retail opportunities across South Widnes in order to create thriving and sustainable communities.

- 12.7 The Mersey Gateway Project will bring considerable physical changes to the area at West Bank coupled with wider regeneration and development opportunities across Widnes Waterfront and Widnes Town Centre. The removal of redundant infrastructure through the subsequent downgrading of the Silver Jubilee Bridge will release land and create the potential for new employment and residential development sites. In accordance with CS5: ~~(A Network of Centres)~~ the potential for a new mixed use neighbourhood centre in West Bank has been identified to provide for the needs of the local population. The realisation of the Mersey Gateway Project will increase cross river connectivity, reduce journey times and relieve congestion, which will be essential for future employment growth and to expand the sub-regional retail catchment for Widnes Town Centre. The project will also act as a catalyst for regeneration across the South Widnes area.
- 12.8 To deliver a mixed use area there is a need to ensure that key links across the area become a focus for improved movement and high quality design. Particular attention should be given to the gateway links between West Bank and Victoria Road and at the Watkinson Way / Fiddlers Ferry junction between Widnes Waterfront and the Town Centre. These 'Strategic Gateway' locations are intended to deliver upgrades to pedestrian and cycle networks, support strong building frontages of an appropriate scale and massing, and assist in strengthening the identity of South Widnes through quality streetscapes. Other opportunities to improve the areas physical linkages should be taken where necessary and in accordance with existing Masterplans and SPDs through the development of 'Local Gateways'. Local Gateways will play a significant role in ensuring localised legibility and to aid connectivity of the outlying areas. One such opportunity to forge a Local Gateway is the link between West Bank and Widnes Waterfront adjacent to the St Helens Canal. This Local Gateway would have the potential to support and connect recreational, leisure and employment opportunities across the Key Area of Change. [Other Local Gateways may include the links and connections between Town Centre and the surrounding residential areas.](#)
- 12.9 In addition to improving sustainable links in the Gateway locations, improving sustainable transport provision across South Widnes is an integral component of improving connectivity and accessibility and as such will be supported across the Key Area of Change. Improving pedestrian and cycle access to the Mersey waterfront, St Helens Canal, the Widnes Waterfront Moss Bank ~~Linear~~-Park and Widnes Warth, will also be supported, particularly from Widnes Town Centre, increasing the areas informal leisure offer. Development opportunities to connect to the National Cycle Network (route 62) and the Trans Pennine Trail will be important in the achievement of this.
- 12.10 High quality and sustainable design is imperative for the South Widnes Key Area of Change. The waterfront location adjacent to the Mersey Estuary and St Helens Canal should inform the design of new development in the area, ensuring strategic views are not compromised and are utilised by new development where possible. Future development and regeneration should maximise the area's location as an important gateway to Widnes and ensure high quality frontages along key routes with a particular emphasis on the Strategic and Local Gateways. Renewable and

low carbon energy development will also be supported across South Widnes. Widnes Waterfront has been identified as having potential for the delivery of district heating³ and may present an opportunity to develop an additional Energy Priority Zone in accordance with CS19: Sustainable Development and Climate Change.

- 12.11 Contamination as a result of the chemical and heavy industry that in the past dominated Widnes Waterfront and West Bank presents issues for future development. Potential risk as a result of flooding and pollution also exists in certain locations across the area. CS23: Managing Pollution and Risk and other LDF policies containing guidance associated with contamination, flooding and pollution are therefore particularly applicable to this Key Area of Change and should be fully considered by future development proposals.
- 12.12 The future development of Widnes Waterfront is currently guided by the Widnes Waterfront SPD based on the 2004 Widnes Waterfront Masterplan⁴. Building on the successful delivery of the Masterplan, the Widnes Waterfront Phase 2 Masterplan and Delivery Strategy⁵ has been developed to provide a framework to attract investment and guide physical development across the area until 2013 and beyond. Opportunities to update the current Widnes Waterfront SPD in accordance with the Phase 2 Masterplan will be pursued.
- 12.13 The future development and regeneration of the West Bank area will be supported by an SPD for the area. This draws heavily on the Mersey Gateway Regeneration Strategy⁶ which is integral to the delivery of the Mersey Gateway Project. The potential for a future SPD for Widnes Town Centre to aid future growth will also be pursued along with more specific studies responding to localised issues and opportunities.

³ Arup (2010) Liverpool City Region Renewable Energy Capacity Study

⁴ HBC and BDP (2004) Widnes Waterfront Masterplan and Delivery Strategy

⁵ HBC, Taylor Young, *et al* (2009) Widnes Waterfront Phase 2 Masterplan and Delivery Strategy

⁶ HBC and GVA (2008) Mersey Gateway Regeneration Strategy

POLICY FRAMEWORK:		
National Policy	PPS3: Housing (CLG, 2010); PPS4: Planning for Sustainable Economic Growth (CLG, 2009; PPG13: Transport (CLG, 2001)	
Local Evidence	Strategic Housing Land Availability Assessment (HBC, 2010); Joint Employment Land and Premises Study (BE Group, 2010); Halton Retail and Leisure Study (GVA, 2009); Widnes Waterfront Phase 2 Masterplan and Delivery Strategy (HBC, 2009); Draft West Bank SPD (HBC, 2009); Mersey Gateway Regeneration Strategy (HBC and GVA, 2008); Liverpool City Region Renewable Energy Capacity Study (ARUP, 2010).	
Strategic Objectives	1, 2, 3, 5, 7, 8 and 9	
SCS Priorities	Employment, Learning and Skills in Halton; Environment and Regeneration in Halton	
SA Objectives	6 – Energy Efficiency	14 - Economy
	7 – Land Quality	15 – Leisure and Tourism
	10 – Housing	16 – Town Centres
	11 – Accessibility	17 – Sustainable Transport
SA Outcome	Overall, this policy is positive in sustainability terms. There may be some negative environmental effects, however these can be managed / mitigated.	

13 CS10: WEST RUNCORN

- 13.1 West Runcorn comprising Runcorn Old Town, Runcorn Waterfront and the Mersey Gateway Port (Weston Docks) presents a range of development and regeneration opportunities which will deliver high quality and accessible environments utilising the areas waterfront assets, re-establish Runcorn Old Town as a vibrant centre, offer a new residential community and further exploit the Borough's freight and distribution potential.

Key Area of Change CS10: West Runcorn

The development and regeneration of West Runcorn over the Core Strategy period will be achieved through:

- a) Improving Runcorn Old Town's retail offer, focusing up to about 5,0200sqm (gross) of convenience / comparison goods retailing to the main retail area within the Town Centre Boundary and supporting its role as a District Centre and a cultural and leisure destination.
- b) The delivery of 1,5002000 dwellings across West Runcorn with a particular emphasis on the Runcorn Waterfront site to accommodate 1,3301400 dwellings, with the potential for additional residential development, subject to appropriate access.
- c) The delivery of 27 hectares of employment land and the redevelopment and regeneration of existing employment areas across West Runcorn with a focus on the Mersey Gateway Port and the development of an employment area in the southern part of Runcorn Waterfront.
- d) Supporting the comprehensive redevelopment of Runcorn Waterfront to be a residential led, mixed use regeneration initiative with detailed guidance, land allocations, access arrangements and capacity to be determined.
- e) Redeveloping the Mersey Gateway Port into a new civil waterway port, utilising the direct links to the Manchester Ship Canal, road and rail infrastructure, further strengthening Halton's role as a centre for logistics and distribution.
- f) Capitalising on the development and regeneration opportunities presented by the Mersey Gateway Project particularly associated with the removal of redundant infrastructure associated with the Silver Jubilee Bridge.
- g) Developing Strategic and Local Gateways at key locations to ensure linkages across West Runcorn and surrounding areas.

Principles of Development

Development across West Runcorn will be expected to:

- Improve accessibility and connectivity and support improvements to the sustainable transport network.
- Ensure high quality urban design reflecting West Runcorn's waterfront environments, creating a vibrant destination and boasting a highly attractive public

realm.

- [Avoid adverse impacts on the integrity of European sites such as the Mersey Estuary Special Protection Area \(SPA\) and/or Ramsar site including the avoidance of potential significant effects caused by the development of the Mersey Gateway Port including associated channel construction or dredging activity.](#)
- Facilitate public access to the waterfront locations, particularly Runcorn Promenade and the Bridgewater Canal, and, where appropriate, take advantage of opportunities to increase the leisure and recreational potential of the [waterfronts](#)[waterways](#) where commercially appropriate.
- Achieve high standards of sustainable design and construction including a reduction in carbon emissions through renewable and low carbon technology particularly in accordance with the identification of a potential Energy Priority Zone at Runcorn Waterfront.

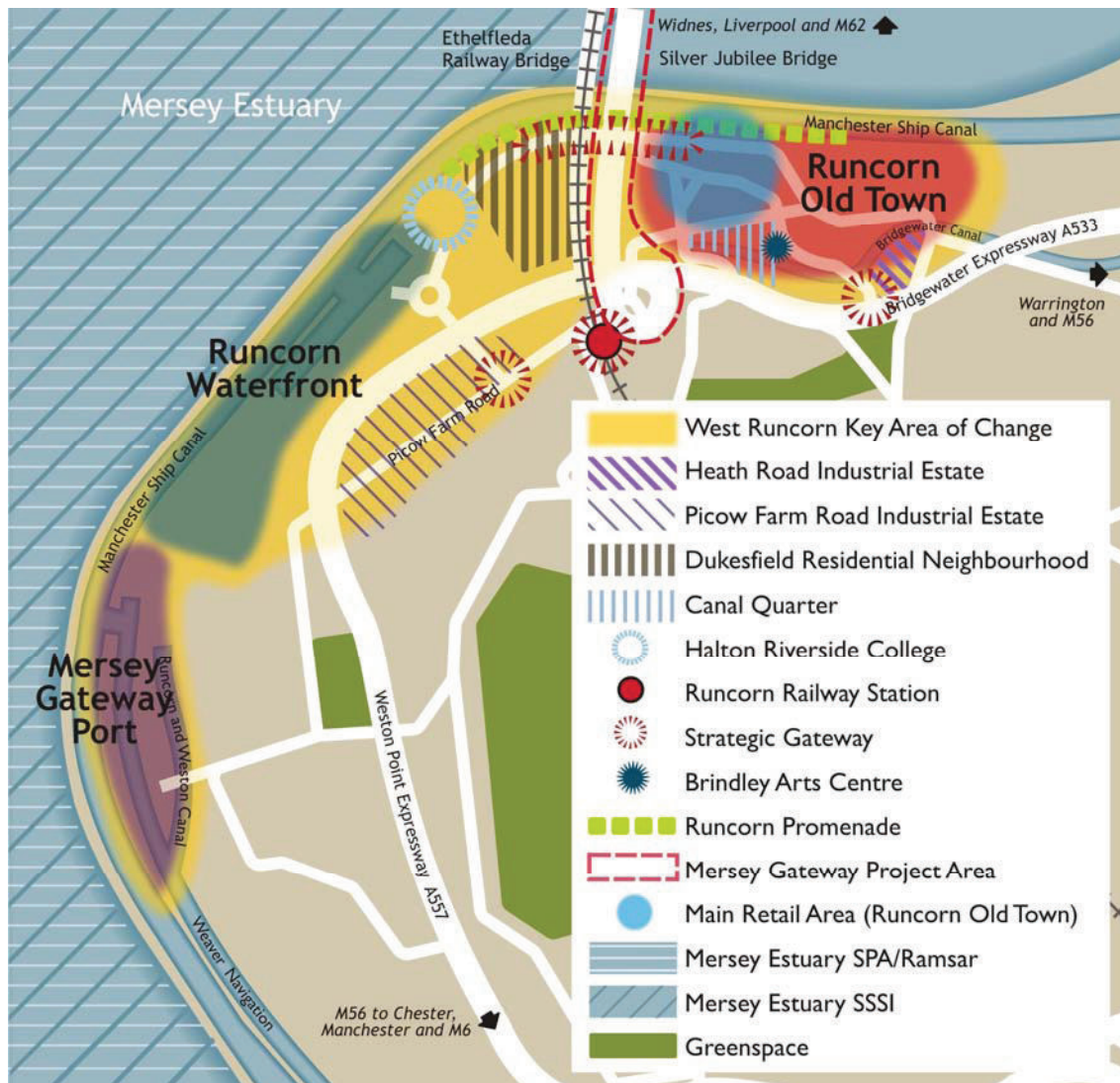


Figure 10: West Runcorn Diagram ([Amended Diagram](#))

Justification

- 13.2 Runcorn Old Town is the historic core of Runcorn. Following the Borough's commercial and industrial growth, the Old Town was at one time the main shopping centre in Runcorn. However, with Runcorn's designation as a New Town in 1964, and subsequent construction of Shopping City (Halton Lea), Runcorn Old Town has suffered a steady decline. The Expressway road network, rail infrastructure and past redevelopment in the centre has contributed to a poorly defined and disjointed environment and there is a lack of clear and direct pedestrian and vehicular routes and connections between Runcorn Old Town, Runcorn Railway Station, Dukesfield and Runcorn Riverside College, and Runcorn Waterfront.
- 13.3 Following the Manchester Ship Canal west of Runcorn Old Town is Runcorn Docks and Weston Docks. This is currently an area of predominantly employment uses and includes commercial docks, general industry, storage and distribution uses, along with a large amount of derelict and underused land.
- 13.4 Although the Key Area of Change displays a range of issues there are a number of development and regeneration opportunities across West Runcorn which will help to re-establish the area as a vibrant waterside location offering retail, leisure and employment opportunities and delivering high quality residential development. Development is encouraged to respond positively to these opportunities and take advantage of West Runcorn's assets including ~~views across the Mersey Estuary~~, Runcorn Promenade, the Manchester Ship Canal, the Bridgewater Canal, [views across the Mersey Estuary](#), and the sub-regional and national links afforded by West Runcorn's proximity to the strategic highway network and Runcorn Railway Station.
- 13.5 The focus for Runcorn Old Town over the Core Strategy plan period will be on re-establishing the centre and enabling it to provide for the day to day shopping needs of its immediate catchment whilst offering a wider complementary function to Halton Lea. The Old Town's designation as a District Centre (as detailed in CS5: A Network of Centres) will refocus the centre for local independent shops, niche retailers and service providers and as a centre for cultural and leisure activity reinforcing and diversifying the evening economy for Runcorn. The Old Town's role within its localised catchment will be protected and enhanced wherever possible and opportunities for additional convenience and comparison provision should be identified and promoted, where appropriate, in accordance with ~~the Retail and Leisure Study[†] and national planning policy~~ [CS5: A Network of Centres](#). Future retail provision will be allocated within the Site Allocations and Development Management DPD.
- 13.6 The Canal Quarter offers a significant opportunity to support the Old Town's re-defined role. Through taking advantage of the waterfront setting alongside the Bridgewater Canal and building upon the success of the Brindley Arts Centre, the Canal Quarter offers the potential to become the catalyst for the wider regeneration of the Old Town, delivering a mix of leisure and retail uses in addition to a significant residential element.

[†] ~~GVA (2009) Halton Retail and Leisure Study~~

- 13.7 West Runcorn has the capacity to contribute to diversifying the housing offer across the Borough reinforcing existing neighbourhoods through the addition of some higher quality residential development. Runcorn Waterfront (located at Runcorn Docks) in particular provides the opportunity to deliver a new high quality waterfront residential community with the potential to accommodate up to 4,000 units overall. The full delivery of the residential redevelopment of Runcorn Waterfront, however, will be dependent upon securing adequate site access and will be established through masterplanning, the Site Allocations and Development Management DPD and the development of a Runcorn Waterfront SPD. As such the current Strategic Housing Land Availability Assessment² only includes a yield of ~~1,330~~~~+400~~ units in the period to 2028~~6~~. The future redevelopment of Runcorn Waterfront will also support retail and community facilities, open space, and an employment area forming a buffer to the industrial area to the south. It is envisaged that the redevelopment of Runcorn Waterfront will be delivered over a 20-30 year time span.
- 13.8 Weston Docks, to the south of the Key Area of Change, has been re-branded as the Mersey Gateway Port. This will be redeveloped into a new civil waterway port for multimodal logistics and distribution providing employment opportunities for the local area and building upon the freight and distribution strengths of the 3MG facility at Ditton (Policy CS8). The Port is linked directly to the Manchester Ship Canal and connects to the Mersey Estuary and Weaver Navigation. Road access to the Port is via Picow Farm Road and then westwards across the Runcorn and Weston Canal. In the longer term, the aspiration is to connect the Port to rail infrastructure to expand freight transport.
- 13.9 Environmental assessments will be required for the future development of the Mersey Gateway Port and any associated channel construction or dredging activity to avoid potentially significant effects on the Mersey Estuary SPA and/or Ramsar site, and other European sites. These assessments should identify the scale of any dredging activities and any associated impact of mobilisation of contaminants in the sediment.
- ~~13.9~~ 13.10 Employment opportunities also exist within the Picow Farm Road and Heath Road North Industrial Estates. These estates already perform an important local employment role which should be enhanced. Runcorn Old Town has been identified within the Joint Employment Land and Premises Study³ as having a limited office market due to land constraints and as such new office development activity in Runcorn is largely directed to Daresbury in East Runcorn (CS11).
- 13.11 Additional employment opportunities may emerge in the longer-term as part of the Mersey Gateway Project and the subsequent 'de-linking' of the Silver Jubilee Bridge which will see the removal of redundant highway infrastructure. This may result in the 'unlocking' of development land through remodelling the Runcorn 'Loops'. The 'de-linking' arrangements are aimed at reducing the potential for the Silver Jubilee Bridge to be used as a strategic link for long distance traffic movement, whilst increasing its function as a local connection for residents and businesses in the Borough⁴. This will maximise the development and commercial opportunities of the land adjoining Runcorn Railway Station, whilst facilitating the provision of a key

² HBC (2010) Strategic Housing Land Availability Assessment (SHLAA) 2010/11

³ BE Group (200~~10~~~~9~~) Joint Employment Land and Premises Study (JELPS)

⁴ HBC (2009) Mersey Gateway Sustainable Transport Strategy

sub-regional interchange and transport hub⁵ and will help to tackle the issues of severance across the area. The removal of road infrastructure may also present opportunities to reinstate the former alignment of the Bridgewater Canal between Runcorn Old Town and Runcorn Waterfront to the Manchester Ship Canal. This has the potential to create a second Cheshire Canal Ring further encouraging and supporting the leisure and recreational potential of the Bridgewater Canal. The route of the alignment will be protected through the Site Allocations and Development Management DPD.

13.12 Key points of vehicular and pedestrian access across West Runcorn have been prioritised as 'Strategic Gateways' to aid movement and connectivity throughout this Key Area of Change. This includes the links between Runcorn Old Town, the station and Runcorn Waterfront, and the strategic road link to the Mersey Gateway Port via Picow Farm Road. Attractive gateway features such as landscaping and artwork will be supported in these locations. Other locally important gateways will also be encouraged to support localised access and connectivity and improve the legibility of the local environment. These 'Local Gateways' should be used to better integrate West Runcorn's waterfronts the Bridgewater Canal with walking and cycling networks, with a particular emphasis on Runcorn Promenade and the Bridgewater Canal. ~~and the Manchester Ship Canal where compatible with continuing commercial use of the waterway.~~

13.13 Advantage should also be taken of opportunities to increase the leisure and recreational potential of the waterways. However, consideration should be given to the commercial uses and operational issues of the Manchester Ship Canal. As such, recreational navigation of the Manchester Ship Canal may only be practical on a limited and controlled basis.

~~13.12~~ 13.14 High quality design throughout West Runcorn will be used to create attractive environments, responding positively to the character of the area and integrating the area with the waterfronts of the Bridgewater Canal, Manchester Ship Canal / Mersey Estuary, creating a unique sense of place and a vibrant asset for the Borough. Development proposals should have regard to appropriate waterfront strategies and initiatives, including the Bridgewater Way initiative which aims to promote the recreational, leisure and sustainable travel potential of the Bridgewater Canal.

~~13.13~~ 13.15 Sustainable design and construction and the development of renewable and low carbon energy will also be supported across West Runcorn. Runcorn Waterfront has been identified as an Energy Priority Zone⁶ and opportunities to develop a District Heating scheme will be particularly encouraged in the future redevelopment of this area particularly where this is compatible with neighbouring industrial uses. In the achievement of sustainable design and construction proposals will additionally need to ensure the protection of water quality of the areas waterways in accordance with CS23: Managing Pollution and Risk.

~~13.14~~ 13.16 The Council will work proactively with the landowner of Runcorn Waterfront and other potential delivery partners to develop a Masterplan to guide the development of the site. This will be translated into the Site Allocations and Development Management DPD and will form the basis of a Runcorn Waterfront SPD. Proposals for Runcorn Old Town, including those associated with the Canal

⁵ HBC & GVA (2008) Mersey Gateway Regeneration Strategy

⁶ Arup (2010) Liverpool City Region Renewable Energy Capacity Study

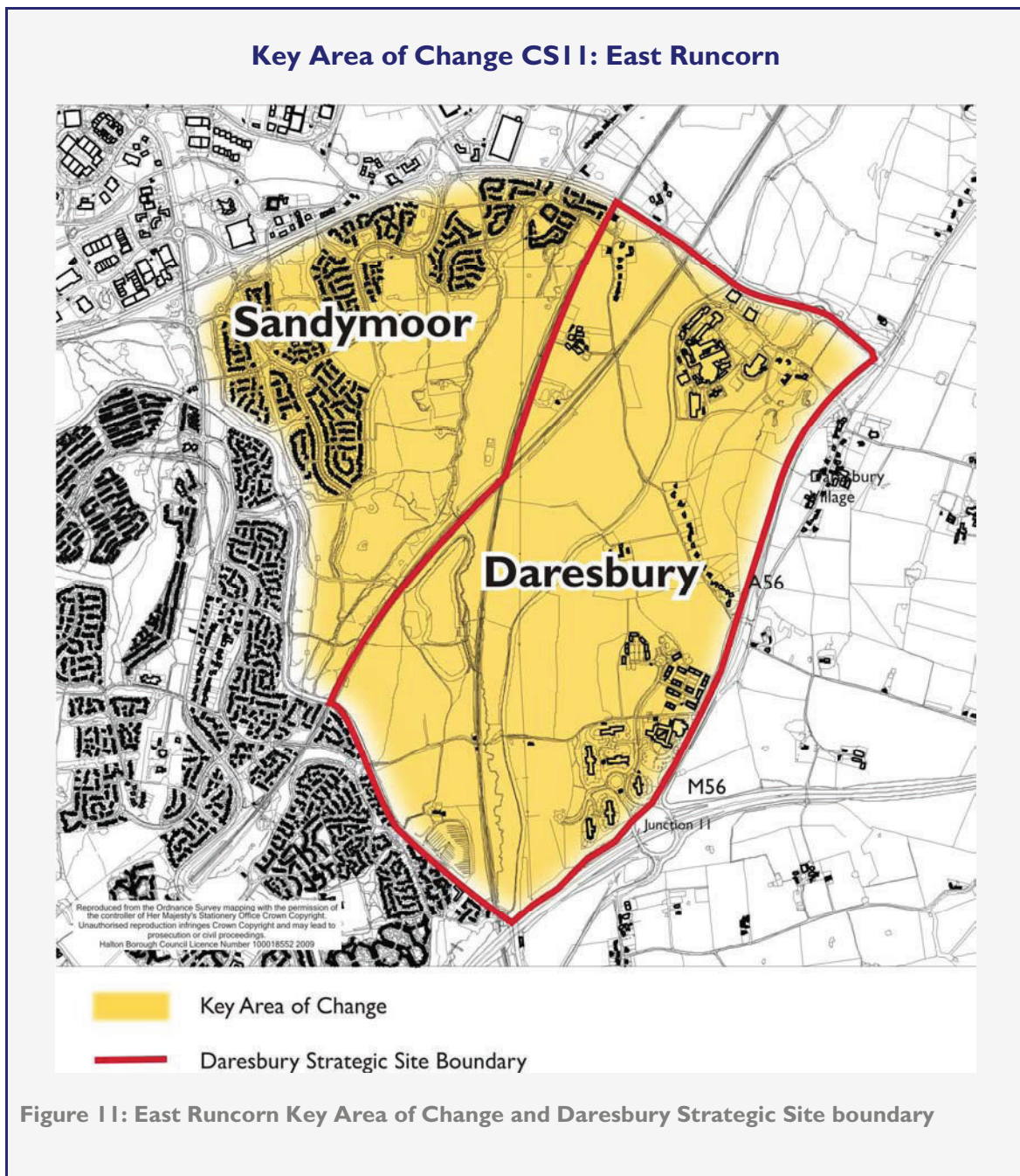
Quarter will be supported by a SPD. This SPD will also aim to build upon the measures proposed in the Mersey Gateway Regeneration Strategy⁷ including those associated with the Silver Jubilee Bridge. More detailed policies and the allocation of sites for the delivery of this Key Area of Change (including the Mersey Gateway Port) will be included within the Site Allocations and Development Management DPD.

POLICY FRAMEWORK:		
National Policy	PPS3: Housing (CLG, 2010); PPS4: Planning for Sustainable Economic Growth (CLG, 2009); PPG13: Transport (CLG, 2001)	
Local Evidence	Strategic Housing Land Availability Assessment (HBC, 2010); Joint Employment Land and Premises Study (BE Group, 2010 09); Halton Retail and Leisure Study (GVA, 2009); Mersey Gateway Regeneration Strategy (HBC and GVA, 2008); Mersey Gateway Transport Strategy (HBC, 2009); Liverpool City Region Renewable Energy Capacity Study (ARUP, 2010).	
Strategic Objectives	1, 2, 3, 4, 5, 7, 8 and 9	
SCS Priorities	Employment, Learning and Skills in Halton; Environment and Regeneration in Halton	
SA Objectives	3 – Water	11 – Accessibility
	6 – Energy Efficiency	14 – Economy
	7 – Land Quality	16 – Town Centres
	10 – Housing	
SA Outcome	The focus of this policy is bringing large areas of previously developed land back into beneficial use. Development will be designed with sustainability in mind. This policy will contribute positively to sustainability principles. However, development in the area could potentially have a negative impact on water quality.	

⁷ HBC & GVA (2008) Mersey Gateway Regeneration Strategy

14 CS1 I: EAST RUNCORN

- 14.1 At East Runcorn, the opportunity exists to create a new community for Halton which will encompass a diverse mix of uses and continue the development of Runcorn in line with the long term vision for the Borough. Whilst the whole of the East Runcorn area constitutes a Key Area of Change within the Core Strategy, the Daresbury is allocated as a Strategic Site. Under the provisions of PPS12, areas within the Strategic Site [as indicated on Figure 11 below](#) are therefore allocated for specific land uses as [shown indicated on Figure 12+ below](#). As a Strategic Site, the area will deliver many of the required outcomes intrinsic to the success and future prosperity of Halton.



Daresbury Strategic Site

The Strategic Site as defined above, will deliver the following development:

- a) 26ha of land will be made available to aid the expansion of the BI science, high tech and research development at the existing Daresbury Science and Innovation Campus (SIC) and at land between the Bridgewater Canal and the Chester-Manchester railway line;
- b) The office and knowledge based facilities at Daresbury Business Park will be increased through the delivery of a further 40ha of BI (a) and (b) development.
- c) Phased delivery of approximately 1,400 dwellings, to provide a wide range of housing by size, type and tenure, including affordable housing in accordance with the provisions of CSI3: Affordable Housing. New housing should be brought forward in the following broad phases:
 - Phase 1 – 500 dwellings on the land known as Delph Lane West, between the West Coast Main Line and the Chester-Manchester Line to the north of the site, and on the land immediately surrounding Preston Brook Marina
 - Phase 2 – 600 dwellings in the central area between the Daresbury SIC and Daresbury Park
 - Phase 3 – 300 dwellings at the area known as Wharford Farm, between the West Coast Main Line and the Chester-Manchester line to the south of the site
- d) A mixed use neighbourhood centre including a marina providing moorings for inland waterways craft sited alongside the Bridgewater Canal around the existing George Gleave's bridge. Any such provision of a neighbourhood centre should avoid unacceptable impact on the vitality and viability of existing centres and the planned neighbourhood centre at Sandymoor. Individual retail units should not exceed 280SqM in size.

General principles of development

1. A network of open spaces for nature conservation and recreation should be provided, including the retention of Daresbury Firs, the creation of a linear country park along the Bridgewater canal corridor, formal green space to serve the residential area, ~~new parkland south of Delph Lane~~, and smaller green spaces integral to individual developments.
2. The timely provision of physical and social infrastructure to support the development at the site and so as to not overly burden facilities in surrounding areas. On and off site provision and developer contributions, including the pooling of contributions across sites to deliver large items of infrastructure will be needed to meet the infrastructure requirements of the development area.
3. The whole of the development should be served by public transport, to connect the employment, housing and retail/leisure areas. The public transport network at the site should include the provision of a transport interchange facility sited to maintain the long term aim of delivering a railway station in the long term
4. The promotion of walking and cycling routes and expansion of the Greenway network to provide clear and safe links to surrounding communities, including new pedestrian and

cyclist links to Sandymoor and improvements to the Bridgewater canal corridor in line with the principles in CSI 5: Sustainable Transport.

5. The design, layout and style of individual plots should be guided by a design framework and should be influenced by the existing locational assets of the area and its surroundings. Opportunities to integrate renewable energy technologies should also be sought in accordance with the identified Energy Priority Zone at Daresbury.
6. Development of the Daresbury Strategic Site should integrate with the adjacent residential community at Sandymoor, particularly through sustainable transport links.

Sandymoor

Completion of the Sandymoor residential area will be achieved through the delivery of approximately 1,400 additional units to the south and west of the existing Sandymoor community, in line with outstanding consents including a new neighbourhood centre, primary school (if required) and public transport connections. The delivery of further development at Sandymoor should have regard to the adopted planning framework.

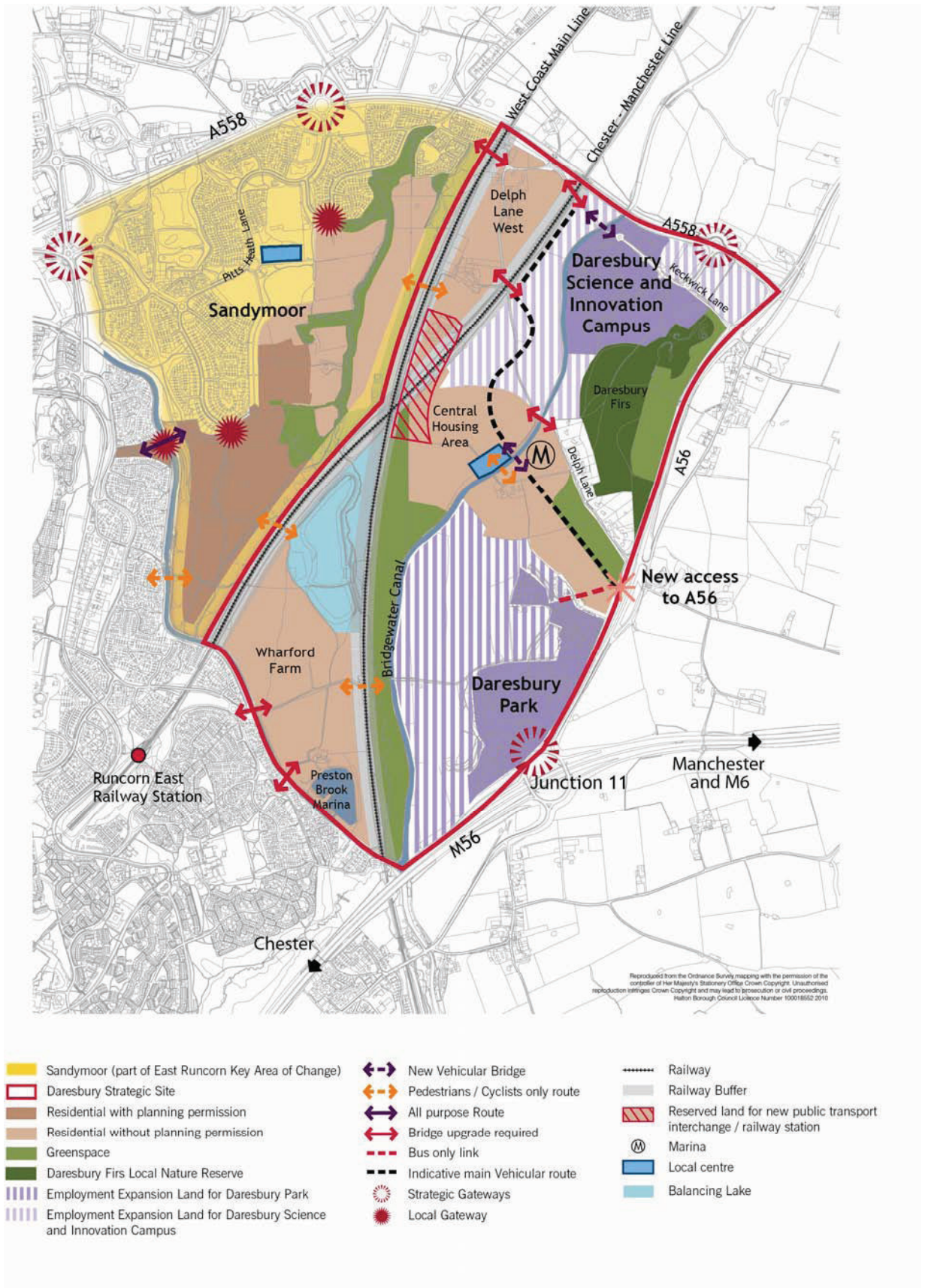


Figure 12: Daresbury Strategic Site Allocations within the East Runcorn Key Area of Change (Amended Diagram)

Justification

East Runcorn Key Area of Change

- 14.2 The Key Area of Change lies to the east of Runcorn and is currently a mixture of developed land, interspersed by agricultural land. [The undeveloped remainder of the Sandymoor area, along with land to the west of Daresbury village, represents some of the remaining major greenfield sites in Halton.](#) The area is dissected by the Bridgewater Canal which splits into two arms at the south of the area and also two railway lines; the West Coast Main Line and the Chester-Manchester line. The various transport links present both barriers to movement and development, countered by opportunities to improve amenity and sustainable transport respectively. The canals offer an attractive landscape for the area, with opportunities for tourism and recreation, whilst the presence of the railway lines through the site offer the potential for long distance sustainable travel options in the longer term. The Key Area of Change has a varied topography which gives prominence to the east and south of the site including the wooded area of Daresbury Firs, which adds a strong visual identity to this part of the site and as a backdrop to Daresbury SIC. ~~The undeveloped remainder of the Sandymoor area to the west of the main arm of the Bridgewater Canal, along with land to the west of Daresbury village, represents some of the remaining greenfield sites in Halton.~~

Sandymoor

- 14.3 Proposals to develop the Sandymoor area were included in the Runcorn New Town plans of the 1960s and 1970s, and specifically arose from Master Plan Amendment No.2¹ in 1971. Under Section 7.1 of the New Towns Act 1981, development of the Sandymoor area for residential development has conditional approval for development. At April 2010, just over 1000 dwellings, plus infrastructure, green spaces and a community centre had been built at Sandymoor since Phase I of the development commenced in the late 1980s². Outstanding planning consents indicate that the area has the remaining potential to deliver an additional 1400 dwellings, along with reserved sites for a local centre and primary school which are likely to be delivered once the community has grown sufficiently to make these facilities sustainable and viable. As part of the outline consents at Sandymoor, an extensive schedule of infrastructure requirements was produced which formed the basis of a Section 106 agreement for the Sandymoor area. The outstanding infrastructure requirements have been translated into the Infrastructure Plan, along with the bodies responsible for delivery and likely development costs.

Daresbury Strategic Site

- 14.4 Daresbury Strategic Site is currently dominated by the regionally significant employment areas of Daresbury Park and Daresbury SIC. Nationally the expansion of scientific research and science related business development has been prioritised over recent years to grow the sector. In 2006, a Science and Innovation Investment Framework 2004-2014³ was drawn up to guide future investment in national science facilities including the Daresbury Science and Innovation Campus. This framework specifically promoted the creation of two

¹ Runcorn Development Corporation (1971) Runcorn New Town Master Plan Amendment No.2

² GVA Grimley for HBC (2009) Sandymoor Supplementary Planning Document

³ HM Treasury (2006) Science and Innovation Investment Framework 2004-2014: Next Steps

Science and Innovation Campuses, one at Harwell in Oxfordshire and the other at Daresbury. The relationship between the two campuses, known as the 'dipole', enables any organisation engaging with one Campus to have access to the facilities and expertise of both. At Daresbury, the existing Daresbury Laboratories and associated facilities form the basis of the Science and Innovation Campus, with aspirations for the science and research facilities to expand to double the current size of the facility. In recent years, a number of facilities have been built on prominent gateway sites such as the Daresbury Innovation Centre and the Cockcroft Institute (the National Centre for Accelerator Science). Vanguard House (under construction in 201~~1~~⁹) will deliver high quality office, laboratory, and workshop space.

- 14.5 Following on from the recognition of Daresbury as a nationally important campus, a renewed impetus to realise the development potential of the Daresbury area arose which emerged through a partnership approach to visioning the future for the area. Stakeholders, landowners and potential developers in the area worked collaboratively to produce a strategic vision and comprehensive Master Plan for the Daresbury area, based around the notion of connecting the separate knowledge nuclei of the business and science facilities. By broadening the appeal of the Daresbury site the intention is to protect Daresbury SIC's role as a primary national site for world-class science and create an environment which encourages knowledge transfer. The Master Plan forecast a 30-40 year delivery period for the realisation of the proposed development, driven by the pace of expansion at Daresbury SIC which is predominantly determined by the availability of funding.
- 14.6 Taking the scale of the proposals into account, it is anticipated that the build out of the proposed development will take a number of decades, and is likely to extend beyond the Core Strategy plan period. Likely phasing of the residential and employment development is indicated in Table 4 below.

	HOUSING		EMPLOYMENT		
	Daresbury Strategic Site - number of dwellings	Sandymoor – number of dwellings		Daresbury Park (SqM)	Daresbury SIC (SqM)
Phase 1 (2010/11-2020/21)	500	366	Phase 1 (2010/11-2014/15)	22,919	18,602 <u>25,000</u>
Phase 2 (2015/16-2025/26)	600	788	Phase 2 (2015/16-2025/26)	22,919	53,781 <u>47,383</u>
Phase 3 (2020/21-2025/26)	300	310 <u>310</u>			
Beyond Core Strategy period (2026+)	-	-	Beyond Core Strategy period (2026+)	26,081	24,500
Totals	1400	1464	Totals	71,919	96,883
		2864			168,802

Table 4: Development Phasing at East Runcorn

- 14.7 It has been necessary to translate the aspirational Daresbury Framework into a realistic and deliverable planning framework for the Core Strategy, and to assist

this process, the Council has worked to identify the critical infrastructure needed to serve the site and the locations of the important transport infrastructure are shown on Figure 12 above. The development aspirations have also been aligned with the existing planning consents and the Council's knowledge of the intentions of developers made known through the Strategic Housing Land Availability Assessment process to produce a more realistic development profile for the plan period.

- 14.8 In order to achieve the desired aims for the Daresbury area, partnership working will need to continue over the lifetime of the plan and beyond. To assist with this, public sector partner organisations have come together with the private sector to form a Joint Venture for Daresbury SIC⁴. It is estimated that around £600m will be invested in the area during the realisation of the plans for the area and partnership working will be essential in channelling investment into the most appropriate proposals to deliver maximum benefits. The newly formed Local Enterprise Partnership for the Liverpool City Region, JESSICA funding and the emerging Technology and Innovation Centre network are all possible funding opportunities which will need to be investigated to allow Daresbury SIC to reach its full potential. Government funding has already been earmarked for specific projects at the SIC, including the Hartree Centre for Computational Science and Engineering and the Science and Technology Facilities Council are committed to assisting the delivery of major public sector science programmes. Investment of this type will be necessary to maintain and improve the site's profile as a focus for business, science and advanced engineering into the future and create the optimum environment for further inward investment.
- 14.9 The JELPS study recognises that Daresbury Park, is an established office location, which has capitalised on its accessibility and location on the M56 corridor to create a critical mass of out of town office space. In accordance with PPS4, office development should ordinarily be directed towards a local authority's designated town centres. In the case of Daresbury Park, the entirety of the area proposed for office development already benefits from outline planning consent for over 165,000m² of B1(a) floorspace (at April 2010) as indicated below in Table 5. The already consented floorspace, coupled with information taken from a survey of businesses which indicates that there is little demand from within the office sector to locate in the Borough's town centre locations, particularly in Runcorn Old Town⁵. Notwithstanding the guidance set out in national planning policy, the specific requirements of businesses, such as the size of site required, site quality, access and proximity to markets, should be recognised. To date, Daresbury Park has proved to be a popular location for office development given the high quality environment within which it is set, the bespoke buildings offered with large floorplates, able to accommodate Head Quarter type buildings. At Daresbury SIC office development is proposed to supplement the specialist science offer and to provide support services for the laboratory and research space.
- 14.10 Although a large amount of employment floorspace has consent to be developed at Daresbury Park, monitoring of the density of completed office development at Daresbury Park and dialogue with the landowner reveals that a lower amount of office development is likely to actually be built, and this has been translated in the

⁴Department for Business, Innovation and Skills (19 November 2010)
<http://nds.coi.gov.uk/content/Detail.aspx?ReleaseID=416640&NewsAreaID=2>

⁵ BE Group (2010) Joint Employment Land and Premises Study - Table 68, page 162 and Para 7.40, page 174

phasing of employment development included in Table 4 above in order to provide the most realistic picture of future development.

	Number of Dwellings	Amount of Employment floorspace (sqm)
Sandymoor (Full or Outline Planning Permission or Section 7.1 approval under the New Towns Act)	1464	-
Daresbury SIC – (Full or Outline Planning Permission)	-	28,004
Daresbury Park – (Full or Outline Planning Permission)	-	165,564
Totals	1464	193,568

Table 5: Development at East Runcorn Benefitting from Existing Planning Consents

Infrastructure

- 14.11 The extent of the development proposed at East Runcorn necessarily means that new infrastructure will be required to support development, particularly in relation to highways and sustainable transport. As part of developing the approach for the Key Area of Change, a transport study of the East Runcorn development area⁶ has been ~~commissioned~~ undertaken to assess the likely impact of the proposed level of development on the existing road network. The study concluded that substantial investment in the highways network and in sustainable transport initiatives will be necessary to both reduce reliance on the private car and increase the capacity of surrounding roads and junctions where the impact of a shift to more sustainable modes will not eradicate the issue. The study revealed that under a “Do Nothing” scenario (where no uncommitted development takes place), the M56 Junction 11 in 2015 is predicted to operate at capacity in both the AM and PM peak periods. A number of other key junctions are also anticipated to be placed under significant stress. Highways infrastructure will be needed to provide sufficient access within ~~to~~ the site, including a new main vehicular spine road to join the Daresbury Park and Daresbury SIC sites. Given that further work will be needed to determine the exact alignment of a new vehicular route through the site, the current route has only been shown as indicative on Figure 12. However, this route broadly illustrates the preferred alignment of the main vehicular road, indicating that it will be the key internal route in the area, and will be required to link the A56, the Central Housing Area, Daresbury SIC and connect to the A558. It will entail at least one additional canal crossing suitable for vehicles. In addition to the main vehicular road, further works include ~~ing~~ improvements to existing/provision of new canal and railway bridges for vehicles, junction improvements with the A56, ~~a new junction with the A558,~~ road linkages to the Sandymoor area and associated footpaths and cycleways.
- 14.12 Detail of the specific infrastructure projects, dominated by transport schemes because of the nature of the area is contained within Tables 6, 7 and 8 below and also given in the Infrastructure Plan which accompanies the Core Strategy. Less strategic infrastructure such as small scale greenspaces and internal roads will be provided as individual parcels of development land come forward. Utilities provision will also be essential to serve the new areas of development at East

⁶ Mott MacDonald (2010) East Runcorn Sustainable Transport Study

Runcorn but these are mainly provided as each sites comes forward. Discussions with Scottish Power state that new primary substations may be required at both Daresbury SIC, Daresbury Park and Sandymoor, but this will be dependent on the demand for electricity of the new occupiers, particularly within the employment areas where the nature of the use will determine the demand for energy. Renewable energy infrastructure requirements cannot be quantified at this stage but the identification of Daresbury as an Energy Priority Zone⁷ in CS19: Sustainable Development and Climate Change suggests that the potential for integrating renewables technologies should be pursued to boost the long term sustainability of the site. In accordance with CS19, new development at East Runcorn should be designed to have regard to the predicted effects of climate change.

14.13 The East Runcorn area has a rich natural environment which new development will need to respect. Of particular note in the area are the Red Brow Cutting SSSI and the Daresbury Firs Local Nature Reserve which will be conserved to retain their geological and biodiversity importance, respectively. Contributions will be sought to create and maintain existing and new areas of open space. Keckwick Brook runs through the area, and flood risk arising from this watercourse was one of the focuses of the Level 2 Strategic Flood Risk Assessment⁸. Wharford Farm balancing lake was constructed to balance run-off flows from surrounding areas of housing, and will continue to be a vital resource in managing flood risk for the East Runcorn area. Regard should be had to policy CS23: Managing Pollution and Risk and the Strategic Flood Risk Assessment when bringing forward development sites in the area. Alongside flood risk, it is imperative that water quality in the Borough's watercourses is not allowed to deteriorate in accordance with the principles of CS23. With regard to improvements to the Bridgewater Canal, given the likely rise in usage of the towpath and the waterway itself, the Bridgewater Way Initiative operates as the key delivery vehicle through which to channel such improvements and contributions to this initiative will be appropriate in certain cases.⁹

~~14.13~~ 14.14 The provision of a public transport interchange at the intersection of the two railway lines which run through the site. It is envisaged that this will initially provide bus interchange facilities to serve the employment and residential areas with the aspiration of delivering a railway station to serve either one or both of the railway lines in the longer term. The precise location of a public transport interchange has not yet been determined but will be largely dependent on the outcome of the current Guide to Railway Investment Projects (GRIP) Study, which is being progressed by Network Rail on behalf of Halton Borough Council. Should this study find that the practicality and feasibility of a railway station at Daresbury is limited, a wider area will be available for a bus-based interchange. In the circumstance where there is clear evidence to suggest that a railway station cannot be delivered or it can be proven that the entirety of the safeguarded land is not needed for public transport facilities, the applicable land will be considered for residential development.

⁷ Arup (2010) Liverpool City Region Renewable Energy Capacity Study

⁸ JBA Consulting (2011) Halton Borough Council Level 2 Strategic Flood Risk Assessment

⁹ The Bridgewater Way Initiative is led by the Bridgewater Canal Trust who wish to maximise the potential of the Bridgewater Canal as an integrated shared strategic cycle and pedestrian network, through the implementation of the Bridgewater Way Initiative which seeks to implement improvements to existing routes and public transport facilities in its vicinity of the Bridgewater Canal.

14.15 The provision of a neighbourhood centre is included in the policy to support the surrounding housing and employment areas. Retail and community facilities will be necessary to meet the day-to-day local needs of the residents and employees at East Runcorn. As the neighbourhood centre falls within the Central Housing Area, it is expected that the developer of this wider area will deliver the units within the mixed use neighbourhood centre, for occupation by service providers.

~~14.14~~ 14.16 Two Supplementary Planning Documents will support the delivery of development at East Runcorn. An adopted SPD exists for the Sandymoor area of the site to the west of the railway lines. An SPD will also be produced for the area covering the Daresbury Strategic Site including the intervening areas. This will focus on the implementation of the Core Strategy policy, particularly a detailed design framework setting out principles for design, layout and access.

	Residential Development Area	No. of Dwellings	Infrastructure Requirements	Delivery Mechanism
Phase 1 (2010/11-2020/21)	Delph Lane West	350 <u>500</u>	<ul style="list-style-type: none"> Keckwick Lane Vehicular bridge over Bridgewater canal Improvements to Keckwick Lane bridge over the Chester-Manchester railway line to accommodate both vehicles and pedestrians/cyclists Improvements to Delph Lane bridge under the Chester-Manchester railway line to accommodate two-way vehicular traffic Signalisation of Keckwick Lane at West Coast Main Line railway under bridge to allow two way vehicular traffic Pedestrian/cyclist link to Sandymoor at Poplar Farm underpass 	<ul style="list-style-type: none"> Developer of Delph Lane West in partnership with DSIC Joint Venture to deliver new canal bridge Developer of Delph Lane West to deliver other bridge improvements and transport improvement works
	Land adjacent to Preston Brook Marina	150	<ul style="list-style-type: none"> Improvements to/replacement of Cawley's Bridge to allow safe vehicular and pedestrian access 	<ul style="list-style-type: none"> Private developer bringing forward land surrounding existing marina
	<u>Central Area</u>	<u>600</u>	<ul style="list-style-type: none"> <u>Delivery of main vehicular road to link the A56 at Delph Lane with Keckwick Lane, including bridge over Bridgewater Canal and potential bus link to Daresbury Park</u> 	<ul style="list-style-type: none"> <u>Development costs for main vehicular road to be split between residential developer and DSIC Joint Venture</u>
Phase 2 (2015/16-2025/26)	Central Area	600	<ul style="list-style-type: none"> Delivery of spine road to link the A56 at Delph Lane with Keckwick Lane, including bridge over Bridgewater Canal and potential bus link to Daresbury Park Improvements at A56/Delph Lane junction Improvements to George Gleave's bridge for pedestrians and cyclists Improvements to existing Delph Lane canal bridge Delivery of an additional junction on the A558, east of the local railway line 	<ul style="list-style-type: none"> Development costs for spine road to be split between residential developer and DSIC Joint Venture <u>Private developer bringing forward the Central Housing Area</u>
Phase 3 (2020/21-2025/26)	Wharford Farm	300	<ul style="list-style-type: none"> Improvements to/replacement of Borrow's Bridge Pedestrian/cyclist and emergency vehicular access to southern Sandymoor at Bogwood Railway bridge 	<ul style="list-style-type: none"> Private developer bringing site forward
			<ul style="list-style-type: none"> Improvements to link between Wharford Farm and Daresbury Park via Red <u>B</u>row Lane 	<ul style="list-style-type: none"> The Daresbury Park landowner has responsibility for delivering the Red <u>b</u>Brow Lane link in accordance with the original Section 106 agreement in relation to outline permission at the site
Total number of residential units		1400		

Table 6: Daresbury Strategic Site – Transport Infrastructure Requirements Needed to Serve Residential Areas

Phase	Daresbury Park				Daresbury SIC			
	Employment Development Area	Floor space (SqM)	Infrastructure Requirements	Delivery Mechanism	Employment Development Area	Floor space (SqM)	Infrastructure Requirements	Delivery Mechanism
Phase 1 (2010/11-2014/15)	Completion of 40% of remaining plots at Daresbury Park	22,919	First stage of outstanding improvements to J11 of M56	Daresbury Park developer through Section 106 agreement on outline planning applications	Gateway sites alongside A558 / Innovation way	18,602 25,000	None	
			Layout areas of greenspace including at Keckwick Brook to create informal low grade forestry footpaths		Sites to the west of the Bridgewater Canal	Delivery of main vehicular road to link the A56 at Delph Lane with Keckwick Lane, including bridge over canal	DSIC Joint Venture in partnership with developer of central residential area	
Phase 2 (2015/16-2025/26)	Completion of 35% of remaining plots at Daresbury Park	22,919	Improvements to Junction 11 of the M56	Triggered when 76560m ² gross floor area completed as per Daresbury Park Section 106	Sites to the west of the Bridgewater Canal	53,781 47,383	Keckwick Lane Vehicular bridge over Bridgewater canal	DSIC Joint Venture
			Bus link to connect Daresbury Park with new spine main vehicular road and to rest of the site	Daresbury Park developer through Section 106 agreement on outline planning applications	Site to the south of existing DSIC campus	Improvements to existing Delph Lane canal bridge	Delivery of an additional junction on the A558, east of the local railway line	Delivery of spine road to link the A56 at Delph Lane with Keckwick Lane, including bridge over canal
Beyond Core Strategy Period (2026+)	Completion of 25% of remaining plots at Daresbury Park	26,081			Site to the west of the Bridgewater Canal	24,500		
Total Development		71,919				96,883		

Table 7: Daresbury Strategic Site – Infrastructure Requirements Needed to Serve Employment Areas

	Proposed location	Timescale	Contributing development	Delivery mechanism
Public Transport Interchange – including bus interchange facilities with the potential for a new railway station	At the intersection of two railway lines within Daresbury Strategic Site	Over the plan period	DSIC Joint Venture and central housing area	Private residential developer and DSIC It is likely that public funding will be required to deliver this key piece of infrastructure
Marina	Adjacent to the Bridgewater Canal, south of Delph Lane	2020/21-2025/26 alongside delivery of central housing area	DSIC Joint Venture and central housing area	Unknown, although it is envisaged that it would be delivered as part of the local centre
Daresbury Local centre	Within Central Housing area, situated alongside the Bridgewater Canal around the existing George Gleave's bridge	2020/21-2025/26 alongside delivery of central housing area	DSIC Joint Venture and central housing area	Unknown commercial development delivery partner and occupiers
Further improvements to Junction 11 of M56	Junction 11 of M56	Over the plan period	All sites will create pressure on junction 11 of the M56	Pooled developer contributions with potential for funding from the Highways Agency
Improvements to the primary road network surrounding the development site	A556 and A56	Over the plan period	All sites will create pressure on the primary road network used to access the site	Pooled developer contributions from all development sites

Table 8: Daresbury Strategic Site - Other Infrastructure Required to Support the Entire Site

POLICY FRAMEWORK:									
National Policy	PPS3: Housing (CLG, 2010); PPS4: Planning for Sustainable Economic Growth (CLG, 2009); PPS12: Local Spatial Planning (CLG, 2008); National Science and Innovation Investment Framework 2004-2014								
Local Evidence	Halton Economic and Tourism Development Strategy 2005-2008; Halton Science Report; Sandymoor SPD (2009); East Runcorn Sustainable Transport Study (2011) ; Level 2 Strategic Flood Risk Assessment (2011)								
Strategic Objectives	1, 2, 4, 5, 6 and 10								
SCS Priorities	Employment Learning and Skills in Halton; Environment and Regeneration in Halton								
SA Objectives	<table border="0"> <tr> <td>2 – Biodiversity</td> <td>11 – Accessibility</td> </tr> <tr> <td>3 – Water</td> <td>14 – Economy</td> </tr> <tr> <td>6 – Energy Efficiency</td> <td>16 – Town Centres</td> </tr> <tr> <td>10 – Housing</td> <td>17 – Sustainable Transport</td> </tr> </table>	2 – Biodiversity	11 – Accessibility	3 – Water	14 – Economy	6 – Energy Efficiency	16 – Town Centres	10 – Housing	17 – Sustainable Transport
2 – Biodiversity	11 – Accessibility								
3 – Water	14 – Economy								
6 – Energy Efficiency	16 – Town Centres								
10 – Housing	17 – Sustainable Transport								
SA Outcome	Overall this policy is positive in sustainability terms. There may be some negative environmental effects, however these can be managed / mitigated, particularly if suggested mitigation measures are incorporated into the policy.								

Halton Borough Council

Core Strategy
Revised Proposed Submission
Document

Core Policies

15 CS12: HOUSING MIX

- 15.1 The number of new homes to be provided is set out in CS1: Halton's Spatial Strategy and accompanying policy CS3: ~~on~~ Housing Supply and Locational Priorities. Alongside delivering the right quantity of new homes, it is equally important that the right type of housing is provided to meet the needs of Halton's existing population, address imbalances in the existing housing stock and ensure the homes provided can adapt to changing demographics, particularly an ageing population. The type of affordable housing required on each site is set out in CS13: Affordable Housing, but it is equally important to ensure that the mix of new private housing contributes towards meeting identified needs. As such, housing developers should have regard to locally arising needs for dwellings of differing size and type.

Policy CS12: Housing Mix

On sites of 10 or more dwellings, the mix of new ~~house-property~~ types delivered should contribute to addressing identified needs as quantified in the most up to date Strategic Housing Market Assessment, unless precluded by site specific constraints, economic viability or prevailing neighbourhood characteristics.

Proposals for new specialist housing for the elderly, including extra-care¹ and supported accommodation, will be encouraged in suitable locations (and sites allocated in the Site Allocations and Development Management DPD, as appropriate), particularly those providing easy access to local services and community facilities.

There will be a presumption against further Residential Care Accommodation resulting in or exacerbating an over-supply.

To reduce reliance on specialist housing in the future and to allow residents to live within their own homes for as long as they are able, the Council will encourage the delivery of homes which meet Lifetime Homes standards.

Justification

- 15.2 Evidence from the ~~emerging~~ Mid-Mersey Strategic Housing Market Assessment 2010² (SHMA) ~~suggests~~ ~~demonstrates~~ that there is a need for a greater diversity of housing types and sizes across market housing as well as in affordable accommodation. The housing type profile in Halton currently differs from the national pattern with higher proportions of medium/large terraced houses and bungalows than elsewhere in the country³. Consequently, there is under provision of other dwelling types, namely small terraced and detached homes and also to a certain extent, flatted homes. Surveys ~~demonstrates~~ that the variety of bed spaces provided in homes across the Borough is comparable to other areas in the country, ~~but-~~ that residents' aspirations are mostly for two and three bed roomed terraced and semi-detached properties⁴.

¹ Extra-care housing is defined in Halton's Housing Needs and Market Assessment ~~Study 2005~~ [Survey 2006](#) as housing which supports independent living and increases choice by providing older people with their own homes together with care and support that meets their individual needs.

² GL Hearn and Justin Gardner Consulting (2011) ~~9~~ [Mid-Mersey Halton Strategic Housing Market Assessment](#)

³ HBC and CPC (2009) Private Sector House Condition Survey (para 2.3)

⁴ [DCA \(2006\) Halton Housing Needs and Market Assessment Survey](#)

- 15.3 In order to rebalance the type and size of housing across the Borough and to ensure that the most appropriate form of housing is provided to meet the requirements of current and future residents, housing developers should consult the SHMA ~~2010-2011~~ (or replacement) which indicates the most needed housing type and size within a particular sub-area in the Borough to inform the mix of dwellings on larger sites. In exceptional cases where particular constraints exist on a site (e.g. design issues or [site size](#)) or where there are viability issues which prohibit the desired mix of housing from being achieved, developers should provide a clear explanation through information supporting their planning application of how these factors have influenced the proposed housing mix. The Site Allocations and Development Management DPD will set out requirements and guidance on these matters for housing allocations in the Borough.
- 15.4 The need for extra care or supported housing in Halton is particularly pronounced because of low levels of existing provision. This level of need is anticipated to grow over the plan period given the Borough's ageing population. In 2008 there were 550 units provided across 18 sheltered housing schemes in the Borough and one extra care scheme in Runcorn consisting of 40 units. This level of provision was found to be below average when compared to other local authorities in the North West⁵. The Halton Housing Strategy indicates that there is a need to develop a wider range of housing options, including extra care and retirement housing across all tenures, to prevent over reliance on residential care⁶. Based on the current level of provision referred to above, evidence indicates that by 2017 there will be a need for 214 extra care units across the Borough, with an additional need by 2015 for 22 extra care units specifically for older people with learning difficulties.
- 15.5 Selecting ~~a~~-appropriate locations for extra care and supported housing is important to ensure that residents are able to integrate with the surrounding community and retain maximum independence. Specific preferred locational criteria are set out within Halton's Commissioning Strategy for Extra Care and these factors will influence the allocation of sites for extra care housing in later ~~Development Plan Documents~~DPDs. Provision of extra care housing is hindered by the lack of developable or publicly owned land and the high costs associated with land purchase, remediation and conversion or demolition of an existing building. Where the Council has the opportunity to influence the type of housing provision on sites which meet a number of the criteria for extra care housing, the need for this specialist type of accommodation will be emphasised.
- 15.6 Whilst there is an identified need for additional ~~e~~Extra ~~c~~Care accommodation¹, there is currently a significant oversupply of residential care home⁷ places, with resultant high levels of vacancies evident within the existing stock^{8,5}. National policy is to help people stay in their own home as long as they wish and are able, by the provision of personalised care packages within the community. Surplus capacity in residential care represents an inefficient use of scarce resources, placing an undue regulatory burden [on the Council](#) and has the potential to impact on conditions for residents. [As such, the Council will seek to resist further residential care facilities](#)

⁵ HBC and Tribal Consulting (2008) Commissioning Strategy for Extra Care (Table 5)

⁶ HBC (2008) Halton Housing Strategy 2008-2011

⁷ [Residential Care Homes / Care Homes are facilities where a number of people live, often in single rooms and have access to on-site care facilities.](#)

⁸ HBC Bed Vacancy Monitoring / HBC Residential [& Nursing Care Home Commissioning](#) Strategy (2009~~8-11~~).

where the level of bedspace vacancies is likely to be worsened. Bedspace vacancy monitoring is updated by the Council on a weekly basis and this information will be used to inform any decision on the need for further residential care facilities or the expansion of existing facilities.

- 15.7 The concept of Lifetime Homes⁹ was introduced in the early 1990s with the overall aim of making homes suitable for people at all stages of their lives. The Lifetime Homes Standard consists of 16 design criteria which place emphasis on accessibility and design features that make homes flexible enough to meet the needs of individual households for as long as they wish to remain in their own homes. As outlined above, the Borough's ageing population will increase the need for specialist accommodation which has been adapted to meet the needs of older people. Making new private housing more flexible to changing needs not only reduces the burden on such facilities but also offers older people independence in their own homes. It is a mandatory requirement of Level 6 of the Code for Sustainable Homes¹⁰ (which is equivalent to zero carbon) to comply with Lifetime Homes criteria. Therefore from 2016, all homes will be expected to be built to Lifetime Homes Standards in accordance with the national agenda to reach zero carbon status for residential development and policy CS19: Sustainable Development and Climate Change of this plan.

POLICY FRAMEWORK:	
National Policy	PPS3: Housing (CLG, 2010); Code for Sustainable Homes – Technical Guide (CLG, 2009); Lifetime Homes, Lifetime Neighbourhoods (CLG, 2008); Lifetime Homes Criteria (Habinteg, 2010)
Local Evidence	Mid-Mersey-Halton Strategic Housing Market Assessment (2010 GL Hearn / JGC, 2011); Halton Housing Strategy (HBC, 2008); Commissioning Strategy for Extra Care (HBC and Tribal Consulting, 2008); Private Sector House Condition Survey (HBC and CPC, 2009); Residential & Nursing Care Home Commissioning Strategy (HBC, 2009)
Strategic Objectives	I and 2
SCS Priorities	Environment and Regeneration in Halton
SA Objectives	10 – Housing 11 – Accessibility
SA Outcome	This policy has strong social benefits and negligible environmental impacts.

⁹ Lifetime Homes - www.lifetimehomes.org.uk/

¹⁰ CLG (2009) Code for Sustainable Homes - Technical guide May 2009 - Version 2

16 CS13: AFFORDABLE HOUSING

- 16.1 The delivery of affordable housing to meet current and future housing needs is an essential component of creating sustainable communities. Buying or renting ~~private~~ housing in the private market has become increasingly difficult for many Halton residents and as such there is a need to ensure the ongoing supply of affordable housing units in the Borough.

Policy CS13: Affordable Housing

Affordable housing units will be provided, in perpetuity, on schemes ~~of including~~ 10 or more dwellings (net gain) and ~~or on sites of~~ 0.33 hectares or greater for residential purposes.

Affordable housing provision will be sought as up to 35% of the total residential floorspace proposed. The Council will seek to ensure a ~~50:50~~ 75:25 split between social rented and intermediate affordable housing tenures across the Borough.

The provision of affordable housing must:

- be of a similar size and type to the overall mix on site, unless it is agreed with the Council to target a specific identified category of greatest housing need in the locality; and
- be fully integrated in the development site so as to avoid the over concentration of affordable housing in any particular location within the development site and in order to achieve seamless design

The affordable housing contribution may only be reduced where robust and credible evidence is provided to demonstrate that the affordable housing target would make the development unviable.

There will be a presumption that any affordable supply will be provided on site. Off-site provision or a financial contribution in lieu of on-site provision may only be made in exceptional circumstances where on-site provision is proven to be unachievable or localised need does not necessitate affordable housing provision.

Planning permission will be refused on development sites which are sub-divided into separate development parcels below the affordable housing threshold, unless the affordable housing provision is proportionate to that which would have been required on the site as a whole.

Justification

- 16.2 Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are unable to be met by private market housing. Social rented housing is rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. Intermediate affordable housing is housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria set out above, including shared equity products, other low cost homes for sale and intermediate rent.
- 16.3 The need for affordable housing must be assessed in the context of a market which is increasingly beyond the reach of lower earning households, particularly newly

- forming households within Halton¹. In 2010 it is estimated that over 68% of newly arising households cannot access market housing without some form of assistance. This is up from 61% in 2005. Of existing households requiring a move from unsuitable accommodation approximately 35% do not have the financial resources to do so. This is a drop from the corresponding figure in 2005 suggesting that [overall](#) affordability should be getting better, but that barriers to new entrants to the market have worsened.
- 16.4 The assessment of unmet housing need, including existing backlog and newly arising need, suggests that there is a requirement to provide for an additional ~~911~~ [891](#) affordable units per annum, which represents a marked increase over the last ten years from negligible need (affordability mostly being a function of worklessness) ten years ago and an unmet requirement of 118 per annum just ~~5~~ [6](#) years ago ([in 2006](#)):
- 16.5 Unmet need for affordable housing is far in excess of the proposed housing delivery targets as set out in policy CS3: Housing Supply and Locational Priorities and above the level of total completions achieved in any year since before 1994. It is therefore essential to seek to maximise the contribution to new affordable units from new housing developments. The Economic Viability Assessment² has considered the realistic contribution that can be secured from new housing development across different housing areas of the Borough north and south of the river and ~~during~~ [under](#) different market conditions. This shows that in the ~~current~~ market conditions [prevailing in 2010](#) the economic viability of housing developments in some areas of the Borough ~~are~~ [were](#) marginal and that these could not realistically support an affordable housing contribution, however, in other areas and during more 'normal' market conditions, developments could realistically deliver [up to](#) 35% as affordable.
- 16.6 The policy target for affordable housing contribution has been set as 'up to 35%', which will be applied to all [qualifying](#) residential developments, [being those](#) on sites capable of providing [a net gain of 10 units](#) or more [units](#) or ~~of~~ [on](#) 0.33 hectares or more. Affordable housing provision at a rate lower than the target range will only be acceptable where it is demonstrated through a financial appraisal that prevailing market conditions, abnormal physical on-site constraints resulting in extraordinary costs, or higher competing use value would render the development unviable when the affordable housing contribution is taken into account.
- 16.7 The Council will seek to achieve delivery of an appropriate tenure split between social rent and intermediate housing across the Borough as informed by the most up to date Strategic Housing Market Assessment (SHMA) (or replacement). The initial target will be split ~~50:50~~ [75:25](#) between these tenures, with the actual size, type and tenure of affordable supply sought on individual sites being dependent on the site location, local housing mix and identified priorities to meet local needs within the sub-area. [Affordable housing provision as infill development within 'washed over' Green Belt villages may be appropriate in certain circumstances, subject to local need, character and Green Belt considerations.](#)
- 16.8 Off-site provision will only be considered appropriate in exceptional circumstances and is dependent on the suitability and availability of alternative sites. The off-site

¹ GL Hearn and Justin Gardener Consulting (~~2010~~ [2011](#)) Halton and Mid-Mersey Strategic Housing Market Assessment

² DTZ (2010) Economic Viability Assessment

provision of affordable housing will only be acceptable if it can be proven that on-site provision would not be feasible or the identified localised need does not require the provision of affordable housing. Financial contributions instead of on-site provision may also be sought in exceptional circumstances and in accordance with the Development Contributions DPD or equivalent.

- 16.9 This policy and the evidence base that supports it will be subject to regular review to ensure it reflects changes in the Borough's housing need and local circumstances.

POLICY FRAMEWORK:	
National Policy	PPS3: Housing (CLG, 2010)
Local Evidence	Halton and Mid-Mersey Strategic Housing Market Assessment (GL Hearn and Justin Gardner Consulting, 2010 2011); Halton Economic Viability Assessment (DTZ, 2010); Halton Housing Strategy 2008-2011 (HBC, 2008).
Strategic Objectives	1 and 2
SCS Priorities	A Healthy Halton; Environment and Regeneration in Halton
SA Objectives	10 – Housing
SA Outcome	This policy has strong social benefits and negligible environmental impacts.

17 CS14: MEETING THE NEEDS OF GYPSIES, TRAVELLERS AND TRAVELLING SHOWPEOPLE

- 17.1 Halton Borough Council is committed to ensuring that members of Gypsy, Traveller and Travelling Showpeople communities have access to decent and appropriate accommodation sufficient to meet their needs.

Policy CS14: Meeting the Needs of Gypsies, Travellers and Travelling Showpeople

The Council will work with its partners to ensure appropriate provision for Gypsies, ~~and~~ Travellers and Travelling Showpeople's accommodation needs. In allocating sites and for the purposes of considering planning applications, the following criteria will need to be satisfied: ~~To ensure new provision is of a suitable standard, proposals should satisfy the following criteria:~~

- The site is not affected by pollution, contamination, flooding or other environmental factors that would result in unacceptable living conditions
- The site is well designed and landscaped to give privacy between pitches/plots and, where appropriate, between the site and adjacent uses
- The site is well located in relation to the highway network with adequate vehicular and pedestrian access, and provision for parking and circulation
- The site is accessible to local services and facilities by walking and/or public transport
- The site can be supplied with essential services such as water, sewerage, drainage, and waste disposal
- With particular regard to sites for Travelling Showpeople, the development includes appropriate provision for the storage, maintenance and testing of equipment, where required, without creating unacceptable nuisance, or present a risk to the health and safety of those living on or near the site
- The proposal is not unacceptably detrimental to the amenity or character of the surrounding area
- The site would not lead to adverse effects on the integrity of the Mersey Estuary SPA and/or Ramsar site

There will be a presumption against the loss of existing consented Gypsy and Traveller or Travelling Showpeople sites leading to or exacerbating an identified shortfall unless suitable replacement provision of equal or enhanced value are provided.

Justification

- 17.2 Halton currently has two private Gypsy and Traveller sites located in Runcorn, ~~and~~ two local authority ~~residential~~ sites, a longstanding site in Widnes and a new site

opened in 2009 in Runcorn, providing a total of 40 permanent and 10 transit pitches across the Borough. There are currently no plots for Travelling Showpeople.

	Residential Permanent		Transit	Travelling Showpeople	Total
	Private	Council			
Widnes	--	23	--	--	23
Runcorn	13	4	10	--	27
Total	13	27	10	0	50

Table 9: Gypsy and Traveller Pitches and Travelling Showpeople Plots (2011~~0~~)

- 17.3 The Council is pro-active in addressing the welfare needs of the Gypsy and Traveller community and has worked with neighbouring authorities in Cheshire, ~~and Warrington and St Helens~~ to quantify the need for ~~residential~~ permanent and transit ~~sites~~ pitches within the sub-region, commissioning the Cheshire Partnership Area Gypsy and Traveller Accommodation Assessment (GTAA)¹ which reported in 2007. This study concluded an additional ~~residential~~ need in Halton for up to 28-32 additional pitches for Gypsies and Travellers with no requirement for Travelling Showpeople plots, in the period to 2016. Since this study the Council has provided a new site in Runcorn (comprising 14 pitches, 10 transit and 4 permanent). The Runcorn transit site provided more than 25% of the identified need for transit provision in the Cheshire Partnership Area.
- 17.4 The Council will continue to work collaboratively with neighbouring authorities to review and update the need for Gypsy and Traveller pitches and Travelling Showpeople plots to ensure that local need is properly quantified and managed over the Core Strategy plan period. This evidence base will inform Halton's locally set target and the allocation of sufficient deliverable sites in the Site Allocations and Development Management DPD. The criteria set out in the policy will be used to allocate appropriate sites and to determine applicable planning applications, ensuring ~~As with the need for bricks and mortar housing, the need for Gypsy and Traveller pitches will be reviewed periodically throughout the Core Strategy period to ensure that need is properly quantified and policies put in place to address shortfall. This policy will be used to inform site selection in the Site Allocations and Development Management DPD and to assess applicable planning applications, to ensure~~ that proposed sites are suitable and capable of providing an adequate living environment for future ~~residents~~ communities whilst protecting the amenity and character of the surrounding area.

¹ Salford Housing and Urban Studies Unit and The University of Salford (2007) Cheshire Partnership Area Gypsy and Traveller Accommodation Assessment

POLICY FRAMEWORK:		
National Policy	PPS3: Housing (CLG, 2010)	
Local Evidence	Cheshire Partnership Area Gypsy and Traveller Accommodation Assessment (Salford Housing and Urban Studies Unit and The University of Salford, 2007)	
Strategic Objectives	2	
SCS Priorities	Environment and Regeneration in Halton	
SA Objectives	10 – Housing	12 – Health
	11 – Accessibility	13 - Education
SA Outcome	This policy should contribute directly to the well-being of the Gypsy, Traveller and Travelling Showpeople communities.	

18 CS15: SUSTAINABLE TRANSPORT

- 18.1 Increasing the proportion of passenger journeys made by sustainable modes including walking, cycling and public transport is an important priority for Halton. Advantages of using sustainable transport are many and varied, from reducing the number of private vehicles on the road and hence reducing congestion and exhaust emissions, and improving air quality, to encouraging healthy lifestyles through walking and cycling routes, to facilitating access to key services and facilities. It is therefore of high importance that every effort is taken to encourage travel by sustainable modes through the mechanisms available in the Core Strategy.

Policy CS15: Sustainable Transport

ii.a) Encouraging Sustainable Transport

In order to encourage journeys to be made by sustainable modes of travel including walking, cycling and public transport, the Council and its partners will support a reduction in the need to travel, encourage a choice of sustainable transport modes and ensure new developments are highly accessible.

This will be achieved through:

- directing significant development, which generates a large number of trips, into the most sustainable location available in accordance with Halton's Spatial Strategy;
- ensuring all development is well connected and achieves high levels of accessibility including satisfactory access by bus, rail, walking and cycling;
- requiring the production of Travel Plans and Transport Assessments, for development proposals that are likely to generate a significant number of trips; and,
- setting maximum parking standards to deter use of the private car.

ii.b) Halton's Sustainable Transport Network

To support sustainable transport across the Borough, Halton's existing Sustainable Transport Network will be protected, and improvements to the existing network and the introduction of new sustainable routes and facilities will be encouraged including:

- A cross-river sustainable transport route prioritising public transport, walking and cycling on the Silver Jubilee Bridge in association with the Mersey Gateway Project
- Pedestrian and cycling routes and facilities especially in association with the Key Areas of Change
- Increased use of the Halton Curve rail route (southwest Runcorn)
- Reinstated or new railway stations where appropriate
- An improved rail station in central Widnes
- Park and ride facilities in appropriate locations
- Capacity for innovative transport technology, including the use of alternative fuels and sources of power

Identified for their potential future use within the Halton Sustainable Transport Network the following routes and facilities will be safeguarded through the Site Allocations and Development Management DPD:

- Disused or underused facilities including the Halton Curve rail route
- Sites which have been identified for reinstated or new railway stations, bus interchanges or park and ride facilities

- Potential routes to extend the Borough's pedestrian and cycling network

Justification

- 18.2 The outcome of the combined measures to encourage sustainable transport will be that there is a reduction in the number of unsustainable trips and a greater proportion of journeys made by sustainable modes including public transport, walking and cycling within and through Halton. This will contribute to a cleaner and low carbon transport system, healthier lifestyles and more sustainable patterns of development where people can connect easily to employment, services and social activities.
- 18.3 To encourage and enable this shift to more sustainable modes of travel it is necessary to ensure that a successful sustainable transport network is in place. Halton's existing Sustainable Transport Network includes:
- Halton Greenway Network
 - Silver Jubilee Bridge public transport and walking routes
 - The Bridgewater Way, Mersey Way, Mersey Timberland Trail and the Trans Pennine Trail
 - Other walking and cycling routes including the Public Rights of Way, the Cycle Network and other access networks
 - Halton Core Bus Network including the Runcorn Busway and Bus Priority Routes
 - Railway routes and stations
 - Bus interchanges and bus stops
 - Waterways, including towpaths
- 18.4 Although making the best use of the existing Sustainable Transport Network and infrastructure will be the main priority in Halton, patterns of growth for the Borough and in particular the Key Areas of Change may require improvements to the existing Sustainable Transport Network and the introduction of new sustainable routes and facilities. The existing Sustainable Transport Network will therefore be protected, and opportunities to improve the existing or provide new facilities and services, where appropriate, will be supported. This complements the goals set out within the [Halton Local Transport Plan \(LTP\)](#)¹ which is fundamental in the delivery of sustainable transport in Halton.
- 18.5 It is also imperative that the cross-boundary nature of travel is recognised and where appropriate, opportunities are taken to ensure that public transport, walking and cycling routes are integrated across boundaries. Working with neighbouring authorities will be supported in order to achieve sustainable cross boundary accessibility particularly in conjunction with the Liverpool City Region and Mersey Travel.
- 18.6 Even with the move to more sustainable modes of travel, growth will inevitably bring pressures on the highway network. As a result improvements to critical sections of the local network and the introduction of new road infrastructure will be necessary and as such the network will be managed, maintained and improved in conjunction with the Council's Highways division. New road infrastructure will be

¹ [HBC \(2011\) Halton Local Transport Plan 3](#)

provided where the need for new road infrastructure is attributable to the effects of development and/or developer contributions will be sought in accordance with CS7: Infrastructure Provision.

- 18.7 Further detail regarding the need to encourage travel by sustainable modes will be set out in the Transport and Accessibility SPD. This SPD will provide guidance on accessibility; outline the requirements for Transport Assessments and Travel Plans; and, set car and cycle parking standards for different types of development. Routes and facilities to be safeguarded for their potential future use within the Borough's Sustainable Transport Network will be set out in the Site Allocations and Development Management ~~DPD Development Plan Document~~ in accordance with Halton's LTP.

POLICY FRAMEWORK:		
National Policy	PPG13: Transport (CLG, 2001); Delivering a Sustainable Transport System (DaSTS) (DfT, 2007).	
Local Evidence	LTP2 (HBC, 2006); Draft LTP3 (HBC, 2011 ¹⁰); Halton Curve Rail Improvements: Demand Study (Steer Davies Gleave, 2009); Mid-Mersey Local Authorities Cross Boundary Public Transport Accessibility Report (Atkins, 2010)	
Strategic Objectives	7	
SCS Priorities	Environment and Regeneration in Halton	
SA Objectives	4 – Climate Change	12 – Health
	8 – Air Quality	17 – Transport
	11 – Accessibility	
SA Outcome	This policy will have positive benefits on all areas of sustainability (social, economic, environmental).	

19 CS16: THE MERSEY GATEWAY PROJECT

- 19.1 The Mersey Gateway Project is ‘more than just a new bridge’, but the ‘catalyst’ that will connect communities and lead to regeneration and investment throughout Halton, the Liverpool City Region, Cheshire and the North West.

Policy CS16: The Mersey Gateway Project

a) Delivering the Mersey Gateway Project

The land and infrastructure necessary for the successful implementation of the Mersey Gateway Bridge will be safeguarded. Any proposals that would impact negatively or prevent the successful implementation of the Mersey Gateway Project and associated infrastructure will not be permitted.

As part of the Mersey Gateway Project, associated works will be supported and safeguarded including those related to the road network, road junctions, main toll plazas and the M56 with a focus on it's junctions in Halton.

b) Sustainable Transport Opportunities

Following the construction of the Mersey Gateway Bridge, opportunities to secure improved cross-river sustainable transport options will be capitalised upon, including sustainable transport opportunities associated with the Silver Jubilee Bridge.

c) Regeneration and Development Opportunities

Development proposals should seek to take advantage of the regeneration and development opportunities attributable to the Mersey Gateway Project, especially where this can assist in raising the quality of design in an area and ~~the~~ in the creation of gateway features. This will be particularly encouraged in the South Widnes (CS9) and West Runcorn (CS10) Key Areas of Change.

d) Environmental Impacts

Negative environmental impacts caused by the construction of the Mersey Gateway will be mitigated where appropriate, and opportunities to enhance the natural environment sought. This is particularly applicable to the Mersey Estuary Special Protection Area (SPA), Ramsar site, and Site of Special Scientific Importance (SSSI) and other areas of significant environmental value.

With respect to internationally important sites (Mersey Estuary SPA and Ramsar site) such measures will need to be sufficiently extensive to enable a conclusion of no adverse effect on integrity unless it can be demonstrated that there are both no alternatives and Imperative Reasons of Over-riding Public Interest.



Figure 13: Mersey Gateway Project Diagram

Justification

- 19.2 The Silver Jubilee Bridge is a key regional asset providing an important road connection across the Mersey between Runcorn and Widnes and a strategic link between the M56 and M62. It is also one of four locations where the River Mersey can be crossed, at or, to the west of the M6, with other locations being Liverpool via the Kingsway and Queensway tunnels, the A49/A50 in Warrington and the Thelwall Viaduct (M6). The Silver Jubilee Bridge however, currently suffers from congestion, particularly at peak times, which contributes to disruption and unreliable journey times, and creates a pinch point on the road network.
- 19.3 To relieve the increasing problems of congestion, ~~Halton Borough Council is promoting the delivery of~~ a new bridge across the River Mersey is to be delivered situated c. 1.8km upstream from the Silver Jubilee Bridge. ~~This~~ Mersey Gateway Bridge and the wider project is intended to improve cross river accessibility, connectivity and sustainable travel options and restore effective network resilience for transport across the River Mersey. As a result the Mersey Gateway Project will improve connectivity between Runcorn and Widnes and the wider sub-region and region, present opportunities for local regeneration, maximise local economic growth opportunities and ultimately become an iconic gateway for the area.
- 19.4 The plans for the Mersey Gateway Project were submitted to the Department for Transport (DfT) in 2008, and a Public Inquiry held in 2009. In October 2010 the Government confirmed its commitment to the Mersey Gateway Project¹ and final planning approval was received in December 2010 from the Secretary of State for Transport and the Secretary of State for Communities and Local Government following the final Inspectors Report². It is anticipated that construction work will start within two years ~~of Government granting from the date of~~ planning approval, ~~and that the new bridge will~~ and will take around three years to complete.
- 19.5 The route of the Mersey Gateway Bridge and associated infrastructure is protected through the policy to ensure the successful implementation of the project. This incorporates works associated with the wider Mersey Gateway Project including the construction of the main toll plazas and associated structures, junction improvements to link the road network, and structures and bridges to carry the main carriageway over the Freight Line and St Helens Canal, and across Astmoor Industrial Estate. Works to the M56 and its junctions in Runcorn will also be supported to ensure effective network resilience and to provide increased capacity due to current congestion issues during peak hours³.
- 19.6 In accordance with the Mersey Gateway Sustainable Transport Strategy⁴ the advancement of sustainable travel options in the Borough will be supported including the re-designation of the Silver Jubilee Bridge as a reliable, local link between Runcorn and Widnes. Additionally, development should have regard to the Mersey Gateway Regeneration Strategy⁵ and aim to ensure that opportunities for regeneration and development attributable to the Mersey Gateway Project are capitalised on. Such opportunities will be particularly supported in the West Bank

¹ DfT (2010) Investment in local Major Transport Schemes

² The Planning Inspectorate (2011) Report to the Secretary of State for Transport and the Secretary of State for Communities and Local Government: Halton Borough Council – The Mersey Gateway Project

³ HBC (2008) The Mersey Gateway Project Environmental Statement (Chapter 16: Transportation)

⁴ HBC (2009) Mersey Gateway Sustainable Transport Strategy

⁵ HBC and GVA (2008) Mersey Gateway Regeneration Strategy

area within the South Widnes Key Area of Change (CS9) as a result of the area's proximity to the Mersey Gateway Bridge and associated infrastructure, and in Runcorn Old Town within the West Runcorn Key Area of Change (CS10), due to potential opportunities presented by the re-designation of the Silver Jubilee Bridge. Further information is detailed within the appropriate Key Area of Change policies. Regeneration opportunities will also be supported at Astmoor Industrial Estate.

- 19.7 Although the design of the Mersey Gateway Bridge has been influenced by environmental considerations, the Mersey Gateway Project's Environmental Impact Assessment (EIA) process⁶ has identified localised negative environmental impacts particularly associated with the construction phase of the Mersey Gateway. Measures to satisfactorily mitigate negative environmental impacts and to enhance environmental quality should be managed, particularly during the construction phase of the project. Environmental enhancements will include: a new 28 hectare saltmarsh nature reserve; additional nature management to Wigg Island; and, the Mersey Gateway Project to act as a catalyst for wider environmental improvements to the Upper Mersey Estuary. It should be acknowledged that the EIA process concluded that the cumulative effects of the operational phase of the Mersey Gateway Project are mainly positive and include a range of permanent long term effects once the Bridge is operational.
- 19.8 As the lead organisation for the Mersey Gateway Project, Halton Borough Council will continue to have a role in its delivery. However, the successful delivery of the Project, and hence the successful application of this policy, will rely on partnership working with the Council's public and private sector partners, including notably the Mersey Gateway Concessionaire⁷, on matters of transportation, regeneration and environmental mitigation.
- 19.9 Although the Council is wholly supportive and dedicated to the delivery of the Mersey Gateway Project, the Core Strategy must be flexible enough to account for the circumstances in which the Project is severely delayed or potentially not delivered during the plan period and to identify how the Core Strategy would respond. This is considered in the following paragraphs:
- 19.10 As part of the Mersey Gateway Project, traffic modelling was undertaken within Halton and the surrounding areas based on several scenarios. The forecasts⁸ looked at traffic numbers in 2015 and 2030 and included comparisons against the 2006 baseline which looked at the do-minimum (no scheme) and do-something (Mersey Gateway in place) scenarios.
- 19.11 From the analysis it was concluded that peak hour capacity on the Silver Jubilee has been reached. Peak hour traffic growth, over the period 2006 to 2015, across the Mersey, however, is predicted to increase by 10%. This means that in the absence of the project, traffic conditions currently experienced at the Silver Jubilee Bridge during peak hours will extend across the working day. Journey times will increase, irrespective of trip purpose, and congestion will become an inefficient way of managing demand and supply. Future growth will force trips to be made on alternative routes i.e. the Thelwall Viaduct and the Mersey tunnels. This will impact

⁶ HBC (2008) The Mersey Gateway Project Environmental Statement

⁷ The Mersey Gateway Project involves the letting of a Concession Contract to a private entity for the construction, operation and maintenance of the Project. The 'Mersey Gateway Concessionaire' refers to this private entity.

⁸ Mott MacDonald and HBC (2009) Mersey Gateway Highway Model Traffic Forecasting Report

on journey times and reliability as well as the overall network resilience and performance of Halton and the wider area.

- 19.12 It follows that the 'do-minimum' option would have an impact upon accessibility and economic and social regeneration within and throughout Halton. In these circumstances opportunities to improve sustainable transport and deliver development and regeneration across Halton would still be pursued over the Core Strategy plan period, in accordance with applicable policies. Hence, the successful delivery of the overall Spatial Strategy for the development of Halton to 2028~~6~~ would not be placed at risk should the new bridge not be completed during the plan period. However, localised impacts will need to be fully considered by future growth especially where this impacts upon the strategic highway network.
- 19.13 Should the Mersey Gateway Bridge not be delivered during the Core Strategy plan period, Halton Borough Council will continue to sustain its support for a new bridge in order to deliver benefits for Halton, the Liverpool City Region and the wider north west region.

POLICY FRAMEWORK:		
National Policy	Investment in Local Major Transport Schemes (DfT, 2010)	
Local Evidence	Mersey Gateway Sustainable Transport Strategy (HBC, 2009); Mersey Gateway Regeneration Strategy (HBC and GVA, 2008); The Mersey Gateway Project Environmental Statement (HBC, 2008); Mersey Gateway Highway Model Traffic Forecasting Report (Mott MacDonald and HBC, 2009); Report to the Secretary of State for Transport and the Secretary of State for Communities and Local Government: Halton Borough Council – The Mersey Gateway Project (PINS, 2011)	
Strategic Objectives	7	
SCS Priorities	Environment and Regeneration in Halton	
SA Objectives	8 – Air Quality 11 – Accessibility 14 – Economy	16 – Town Centres 17 – Sustainable Transport
SA Outcome	This policy has strong benefits for social and economic factors. The policy builds in environmental mitigation. Overall, the policy is considered positive in sustainability terms.	

20 CS17: LIVERPOOL JOHN LENNON AIRPORT

- 20.1 Liverpool John Lennon Airport (LJLA) is located on the southern boundary of the local authority of Liverpool City Council adjacent to Halton Borough Council's western boundary. To ensure the airport's continued growth and investment, and as required by the 2003 White Paper "The Future of Air Transport"¹, a Master Plan for LJLA² was prepared in 2007 establishing the long term framework to 2030. ~~This Master Plan has been endorsed by the Department for Transport (DfT).~~

Policy CS17: Liverpool John Lennon Airport

The operation and expansion of Liverpool John Lennon Airport (LJLA) in line with its 2007 Master Plan will in principle be supported, including proposals for a runway extension and the new Eastern Access Transport Corridor (EATC).

This will be subject to future development and expansion of LJLA demonstrating that it is in accordance with Halton's Sustainable Development Principles (CS2) and that positive impacts are enhanced where appropriate.

Negative environmental and social impacts associated with the operation and expansion of LJLA will be appropriately addressed including measures to reduce or alleviate the impacts on:

- Residents and other users, of any increases in noise, road traffic, air pollution or public safety risk;
- the setting and local character of Hale Village;
- the natural and built environment, including areas of international, national or local conservation, ecological and landscape value;
- the risks associated with climate change; and,
- the local and regional transport network

With respect to internationally important sites (particularly the Mersey Estuary Special Protection Area and Ramsar site) such measures will need to be sufficiently extensive to enable a conclusion of no adverse effect on integrity unless it can be demonstrated that there are both no alternatives and Imperative Reasons of Over-riding Public Interest.

a) Runway Extension

A runway extension to the east of the existing airport boundary, as set out in the Airport Master Plan, will require a local change to Halton's Green Belt boundary. An area of search for the Green Belt boundary change for the runway extension is shown in Figure 14. The precise extent of this change, and the detailed criteria to be met in the implementation of the runway extension, will be ~~set out~~ considered in ~~the a~~ Site Allocations and Development Management DPD or equivalent.

Any land re-designated as part of the Green Belt boundary change will only be permitted for the purpose of ~~a~~ the runway extension and associated ~~airport uses~~ aircraft safety requirements.

b) Surface Access

¹ DfT (2003) The Future of Air Transport

The provision of sustainable surface access to the airport in accordance with the Airport Surface Access Strategy will be supported to maintain existing network capacity. Additional network capacity is proposed to ~~will~~ be met through the development of the EATC.

The route of the proposed EATC, through Halton's Green Belt, will be determined through the standard approvals process ~~a Development Management approach~~ and will not require an amendment to Halton's Green Belt.

~~e) Environmental and Social Impacts~~

~~Future development and expansion of LJLA should demonstrate that it is in accordance with Halton's Sustainable Development Principles and that positive impacts are enhanced where appropriate. Negative environmental and social impacts associated with the operation and expansion of LJLA will be appropriately addressed including measures to reduce or alleviate the impacts on:~~

- ~~•the natural and built environment, including areas of international, national or local conservation, ecological and landscape value;~~
- ~~•the setting and local character of Hale Village;~~
- ~~•the risks associated with climatic change;~~
- ~~•residents and other users, of any increases in noise, road traffic, air pollution or public safety risk; and,~~
- ~~•the local and regional transport network~~

² Liverpool John Lennon Airport (2007) Airport Master Plan to 2030



Figure 14: Liverpool John Lennon Airport Diagram (Amended Diagram)

Justification

- 20.2 The Future of Air Transport White Paper acknowledged the importance of the future growth of air travel for national and regional economic prosperity and to deliver economic and social benefits throughout the UK. Further studies have also recognised the significance of aviation's role in the UK economy and stimulating the development of businesses in new and existing sectors throughout the UK³.
- 20.3 Recent statistics⁴ show that there has been a substantial growth over the past 30 years in the number of passengers travelling through UK airports, from under 60 million in 1981 to more than 241 million in 2007. By 2030 the DfT forecast that, in the absence of capacity constraints, passenger numbers at UK airports will rise to

³ AOA (2009) Cleared for Take Off: Airports Providing Lift to an Economy in Recovery

⁴ Department for Transport (DfT) (2009) UK Air Passenger Demand and CO₂ Forecasts

around 465 million per annum. LJLA anticipate through their 2007 Master Plan that passenger numbers will increase to 3.4 million per annum in 2004 to 12.3 million per annum by 2030.

- 20.4 Along with strong predicted growth in future years for the passenger sector, freight has been identified as one of the main growth sectors for LJLA and the wider Liverpool City Region. The Airport Master Plan anticipates that expansion of the freight facilities at the airport will see it handling 220,000 tonnes of freight per annum by 2030.
- 20.5 The Master Plan recognises that if the airport is to grow its passenger services and freight facility in the long term, it needs to invest in the infrastructure to take larger, longer range aircraft. In particular, the runway needs to be lengthened and strengthened to take long haul wide-bodied aircraft with the tonnage and fuel loads necessary to reach long haul destinations and the major intercontinental freight hubs. The airport would also require additional defined areas for the stationing of freight aircraft separate from passenger areas and the land resource for the large distribution and handling warehouses.
- 20.6 Although the Airport has assessed how much of the required development could be achieved on the existing site, this is not seen to be a long term solution. The Airport, therefore, will need to expand beyond its existing boundary to accommodate future desired growth. This will include an extended runway to the east of the airport (due to land constraints to the west) and an Eastern Access Transport Corridor (EATC) to serve the freight facilities and passenger growth. Both the proposed runway extension and EATC fall within areas of Halton's Green Belt. To serve the expansion of freight facilities at LJLA the Master Plan proposes a new 'World Cargo Centre' which would require an extension to the south of the airport boundary into Liverpool City Council's Green Belt. The proposed runway extension, EATC and World Cargo Centre are indicated in Figure 14.
- 20.7 The runway extension, ~~as set out in the Master Plan, would~~ will require a change to Halton Borough Council's Green Belt boundary. ~~This -which-~~ will be addressed through ~~Halton's a~~ Site Allocations ~~and Development Management~~ DPD or equivalent document. This document will consider the detailed requirements for LJLA's future growth and subsequent runway extension. An ~~a~~Area of ~~s~~Search for the Green Belt Boundary change is shown on Figure 14; however, ~~the~~a Site Allocations ~~and Development Management~~ DPD or equivalent, ~~would~~ will determine the precise ~~extent~~boundary of the Green Belt boundary change, ~~as appropriate~~. Any future release of Green Belt land shown within the ~~a~~Area of ~~s~~Search will only be permitted for the purposes of the Airport's runway extension and associated airport ~~safety requirements~~uses that cannot be accommodated elsewhere. Land outside of the Area of Search will not be considered for Green Belt release. Public consultation will be undertaken during the stages of production for the Site Allocations ~~and Development Management~~ DPD or equivalent document.
- 20.8 In order to secure LJLA's future growth it is necessary to maintain safe, convenient and sustainable access to the airport. LJLA has developed an Airport Surface Access Strategy⁵, which reflects the Airport's aspirations to encourage travel to and from the Airport by sustainable transport modes. However, there is also recognition that the majority of journeys will continue to be made by car and that sufficient highway capacity to serve the airport must be maintained. Although the

⁵ The Airport Surface Access Strategy is subject to ongoing review and update.

Airport will continue to optimise capacity along the Speke Boulevard Corridor (A561) there is potential to provide additional capacity in the form of the EATC in order to accommodate future growth. The EATC would follow a route of about 2km from Speke Boulevard through Halton's Green Belt towards the Airport's boundary. The EATC will not require an amendment to the Green Belt boundary and as such will be subject to standard [planning approval](#) processes.

- 20.9 The operation and planned expansion of LJLA will have important impacts on the Borough of Halton. This includes increased national and international connectivity, expansion of freight transportation sectors, economic benefits including job creation, and various environmental impacts and opportunities. Additionally, the development of 3MG, and in the longer term Mersey Gateway Port, can substantially increase the offer of the Liverpool City Region as an international freight gateway or "SuperPort"⁶.
- 20.10 It is essential to ensure that LJLA's future growth is sustainable and that there is a commitment to Halton's Sustainable Development Principles (CS2). As such negative environmental and social impacts associated with the expansion and operation of the Airport should be assessed and any negative effects should demonstrate that they can be effectively mitigated or compensated. [This will include undertaking appropriate environmental assessments and, in accordance with CS22: Health and Well-Being, Health Impact Assessments.](#) Specific consideration should be given to the Mersey Estuary Special Protection Area (SPA), Ramsar Site and Sites of Special Scientific Interest (SSSI), the coastal location of the airport, the proximity to Hale Village and the Sustainable Transport Network including the Trans Pennine Trail. [The landscape value of the area should also be appropriately considered and opportunities taken to preserve this value, including the proposed Coastal Reserve extension detailed in the LJLA Master Plan \(2007\).](#)
- 20.11 Matters relating to development within LJLA's Public Safety Zone (PSZ) (shown in figure 14) will be dealt with in accordance with national [and local policy and guidance including the Government Circular: Control of Development in Airport Public Safety Zones](#)⁷ and the Planning for Risk SPD⁸. The basic policy objective for the PSZ is that there should be no increase in the number of people living, working or congregating in the zone. Any extension of the PSZ in accordance with LJLA's proposed runway extension will be shown in [the Site Allocations and ~~Development Management~~ DPD or equivalent.](#)
- 20.12 Opportunities to work jointly on proposals associated with LJLA's expansion and its associated implications for Halton, including with Airport authorities, Liverpool City Council, Knowsley Metropolitan Borough Council, and other partners will be sought to ensure a joined-up approach to the future growth of LJLA.

⁶ TMP (2008) Liverpool SuperPort:- The Liverpool City Region "SuperPort" concept encompasses the Port of Liverpool, the Manchester Ship Canal, Liverpool John Lennon Airport, 3MG, Mersey Gateway Port, other localised freight infrastructure and the wider logistics network. It aims to ensure that these assets become a key driver of the Liverpool City Region's economy creating the most effective and cost efficient environment for freight logistics and passenger transit in the UK.

⁷ Department for Transport (DfT) (2010~~02~~) Circular 01/2010~~02~~: Control of Development in Airport Public Safety Zones

⁸ HBC (2009) Planning for Risk Supplementary Planning Document (SPD)

POLICY FRAMEWORK:	
National Policy	PPG2: Green Belts (CLG, 1995); The Future of Air Transport (DfT, 2003); Cleared for Take Off: Airports Providing Lift to an Economy in Recovery (AOA, 2009)
Local Evidence	Airport Master Plan to 2030 (Liverpool John Lennon Airport, 2007); Liverpool SuperPort (TMP, 2008)
Strategic Objectives	4 and 7
SCS Priorities	Environment and Regeneration in Halton
SA Objectives	2 – Biodiversity
	7 – Land Quality
	11 – Accessibility
SA Objectives	14 – Economy
	17 – Sustainable Transport
SA Outcome	This policy has strong economic benefits and will have positive benefits on a number of SA topics. Although the extension of the runway will lead to the growth of the airport and a change to the Borough's Green Belt boundary, there are sufficient mitigation measures incorporated in the policy that, if implemented effectively, will help to mitigate negative impacts.

21 CS18: HIGH QUALITY DESIGN

- 21.1 The design of places and spaces can have a profound effect on the way that we live, how we understand an area, the way that we treat an area and the way that we move through it. It is crucial for development design in Halton to be of a high quality, build upon an area's character, be adaptable to changing situations, and provide safe, healthy and accessible environments for all members of society.

Policy CS18: High Quality Design

Achieving and raising the quality of design is a priority for all development in Halton. All development design should be consistent with the following design principles and in particular respond positively to the context and identity of Halton, including waterfront areas, the historic and natural environment and the identified Key Areas of Change.

Development proposals, where applicable, will be expected to:

- provide attractive and well designed residential, commercial and industrial developments appropriate to their setting;
- enhance and reinforce positive elements of an area's character contributing to a 'sense of place', including the incorporation of public art where appropriate;
- respect and respond positively to their setting, including important views and vistas, landmark buildings, features and focal points that have been identified in a proper context appraisal;
- be flexible and adaptable to respond to future social, technological, ~~and~~ economic [and health](#) needs of the Borough;
- promote safe and secure environments through the inclusion of measures to address crime, fear of crime and anti-social behaviour;
- create public spaces which are attractive, promote active lifestyles and work effectively for all members of society;
- incorporate appropriate landscape schemes into development designs, integrating local habitats and biodiversity;
- provide safe, secure and accessible routes for all members of society, with particular emphasis on walking, cycling and public transport;
- be well integrated and connected with existing development; and,
- be designed sustainably with future management and maintenance in mind.

Justification

- 21.2 All development in Halton is required to demonstrate high quality design with the aim of creating high quality environments where people want to live, work, play

and visit. In order to achieve high quality design in the Borough it will be necessary for all development proposals to not only have a thorough understanding of a site's design characteristics but also to have a wider understanding of Halton's individual character and context, [including that set out within Halton's Landscape Character Assessment](#)¹.

- 21.3 To meet these design principles, development proposals will be expected to implement current design guidance and principles. This will include publications and documents from the Homes and Communities Agency (HCA) and English Heritage, alongside national standards for instance [the 'Lifetime Homes' criteria](#) ~~the 'Building for Life' standard~~, to ensure that housing designs are adaptable and accessible, and the use of the 'Secured by Design' principles which focuses on crime prevention through development design for homes and commercial premises.
- 21.4 The high quality design principles for the Borough expressed in this policy will also be supported by a range of policies within the LDF including the Site Allocations and Development Management DPD and appropriate SPDs. Area specific policies within DPDs and SPDs will also provide design guidance to ensure that positive elements of an area's character are enhanced and reinforced.

POLICY FRAMEWORK:		
National Policy	PPSI: Delivering Sustainable Development (CLG, 2005)	
Local Evidence	Draft Design of New Residential Development SPD (HBC, 2009); Design of New Industrial and Commercial Development SPD (HBC, 2005); Halton Landscape Character Assessment (TEP, 2009)	
Strategic Objectives	8	
SCS Priorities	A Healthy Halton; A Safer Halton; Environment and Regeneration in Halton	
SA Objectives	1 – Heritage & Landscape	12 – Health
	2 – Biodiversity	17-SustainableTransport
	11 – Accessibility	
SA Outcome	This policy will have strong positive benefits for environmental, social and economic sustainability factors.	

¹ [TEP \(2009\) Halton Landscape Character Assessment](#)

22 CS19: SUSTAINABLE DEVELOPMENT AND CLIMATE CHANGE

- 22.1 The deployment of renewable and low-carbon energy and the design and construction of future development has a central role in delivering sustainable growth, contributing to the mitigation and adaptation of climate change and ensuring energy security. The UK Government has set a legally binding target of 34% reduction in greenhouse gas emissions below 1990 levels by 2020 and 80% by 2050¹. There are also UK targets to generate 15% of electricity from renewable sources by 2020² and an objective to deliver zero carbon and sustainable developments that are adaptable to changing climatic conditions.

Policy CS19: Sustainable Development and Climate Change

All ~~new~~ development should be sustainable and be designed to have regard to the predicted effects of climate change including reducing carbon dioxide (CO₂) emissions and adapting to climatic conditions. The following principles will be used to guide future development:

- The Code for Sustainable Homes Level 3 will be required as a minimum standard for new residential development, rising to Level 4 in 2013 and to Level 6 in 2016.
- The BREEAM 'Very Good' standard will be required as a minimum standard for new non-residential development, rising to 'Excellent' standard in 2013.
- Development should incorporate appropriate climate change resilience and carbon management measures, including passive design features, water efficiency and conservation measures, and the management of surface water run-off.
- Reductions in CO₂ emissions will be sought through the incorporation of energy efficient building design solutions as a first priority, and secondly through energy supply from decentralised renewable and low carbon sources.
- Minimum carbon reduction targets will remain in line with the successful implementation of the revisions to Part L of the contemporary Building Regulations³, however, development will be expected to seek to improve CO₂ emissions savings above the Building Regulations baseline.
- Development proposals should maximise, where appropriate, the use of available local opportunities for district heating, particularly in association with the Key Areas of Change and Energy Priority Zones.
- Proposals for decentralised renewable and low carbon energy schemes will be supported provided that they do not result in unacceptable harm to the local environment which cannot be successfully mitigated.
- Proposals in appropriate locations for large scale grid-connected renewable energy infrastructure and equipment, including, but not limited to wind, solar photovoltaics, and Combined Heating and Power schemes will be supported.

¹ HM Gov (2008) Climate Change Act

² HM Gov (2009) UK Renewable Energy Strategy

³ CLG (2010) Circular 06/2010: New Approved Documents for F, J and L and Guidance Documents

- Where it is not considered to be viable or feasible for development to meet sustainability standards, exceed baseline energy targets or connect to an existing or scheduled district heating network, developers will be required to make a financial contribution in accordance with CS7: Infrastructure Provision.

Justification

- 22.2 New development will be required to incorporate current best practice in sustainable design and construction. In achieving this, development proposals must offer an integrated approach to sustainable development incorporating climate change resilience and carbon management measures.
- 22.3 The Code for Sustainable Homes (CSH) and the Building Research Establishment Environment Assessment Method (BREEAM) are the most widely accepted rating systems for assessing the environmental performance and sustainability of homes and buildings⁴. These standards set individual ‘sustainability ratings’ covering performance across a number of sustainable design and construction principles. Although there are variations across the standards, categories include energy, water, materials, pollution, ecology, health and well-being and management. To ensure Halton achieves high standards of sustainability, development should meet the appropriate CSH and BREEAM standards unless it is proven that this would cause the development to become unviable.
- 22.4 An integral component of the sustainability standards includes reducing carbon emissions through reducing energy demand and utilising sustainable sources of energy. In line with national targets and commitments, new residential development is intended to be zero carbon by 2016⁵ and non-residential development by 2019⁶. Changes to the Building Regulations are expected to bring in these challenging carbon dioxide (CO₂) emissions targets, with the energy requirements of the CSH and BREEAM aligned accordingly. For instance, based on the standards for the energy requirement in the CSH, the step by step tightening of Building Regulations is intended to be equivalent to CSH Level 3 in 2010, Level 4 in 2013 and Level 6 in 2016.
- 22.5 To support the new Building Regulations and to ensure the planning system contributes to reducing carbon emissions, development is required to show how improvements to CO₂ emission savings can be made over the contemporary Building Regulations (Part L) baseline⁷ with a focus on reducing the demand for energy as a first priority and then utilising renewable and low carbon energy. Where minimum standards cannot be exceeded, developers are required to provide evidence that all options have been investigated and that further CO₂ emissions savings are not feasible and / or viable.

⁴ If the CSH or BREEAM are superseded by other national standards over the plan period then developments should comply with the most up to date national guidance.

⁵ [HM Treasury CLG \(2011\) The Plan for Growth Ministerial Statement ‘Zero Carbon Homes’](#)

⁶ [In a Ministerial Statement ‘Zero Carbon Buildings’ \(20th December 2010\) the Government confirmed its policy to progressively raise the national regulatory requirements for non-domestic buildings, enabling them to be zero carbon from 2019. In the 2008 Budget, the Labour Government announced an ambition for all new non-domestic buildings to be zero carbon from 2019, with consultation on the timeline and its feasibility. Since the change of Government no further announcements have been made but it is considered that these aspirations will remain.](#)

⁷ Including and future revisions to Part L: CLG (2010) Circular 06/2010: New Approved Documents for F, J and L and Guidance Documents

- 22.6 The changes to Building Regulations are anticipated to reduce the extra-over costs associated with meeting the sustainability ratings for CSH and BREEAM. For CSH, evidence shows that this is due to a greater part of the construction cost becoming the cost of building a Building Regulations compliant dwelling (and not part of the cost of achieving the Code rating)⁸. As a result it is anticipated that as CO₂ emission reductions are integrated into Building Regulations in line with national targets, achieving higher levels of the CSH and BREEAM will become more viable.
- 22.7 Building a comprehensive spatial understanding of the opportunities for renewable and low carbon energy is fundamental to delivering carbon reduction targets and increasing the proportion of decentralised energy. To provide the evidence base for such an approach the Liverpool City Region Renewable Energy Capacity Study⁹ (Renewable Energy Study) was commissioned by the Liverpool City Region authorities (including West Lancashire and Warrington). Indicative renewable and low carbon energy generation targets have been derived through the Renewable Energy Study. These indicate the contributions that might be made by the technologies under principal consideration in the study, which are biomass Combined Heat and Power (CHP) and on-shore wind. The targets were produced as a result of analysis based on constraints mapping, resource availability and in the case of biomass CHP, taking into account the likely energy requirements of the Borough in line with the projected housing and employment land targets. The energy generation targets show the potential of the Borough in delivering biomass CHP.
- 22.8 As part of the Renewable Energy Study, Energy Priority Zones across the Sub-Region were identified for the delivery of renewable and low carbon energy. For Halton this indicated prospective areas for district heating networks (utilising biomass CHP) based on the available data, the critical mass of heat demand and development growth. This primarily identified Daresbury and Runcorn Waterfront as Energy Priority Zones but also considered Widnes Waterfront and 3MG as having potential for district heating networks. These Energy Priority Zones will be important in the achievement of the energy generation indicative targets for Halton. As a result the Council will support the development of Energy Priority Zones for district heating particularly within the Borough's Key Areas of Change and encourage future proposals to connect to such networks.
- 22.9 Although the Renewable Energy Study did not identify significant scope for other large scale renewable energy developments in Halton, future potential may exist, particularly for onshore wind and for utilising building integrated technologies, as technology advances and economies of scale deliver cost reductions. Such developments will be supported in appropriate locations subject to environmental mitigation. Sub-regional developments which contribute to the production of renewable energy will also be supported by the Council including the Power from the Mersey project subject to the management and mitigation of any identified environmental impacts.
- 22.10 Financial contributions from development will be sought where it is proven unviable and / or unfeasible to meet the required CSH or BREEAM standard, exceed baseline energy targets in line with the successful implementation of the revisions to Part L of the Building Regulations, or connect to an existing or

⁸ CLG (2010) Code for Sustainable Homes: A Cost Review

⁹ ARUP (2010) Liverpool City Region Renewable Energy Capacity Study

scheduled district heating network. This financial contribution will be sought in accordance with CS7: Infrastructure Provision and will be used to contribute to wider renewable and low carbon energy initiatives across the Borough.

- 22.11 The Council intends to produce a Sustainable Development and Climate Change SPD to supplement this policy and to provide advice and guidance to aid developers and householders on how sustainable design and construction techniques, and carbon reduction can be incorporated into new development.

POLICY FRAMEWORK:		
National Policy	PPSI: Supplement - Planning and Climate Change (CLG, 2007); PPS22: Renewable Energy (CLG, 2004); Consultation on PPS: Planning for a Low Carbon Future in a Changing Climate (2010); Climate Change Act (HM Gov, 2008); UK Renewable Energy Strategy (HM Gov, 2009); Circular 06/2010: New Approved Documents for F, J and L and Guidance Documents (CLG, 2010)	
Local Evidence	Liverpool City Region Renewable Energy Capacity Study (ARUP, 2010); Halton Economic Viability Assessment (DTZ, 2010)	
Strategic Objectives	9	
SCS Priorities	Environment and Regeneration in Halton	
SA Objectives	3 – Water	5 – Flood Risk
	4 – Climate Change	6 – Energy Efficiency
SA Outcome	This policy will have strong positive benefits for environmental and economic sustainability criteria.	

23 CS20: NATURAL AND HISTORIC ENVIRONMENT

- 23.1 Halton's natural and historic environments provide the Borough with a range of biological, geological and heritage assets which are not only of environmental value but provide a social and economic resource and ultimately contribute to the character of the Borough's landscapes. These assets should therefore be conserved and where possible enhanced for current and future generations and to ensure a strong sense of place and improve local distinctiveness.

Policy CS20: Natural and Historic Environment

Halton's natural and heritage assets, and landscape character will contribute to the Borough's sense of place and local distinctiveness in accordance with the following:

- A hierarchical approach will be given to [the protection](#), nature conservation and [the protection enhancement](#) of biodiversity and geodiversity including:
 1. Sites of international importance including the Mersey Estuary Special Protection Area (SPA) and 'Ramsar' site;
 2. Sites of national importance including Sites of Special Scientific Interest (SSSI) namely; The Mersey Estuary, Flood Brook Clough and Red Brow Cutting; and,
 3. Sites of local importance including Local Nature Reserves (LNRs), Local Geological Sites, Local Wildlife Sites, Ancient Woodland, and habitats and species identified in Halton's Biodiversity Action Plan (BAP).
- Opportunities to enhance the value of Halton's natural assets should be taken including restoring or adding to natural habitats and other landscape features, and the creation of habitats where appropriate.
- The Borough's heritage assets, including Listed Buildings, Conservation Areas, Areas of Archaeological interest, Scheduled Monuments and other buildings and structures of local architectural or historical interest will be conserved and enhanced and special regard will be had to their setting.
- The strength of landscape character and condition as informed through the Halton Landscape Character Assessment will be conserved and enhanced.
- The management of natural and heritage assets, and landscape character through the development and implementation of Management Plans, Action Plans and area appraisals will be encouraged, particularly in association with local communities.
- Replacement or compensatory measures will be employed where appropriate to ensure that there is no net loss of natural or heritage assets or landscape character as a result of development.

Justification

- 23.2 Halton contains a wealth of natural assets which are protected as international, national and locally important sites. Statutory protected sites are afforded the highest level of protection with a high priority also given to those that are locally

significant and which provide an important source of environmental, social and economic benefit for the Borough

23.3 The Mersey Estuary is an important resource for internationally important wintering birds and as such is afforded the highest levels of protection through its designation as a Special Protection Area (SPA) under the European Convention Wild Birds Directive and a Wetland of International Importance under the Ramsar Convention. Development schemes will not be supported that will lead to adverse effects on such internationally important wildlife sites, either alone or in combination with other projects or plans.

23.4 Halton has three Sites of Significant Scientific Importance (SSSI): Flood Brook Clough SSSI, Mersey Estuary SSSI and Red Brow Cutting SSSI. All of which are recognised as of national importance due to their biodiversity and geodiversity features. Locally significant sites include 47 Local Nature Reserves (LNRs) which support a range of habitats and species, three Local Geological Sites, 154ha of woodland and numerous priority habitats and species identified within the Halton Biodiversity Action Plan (BAP)¹.

~~23.4~~23.5 In addition to the conservation of biodiversity, it is also important to explore opportunities for enhancement, including restoring or adding to networks of natural habitats and other landscape features. This is essential for the mitigation, dispersal and genetic exchange of species, contributing to the Boroughs green infrastructure network (Policy CS21).

~~23.5~~23.6 Heritage assets are defined as those parts of the historic environment that have significance because of their historic, archaeological, architectural or artistic interest². It is important to conserve and enhance these assets as they contribute to Halton's sense of identity.

~~23.6~~23.7 Halton has 126 Listed Buildings, 2 of which are Grade I listed, 17 are Grade II* and the remaining 107 are Grade II listed. There are also seven Scheduled Monuments including Duck Decoy, Halton Castle and Lovel's Hall. Of these designations, Daresbury Hall, a Grade II* Listed Building, and Undercroft of West Range (Norton Priory) and Halton Castle, both Scheduled Monuments, are considered to be 'at risk'³ and require necessary maintenance. Conservation Areas, of which there are ten in Halton, are areas of special architectural or historic interest designated by the Council. Within a Conservation Area there is a statutory duty to pay 'special attention' to the desirability of preserving or enhancing its character or appearance.

~~23.7~~23.8 Not all locally important features of local historic or architectural interest are listed or part of a Conservation Area. However, they can still provide a valuable contribution to the local historic environment and can make an important contribution to creating a sense of place and local identity. This could include buildings and other structures and features, archaeological remains, historic open spaces and the wider historic landscape or townscape. Building and structures of local importance will be identified in a Local List SPD.

¹ HBC (2003) Halton Biodiversity Action Plan

² CLG (2010) Planning Policy Statement 5: Planning for the Historic Environment

³ English Heritage (2010) Buildings at Risk Register

~~23.8~~23.9 ~~The~~One of the overarching aims of the policy is to conserve and enhance the local character and distinctiveness of Halton. To achieve this, areas of significant landscape character have been identified by Halton's Landscape Character Assessment⁴. The study identifies distinctive special features and characteristics of the Borough's landscape and has divided the Borough into broad landscape character types and more detailed landscape character areas. The Landscape Character Assessment provides guidance on the strength and condition of the landscape within each of the nine distinct landscape character areas and makes recommendations on the conservation, enhancement, restoration or creation of landscape character through a series of landscape strategies and guidelines which are based upon the landscape's capacity to accommodate change. New developments will be expected to have particular regard to these landscape character strategies and guidelines including future updates to the Borough's Landscape Character Assessment.

POLICY FRAMEWORK:		
National Policy	PPS5: Planning for the Historic Environment (CLG, 2010); PPS9: Biodiversity and Geological Conservation (CLG, 2005); Consultation Paper on PPS9: Planning for a Natural and Healthy Environment (CLG, 2010)	
Local Evidence	TEP (2009) Halton Landscape Character Assessment; Halton Biodiversity Action Plan (HBC, 2003); State of the Borough Report (HBC, 2010)	
Strategic Objectives	10	
SCS Priorities	Environment and Regeneration in Halton	
SA Objectives	3 – Water	5 – Flood Risk
	4 – Climate Change	6 – Energy Efficiency
SA Outcome	This policy will have strong positive benefits for environmental and economic sustainability criteria.	

⁴ TEP (2009) Halton Landscape Character Assessment

24 CS2I: GREEN INFRASTRUCTURE

- 24.1 Green infrastructure is the network of multifunctional green space and other environmental features, both new and existing, both rural and urban. Amongst its many benefits, green infrastructure can improve sustainability, health and well-being, support and enhance biodiversity, contribute to climate change adaptation, improve environmental quality and provide recreational and sporting opportunities.

Policy CS2I: Green Infrastructure

Halton's green infrastructure network will be protected, enhanced and expanded, where appropriate. Halton Borough Council working alongside other partners and agencies responsible for the delivery and maintenance of green infrastructure will achieve this through:

- Ensuring that new development maximises opportunities to make provision for high quality and multifunctional green infrastructure taking account of deficiencies and the standards for green space provision.
- Resisting the loss of green infrastructure where there are identified deficiencies in provision.
- Protecting, enhancing and where possible creating linkages and connections between natural habitats and other landscape features which contribute towards a network of greenspaces and corridors of value for biodiversity, recreation and the amenity needs of the community.
- Improving accessibility, where appropriate, to the green infrastructure network particularly where this encourages walking and cycling.
- Maximising the contribution of Halton's green infrastructure to broader sustainability objectives including health, climate change adaptation, and maintaining and improving biodiversity.
- Identifying the Borough's multifunctional green infrastructure network and preparing detailed policies within the Site Allocations and Development Management DPD for its protection.
- Sustaining the protection afforded to internationally important sites for biodiversity by managing recreational impacts and encouraging the use of the wider green infrastructure network which is less sensitive to recreational pressure.
- Using developer contributions to facilitate improvements to the quality, connectivity and multifunctionality of the Borough's green infrastructure network.
- Supporting the delivery of programmes and strategies to protect, enhance and expand green infrastructure across the Borough including local and sub-regional strategies and Regional Park initiatives.

Justification

- 24.2 For the purposes of Halton’s LDF, green infrastructure is defined as:
- Parks and Gardens – including parks and regional parks
 - Amenity Green Space – including informal recreation spaces, greenspaces in and around housing
 - Outdoor Sports Facilities – including formal playing fields, golf courses and other outdoor sports areas
 - Natural and Semi-Natural Greenspaces – including woodlands, scrub, grassland, heath or moor, wetlands, open and running water and bare rock habitats
 - Green Corridors – including rivers and canal banks, road and rail corridors, cycling routes, pedestrian paths, and rights of way
 - Other – including allotments, community gardens, cemeteries and churchyards
- 24.3 Green infrastructure, as defined, is present across Halton from the [strategic](#) urban greenspace areas of Town Park and Victoria Park, the waterways and canals including the Sankey and Bridgewater Way Canals, to areas of nature conservation interest, play areas, parks and golf courses. However, it is their ‘multifunctionality’ which is central to the green infrastructure concept and approach. This is the potential for green infrastructure to have a range of functions and to deliver a broad range benefits¹. Multifunctionality can apply to individual sites and routes, but it is when the sites and links are taken together that a fully multifunctional green infrastructure network is achieved.
- 24.4 The Borough’s green infrastructure network contributes significantly to the quality of life for Halton’s residents, workers and visitors, through providing opportunities for sport and recreation and contributing to healthy living and well-being. Green infrastructure creates a sense of place allowing for greater appreciation of valuable landscapes and biodiversity and heritage assets. It also plays an important role in sustainable design, makes a positive impact to adapting to the potential risks of climate change including flood risk, and provides opportunities for sustainable transport. In addition, green infrastructure contributes significantly to the conservation and enhancement of biodiversity, by creating an ecological network allowing for the movement of wildlife along corridors and facilitating the colonisation of new areas.
- 24.5 Clear priorities for the protection, enhancement and, where appropriate, the expansion of green infrastructure will be set out in the Site Allocations and Development Management DPD and through masterplanning for strategic sites. Future studies, including a Green Infrastructure Strategy, will assist in this approach identifying the current network, areas of deficiency and surplus, and opportunities for enhancement and, where possible, expansion. This may include progressing opportunities for connecting green infrastructure assets as identified by the Liverpool City Region Ecological Framework². Such studies will be particularly important within the Key Areas of Change and where it can be used to mitigate the negative impacts of development.
- 24.6 A review of open space, sport and recreation facilities has been undertaken for the Borough in accordance with the advice in Planning Policy Guidance (PPG): 17.

¹ Natural England (2009) Green Infrastructure Guidance

² MEAS (2010) Draft Liverpool City Region Ecological Framework

Halton's Open Space Study³ considered the quantity, quality, accessibility and adaptability of provision and the local needs of the population. The study concludes that Halton has predominantly good quality and accessible open spaces although there are specific areas of priority. The study report sets out local standards of provision (Table 10) which should be taken into consideration by future development. These standards will be updated through the Green Infrastructure Strategy following the changing approach from open space to the wider green infrastructure network and as such will necessitate an update to the evidence base. Future amendments to the standards will be detailed within the Site Allocations and Development Management DPD or another appropriate document within the LDF.

Category	Standard (ha per 1000 population)
Allotments and Community Gardens	0.09
Amenity Open Space	1.00
Natural and Semi-Natural Open Space	2.75
Outdoor Sports Facilities	2.75
Parks and Gardens	1.25
Provision for Children and Young People	0.20

Table 10: Halton Borough Council Standards of Provision for Greenspace / Green Infrastructure⁴

- 24.7 Although the recreational potential of the Borough's [and the wider sub-region's](#) green infrastructure network is an important aspect of its multifunctionality it is also necessary to balance this against potential detrimental effects on sensitive sites. As identified in the Habitats Regulations Assessment⁵ this is particularly relevant for European sites, specifically the Mersey Estuary Special Protection Area (SPA) and Ramsar site. Recreational impacts should be managed for these sites through access and habitat management and through prioritising other assets within the Borough's green infrastructure network for their recreational potential. [Impacts on neighbouring authorities European sites, including the Sefton Coast Special Area of Conservation \(SAC\) and the Sefton section of the Ribble and Alt Estuaries SPA and Ramsar Site will also be managed through the Council working in partnership with neighbouring authorities on appropriate Management Plans.](#)
- 24.8 It is recognised that Halton's green infrastructure network cannot be delivered in isolation from other partners and agencies and neighbouring Local Authorities. As such the evolution of localised and cross boundary frameworks and studies over the Core Strategy period are supported where these contribute to the aims of protecting, enhancing and expanding the Borough's green infrastructure network. This includes site specific masterplans and studies, and sub-regional green infrastructure and ecological frameworks. Programmes of delivery and initiatives concerning Regional Parks and assets that are relevant to the Borough will also be supported.

³ HBC and PMP (2004 and as updated 2006) Halton Borough Council Open Space Study

⁴ [HBC and PMP \(2004 and as updated 2006\) Halton Borough Council Open Space Study](#)

⁵ Scott Wilson (2011¹⁰) Halton Core Strategy Habitats Regulation Assessment – Appropriate Assessment

POLICY FRAMEWORK:	
National Policy	PPS9: Biodiversity and Geological Conservation (CLG, 2009); Consultation Paper on PPS9: Planning for a Natural and Healthy Environment (CLG, 2010); PPS12: Local Spatial Planning (CLG, 2008)
Local Evidence	Halton Borough Council Open Space Study (HBC and PMP, 2004 and as updated 2006); Draft Liverpool City Region Ecological Framework (MEAS, 2010)
Strategic Objectives	10
SCS Priorities	A Healthy Halton; Children and Young People in Halton; Environment and Regeneration in Halton
SA Objectives	1 –Heritage & Landscape
	2 – Biodiversity
	3 – Water Quality
	4 –Climate Change
	5 – Flood Risk
	7 – Land Quality
	17 – Transport
SA Outcome	This policy will have strong positive benefits upon environmental and social sustainability criteria.

25 CS22: HEALTH AND WELL-BEING

- 25.1 Ensuring the Borough's communities have good health and well-being is a major priority for Halton. Statistics show that health standards in Halton are amongst the worst in the country and highlight that this is an aspect of life in the Borough in need of urgent improvement. It is essential that policies are put in place that tackle the underlying causes of health problems in the Borough, and facilitate the provision of healthy lifestyles and healthy environments for all.

Policy CS22: Health and Well-Being

Healthy environments will be supported and healthy lifestyles encouraged across the Borough by ensuring:

- proposals for new and relocated health and community services and facilities are located in accessible locations with adequate access by walking, cycling and public transport;
- applications for large scale major developments are supported by a Health Impact Assessment to enhance potential positive impacts of development and mitigate against any negative impacts
- the proliferation of Hot Food Take-Away outlets (Use Class A5) is managed; and,
- opportunities to widen the Borough's cultural, sport, recreation and leisure offer are supported.

Justification

- 25.2 When compared with other areas in England, Halton is within the worst 20.10% of areas for life expectancy¹ and ranks 371.11th out of 408.326 Local Authorities (1 = most deprived) in terms of health deprivation². As referred to in Halton's Story of Place, the Lancaster University Health Study³ showed that the Borough's health issues are connected to poor lifestyles and levels of deprivation. Some particularly prevalent health problems include obesity and diabetes, respiratory disease, cardiovascular disease, cancers, alcohol abuse, depression and mental illness, and smoking related diseases.
- 25.3 Current studies have shown that improving health and well-being is a cross-cutting issue and cannot be achieved in isolation. In accordance with the Borough's partners and applicable strategies, including the Halton Joint Strategic Needs Assessment⁴, and the Ambition for Health Strategy and Commissioning Strategic Plan⁵, many of the policies in the Core Strategy promote healthy environments and lifestyles by, for example, promoting travel by walking and cycling, protecting the Borough's open spaces and improving air quality through reducing congestion.

¹ ONS (2007-2009~~8~~) Life Expectancy at Birth

² CLG (2010~~7~~) The English Indices of Deprivation

³ Lancaster University (2003) Understanding Factors Affecting Health in Halton

⁴ Halton and St Helens NHS (2008~~9~~ and refresh 2009) Halton Joint Strategic Needs Assessment

⁵ Halton~~BC~~ and St Helens ~~NHS and~~ PCT (2009) Ambition for Health Strategy and Commissioning Strategic Plan

However, in order to address the significant problem of health and well-being in Halton, it is necessary to support further measures which will help to facilitate healthy lifestyles and environments, and alleviate health problems.

- 25.4 It is imperative to ensure that there is sufficient access for Halton's communities to a whole range of health and community services and facilities, especially when considering that the Borough's population is ageing, potentially putting even greater demands on these services and facilities. Such services and facilities can contribute to community cohesion and identity, and can present opportunities for residents to pursue healthy and fulfilling lifestyles. As such proposals for new and the relocation of health and community services and facilities should ensure that they are sited in the most accessible locations and support access by a range of sustainable transport modes.
- 25.5 It is considered that some development, particularly large schemes, may have negative impacts on health. To ensure that development will not create or exacerbate health problems and equally to take advantage of opportunities to improve health and well-being in the Borough, the production of Health Impact Assessments to identify and address potential health impacts for large scale major developments⁶ will be required.
- 25.6 In addition to these interventions there is a need to manage the concentration and clustering of hot food takeaway shops across the Borough which can have potential adverse impacts on community health and on the viability of the Boroughs town, district and local centres (CS5: A Network of Centres ~~for Halton~~). The prevalence of uses such as these can influence eating habits and has been linked to the risk of obesity⁷. In Halton, 37% of Year 6 pupils were classed as overweight or obese in 2008/09, this is higher than both the North West (23.1%) and England (32.6%)⁸. A Hot Food Take-Away SPD will be developed to set out specific criteria for the assessment of proposals for new hot food take-aways (Use Class A5) to ensure that possible adverse effects caused by an over-abundance of hot food take-aways are minimised.
- 25.7 Culture, sport, recreation and leisure can also significantly contribute to health and well-being and as such should be supported. The Borough has many positive attributes including a multifunctional green infrastructure network, extensive pedestrian and cycle routes, facilities for culture and the arts, including the Brindley Arts Centre, and a number of waterfront environments afforded by the Mersey Estuary and the Borough's waterways which present opportunities for leisure and recreation. In accordance with other policies in the Core Strategy and to sustain positive lifestyle choices, opportunities to improve and extend this offer should be taken.

⁶ Large Scale Major Developments: Residential - 200 dwellings / 4ha or more

All other uses - 10,000sq.m or more / 2ha or more

⁷ Government office for Science (2010) Tackling Obesity: Future Choices – Project Report 2nd Edition

⁸ HBC (2010) State of the Borough Report (National Child Measurement Programme)

POLICY FRAMEWORK:	
National Policy	PPSI: Delivering Sustainable Development (CLG, 2005)
Local Evidence	Understanding Factors Affecting Health in Halton (Lancaster University, 2003); Halton Joint Strategic Needs Assessment (Halton and St Helens NHS, 2008 and refresh 2009); Ambition for Health Strategy and Commissioning Strategic Plan (HBC Halton and St Helens NHS and PCT, 2009); State of the Borough Report (HBC, 2010)
Strategic Objectives	11
SCS Priorities	A Healthy Halton
SA Objectives	11 – Accessibility 12 – Health
SA Outcome	This policy is expected to have significant positive benefits for health.

26 CS23: MANAGING POLLUTION AND RISK

- 26.1 Halton is affected by risk to its population, environment and buildings from a variety of sources from both within and outside of the Borough. The domination of Halton's past and current economy by industry has left a legacy of pollution, particularly ground contamination which presents a physical and financial barrier for development to overcome. Today, industrial processes in the Borough are carefully controlled through environmental legislation and permits to ensure that pollution is managed. In addition to these statutory processes it is important that the mechanisms available through planning processes are also used to minimise the effects of pollution on health and the environment.
- 26.2 In addition to the effects of pollution, there are parts of the Borough affected by high levels of risk from hazardous installations because of the nature of the industrial processes taking place. The Borough is also subject to risks associated with both tidal and fluvial flooding from the Mersey Estuary and the rivers, brooks and waterways which run through the Borough.

Policy CS23: Managing Pollution and Risk

a) Pollution

To control development which may give rise to pollution:

- Development proposals should not exacerbate and where possible should minimise all forms of emissions and odour, water, noise and light pollution
- Proposals for development within or close to identified Air Quality Management Areas (AQMAs) in the Borough should have specific regard to how the exceedance in air pollutants can be addressed and how the impact on receptors can be reduced
- Prior to development on potentially contaminated land or unstable land, sites should be investigated to ascertain the extent of any contamination and possible risks to future uses. Development will only be permitted where the land has or will be, made suitable for the proposed use. Where it is not possible to achieve the full remediation of a site, the Council may seek soft-end or green uses

b) Reducing Risk from Hazards

To prevent and minimise the risk from potential accidents at hazardous installations and facilities, the following principles will apply:

- Minimisation of risk to public safety and property wherever practicable
- Controlling inappropriate development within identified areas of risk surrounding existing hazardous installations or facilities, to ensure that the maximum level of acceptable individual risk does not exceed 10 chances per million and that the population exposed to risk is not increased
- Ensuring that any proposals for new or expanded hazardous installations are carefully considered in terms of environmental, social and economic factors

c) Managing Flood Risk

Development should not exacerbate existing levels of flood risk nor place residents or property at risk from inundation from flood waters. This will be achieved by:

- Directing development to areas where the use is compatible with the predicted level of flood risk, both at present and taking into consideration the likely effects of climate change

- Using Halton's Strategic Flood Risk Assessment to inform the application of the sequential approach/test and exception test in accordance with national planning policy
- Requiring site-specific Flood Risk Assessments for proposals in areas at risk from flooding as identified in the Halton SFRA
- Supporting proposals for sustainable flood risk management (e.g. defence / alleviation work) so long as they do not have a detrimental impact on the landscape of the Borough

Justification

- 26.3 New development should minimise all forms of pollution, manage actual or potential conflicts between sources of risk and surrounding land uses, with the safety of wider communities and the protection of the environment of paramount importance throughout.
- 26.4 In 2009, air pollutants were found to be in exceedance of acceptable levels in two separate locations in Widnes Town Centre. Nitrogen Dioxide (NO₂) levels at the junctions of Milton Road/Gerrard Street and Deacon Road/Albert Road in the Town Centre were found to be above objective levels, with the source of the exceedance found to be emissions from road traffic. In accordance with legislation, DEFRA requires that Air Quality Management Areas (AQMA) are designated at such locations in order to lower the level of NO₂ to within appropriate levels, and on 23rd February 2011, it is proposed that AQMA were designated for at the above locations in Widnes Town Centre¹. In order to address the issues in the AQMA, an Air Quality Action Plan will be drawn up which will propose a range of measures which can contribute to reducing levels of pollution. Any specific measures arising from the Air Quality Action Plan which require an input from planning will be addressed in a relevant LDF document.
- 26.5 While the Borough has had some major successes in recent years with remediation and re-use of contaminated land, there remain some parts of the Borough which have proven to be too contaminated to develop and too costly to remediate. In these instances, green or soft-end uses will be sought to ensure that land can be used beneficially and does not cause issues of blight to surrounding land uses. Adjacent to the Mersey Estuary, particularly in Widnes, there is a clustering of areas of contamination given the concentration of heavy industry in this area in the 19th Century. In 2008 it was estimated that there are approximately 400 hectares of contaminated land in the Borough². In 2010, A Local Brownfield Strategy³ was produced for Halton, in partnership with the Homes and Communities Agency. This strategy assessed the current deliverability of 26 known priority brownfield sites in the Borough to new beneficial uses, and identifies opportunities for the public sector to accelerate this process. The findings echo local knowledge and the Contaminated Land Strategy that there are significant challenges to bringing previously used land back into use in the Borough. Given the predominance of contaminated land close to the Mersey, it will be particularly necessary for developments within the Key Areas of Change at 3MG, West Runcorn and South

¹ HBC (2009/2011) [Air Quality Management Areas Orders 1 and 2 Proposed Air Quality Management Areas in Widnes Town Centre Executive Board Report](http://councillors.halton.gov.uk/mgConvert2PDF.aspx?ID=9662) <http://www3.halton.gov.uk/environmentandplanning/pollution/pollutioncontrolairquality/>

² HBC (2008) Contaminated Land Strategy 2008-2013

³ Drivers Jonas Deloitte for HCA (2010) Local Brownfield Strategy for Halton

Widnes to address contamination issues. The Mersey Gateway Project will also have a key role to play in bringing contaminated sites back into beneficial use.

- 26.6 Much of Widnes is underlain by coalfields which have the potential to create ground stability issues to new and existing development. The Coal Authority has designated a 'Coal Mining Development Referral Area'⁴ which covers most of Widnes, where potential land stability and other safety risks associated with former coal mining activities are likely to be greatest. They include, for example, recorded mine entries and areas of former surface mining. For all development proposals which fall within Halton's Coal Mining Referral Area, the Council will apply the Coal Authority's standing advice and refer relevant applications to them in accordance with their risk based approach to development management.
- 26.7 Given the nature of the historic and current industrial sector in Halton, the Borough is home to a number of hazardous installations identified under the 'Control of Major Accident Hazards' (Planning) Regulations 1999 (and its amendments) (known as COMAH). Advice on the nature and severity of the risk presented by operations at specific sites is provided by the Health and Safety Executive (HSE) and the Council is required to consult the Health and Safety Executive on any application for a hazardous installation or within the designated consultation zone surrounding COMAH sites. Ultimately, it is for the Council to make decisions on planning applications, taking into account the advice of the HSE along with any wider social and economic benefits which may outweigh any adverse impacts. In addition to the COMAH sites, the Borough contains a number of major pipelines carrying hazardous chemicals through the Borough.
- 26.8 The Council proposes to continue to use a risk-based approach to managing the risk arising from hazardous installations in the Borough. A risk based approach looks at the likelihood of an event actually happening which is in contrast to a hazard based approach which looks at the consequences of an accident event happening. The level of acceptable risk should not exceed 10 chances in a million (cpm) individual risk of death and this level is used to assess whether the effect of a development proposal is significant in affecting individual accidental risk. This uses the same approach to assessing the risk arising from hazardous installations as for airports and is a methodology that Halton Borough Council has developed in partnership with the HSE over many years. Further background to Halton's approach to risk and guidance on the approach to development applications relating to hazardous installations is provided through the Planning for Risk SPD⁵.
- 26.9 As discussed in policy CS17: Liverpool John Lennon Airport, the operation of the airport presents a risk to Halton and a Public Safety Zone (PSZ) has been established which reflects the area most affected by the movements of aircraft. Currently this extends over a small area of the Borough, but in accordance with the runway extension proposals the PSZ may be extended accordingly to reflect the larger area of risk associated with the airport, in accordance with detail to be included in the Site Allocations and Development Management DPD.
- 26.10 The Halton Strategic Flood Risk Assessment (SFRA) Level I was endorsed by the Environment Agency and finalised in 2007⁶. This indicates where there are flood

⁴ The Coal Authority (2010) Halton Coal Mining Referral Area
www.coal.gov.uk/media/viewer/?mid=8101DCED-9DC1-65C0-02B4F431790CAF97

⁵ HBC (2009) Planning for Risk Supplementary Planning Document

⁶ HBC (2007) Strategic Flood Risk Assessment – Level 1

risk issues in the Borough and provides a detailed and robust assessment of its extent and nature. A Level 2 SFRA has been produced in 201~~10~~⁷ and provides a key source of information to ensure that future development does not take place in areas known to be at risk of flooding, or increase the risk of flooding elsewhere. Any development application in an area at risk from flooding will need to be supported by a site level Flood Risk Assessment which should build upon information in the SFRA.

- 26.11 The SFRA Level 2 concentrates on the key locations at a medium or high risk of flood risk as identified in the SFRA Level 1. These areas are Ditton Brook (Widnes), Bowers Brook (Widnes) and Keckwick Brook (Runcorn). The Study also covers the risk of a breach of the Manchester Ship Canal and of tidal flooding from the Mersey Estuary which includes modelling of the likely effects of sea level rise on the incidence and ferocity of a flood event. At the time of publication, the flood risk modelling contained within the SFRA Level 2 documentation was awaiting approval from the Environment Agency and as such, flood risk mapping from Halton's SFRA Level 1 is included below to illustrate the areas at risk from flooding in the Borough.

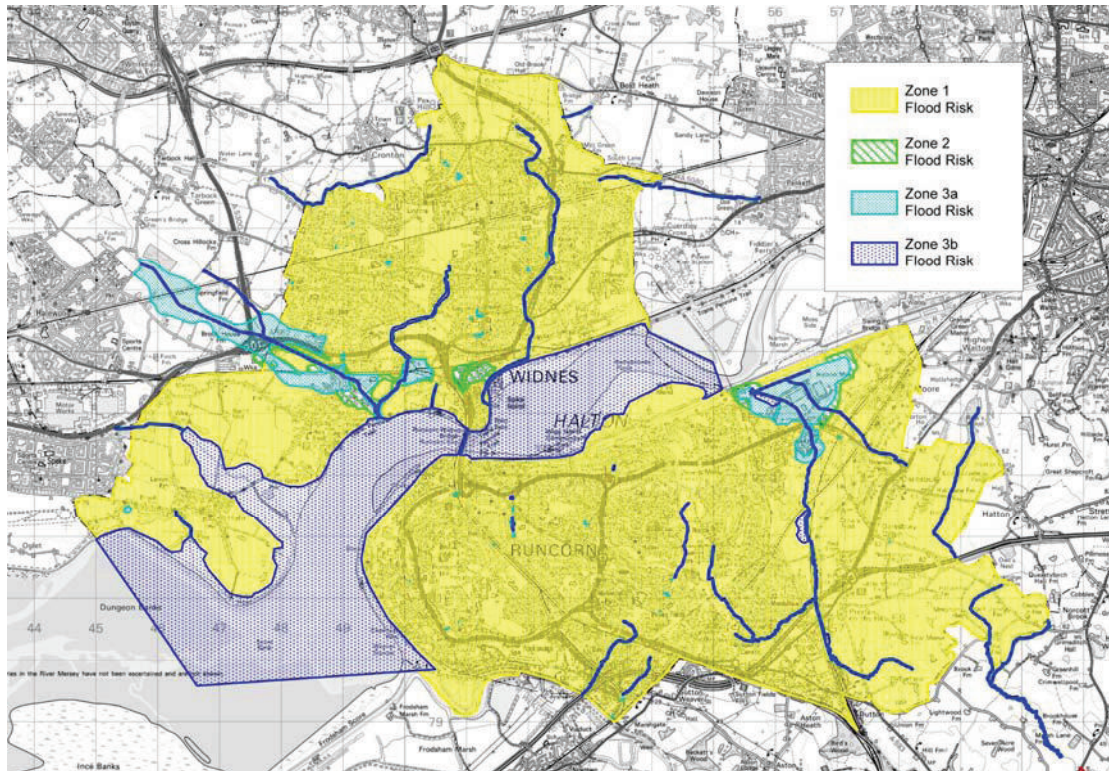


Figure 15: SFRA Level I Flood Risk Areas (2007)

⁷ JBA Consulting (201~~10~~⁷) Halton Strategic Flood Risk Assessment – Level 2

POLICY FRAMEWORK:		
National Policy	PPSI: Delivering Sustainable Development (CLG, 2005); PPG14: Development on Unstable Land (CLG, 1990); PPS23: Planning and Pollution Control (CLG, 2004); PPG24: Planning and Noise (CLG, 1994); PPS25: Development and Flood Risk (CLG, 2010); Circular 01/2010 (DfT, 2010)	
Local Evidence	Halton Proposed Air Quality Management Areas Orders 1 and 2 (2011 09), Halton Contaminated Land Strategy (2008-2013), Planning for Risk SPD, Halton Strategic Flood Risk Assessment Level 1 (2007), Halton Strategic Flood Risk Assessment Level 2 (JBA, 2011)	
Strategic Objectives	I1 and I2	
SCS Priorities	Environment and Regeneration in Halton; A Safer Halton	
SA Objectives	3 – Water Quality	8 – Air Quality
	4 – Climate Change	12 – Health
	5 – Flood Risk	
SA Outcome	This policy will have strong positive benefits for environmental, social and economic sustainability factors.	

27 CS24: WASTE

- 27.1 The Council's aim for sustainable waste management is that an adequate range of waste management facilities will be provided to ensure that waste generated in Halton is treated and disposed of in a sustainable and environmentally acceptable way, balancing the economic, social and environmental needs of the Borough. A large proportion of Halton's current waste goes to landfill¹. The move away from landfill disposal towards more sustainable means of dealing with waste, through promotion of waste management and recycling, brings a requirement to develop the range of facilities required to meet the Borough's needs.

Policy CS24: Waste

The Council will promote sustainable waste management in accordance with the waste hierarchy, to:

- identify and safeguard (where appropriate) waste management sites in appropriate locations suitable for new and enhanced waste management facilities for the identified waste management needs of [the Liverpool City Region \(Merseyside and Halton\)](#). The allocation of sites and detailed development management policies will be provided in the Joint Merseyside [and Halton](#) Waste [DPD-Development Plan Document](#);
- ensure that the Borough can meet the identified waste management needs [as determined through the Joint Merseyside and Halton Waste DPD or equivalent](#);
- encourage good design in new development in order to minimise waste, promote the use of recycled materials and, to facilitate the collection and recycling of waste;
- encourage the sustainable transport of waste and promote use of site waste management plans; and,
- ensure that waste management facilities are developed whilst minimising the impacts on the environment and communities of the Borough.

Justification

- 27.2 European legislation, government targets, increased waste generation, the need for improved environmental protection, and rising public expectations all drive the need for rapid changes in our approach to managing waste. In particular, ~~Merseyside (the Liverpool City Region)~~ [\(Merseyside and Halton\)](#) needs to reduce its reliance on landfill by providing alternative facilities for recycling, reprocessing, treatment and disposal. It will be necessary [therefore](#) to promote all forms of waste reduction ensuring that Halton's residents are aware of their responsibility for minimising waste.
- 27.3 The ~~Merseyside~~ Joint [Merseyside and Halton](#) Waste Development Plan Document (Joint Waste DPD) will provide policy guidance standards for waste and allocate sites for waste purposes. A Spatial Strategy and Sites Report, Issues and Options Report and a Preferred Options Report have been prepared for the Joint Waste

¹ HBC (2010) State of the Borough Report

DPD outlining the various strategies and options available and recommending a Sub-Regional Spatial Strategy. The Spatial Strategy is a resource recovery-led strategy which aims to maximise the ability to achieve self-sufficiency in waste management. Halton's approach to implementing the principles of sustainable waste management for all waste streams takes into account all of the sustainable waste management principles and will ensure that all facilities are developed in line with the principles of the waste hierarchy.

- 27.4 This approach is in accordance with Halton's Municipal Waste Management Strategy² and recognises the importance of the sub-regional apportionment of waste and through the Joint Waste DPD will provide alternative facilities for recycling, reprocessing, treatment and disposal of Halton's waste.

POLICY FRAMEWORK:		
National Policy	PPS10: Planning for Sustainable Waste Management (CLG, 2005)	
Local Evidence	Municipal Waste Management Strategy for Halton (HBC, 2008); State of the Borough Report (HBC, 2010); Emerging Joint Merseyside and Halton Waste DPD.	
Strategic Objectives	13	
SCS Priorities	Environment and Regeneration in Halton	
SA Objectives	4 – Climate Change	9 – Waste
	7 – Land Quality	12 – Health
SA Outcome	Sustainable waste disposal methods should provide positive benefits for social and economic factors. Diversion of waste from landfill should lead to positive environmental factors.	

² HBC (2008) Municipal Waste Management Strategy for Halton

28 CS25: MINERALS

- 28.1 Minerals such as crushed rock aggregates, sand, gravel and clay are the essential raw materials that underpin development of the built environment. Halton Borough Council as a Minerals Planning Authority has the responsibility to plan for a steady and adequate supply of aggregate minerals to ensure primary resources are maintained for future generations, minimise potential environmental impacts of such developments and to support economic growth.

Policy CS25: Minerals

To minimise the need for minerals extraction, the use of recycled and secondary aggregates across the Borough will be encouraged.

Although there are limited mineral resources in the Borough, Minerals Safeguarding Areas and Minerals Areas of Search for sand and gravel resources will be identified and protected to prevent their sterilisation. The Site Allocations and Development Management DPD will allocate areas of minerals resources and set out the criteria for their potential extraction.

Justification

- 28.2 Minerals Policy Statement I: Planning and Minerals (MPSI) requires Minerals Planning Authorities to plan for minerals within their administrative boundaries. A requirement of MPSI is to identify areas of search, preferred areas, and site specific allocations for future minerals development as well as safeguarding areas where minerals exist.
- 28.3 Minerals are a finite resource and can only be worked where they exist. This means that possible extraction sites are limited. There are currently no operational mineral sites in the Borough and there is limited evidence of previous activity. Information held by the Coal Authority additionally indicates that there are no surface coal reserves in the Borough¹. The Urban Vision Study on Mineral Planning in Merseyside² has shown that Halton does not contain a significant amount of high quality minerals. However, the study does identify four potential sites of sand and gravel mineral resources which should be protected to prevent their sterilisation. The Site Allocations and Development Management DPD will identify Minerals Safeguarding Areas and Minerals Areas of Search in accordance with the Urban Vision study and other appropriate studies, and set out the detailed criteria to be met by proposals for minerals extraction.
- 28.4 For the reasons stated above, Halton and the wider Liverpool City Region are highly reliant on imports of high quality aggregate for use in the construction industry. It is therefore vital to reduce reliance on land-won minerals extraction by encouraging an increase in the amount of recycled and secondary aggregates used in new construction. The incorporation of resource efficient design and construction techniques will also be vital in minimised the need for minerals

¹ The Coal Authority (2011⁹) Surface Mining Coal Resource Areas
www.coal.gov.uk/media/viewer/?mid=81BD1CC7-EDD1-8D6B-57E1466510C3C7D9

² Urban Vision (2008) Mineral Planning in Merseyside

extraction and should be pursued in accordance with CS19: Sustainable Development and Climate Change.

- 28.5 Should the supply of aggregate minerals from the Borough become of economic importance and become necessary to contribute towards meeting the regional apportionment of aggregates provision³, mineral extraction may become necessary. Proposals for minerals extraction will be required to ensure that environmental, social and economic issues and impacts are fully considered and where adverse affects are identified, they are effectively managed and mitigated.

POLICY FRAMEWORK:	
National Policy	PPSI: Delivering Sustainable Development (CLG, 2005); MPS1: Planning and Minerals (CLG, 2006); MPS2: Controlling and Mitigating the Environmental Effects of Mineral Extraction in England (CLG, 2005); National and Regional Guidelines for Aggregates Provision in England 2005-2020 (CLG, 2009)
Local Evidence	Minerals Planning in Merseyside (Urban Vision, 2008).
Strategic Objectives	13
SCS Priorities	Environment and Regeneration in Halton
SA Objectives	1 – Heritage & Landscape 7 – Land Quality
SA Outcome	Mineral extraction may impact on the cultural heritage and landscape if sites are not restored once extraction has taken place. However, this impact is mitigated to a certain extent by a further measure in the policy, which encourages the use of recycled and secondary aggregates across the Borough to minimise the need for minerals extraction.

³ CLG (2009) The National and Regional Guidelines for Aggregates Provision in England 2005-2020

Halton Borough Council

Core Strategy
Revised Proposed Submission
Document

Appendices

APPENDIX I HOUSING TRAJECTORIES

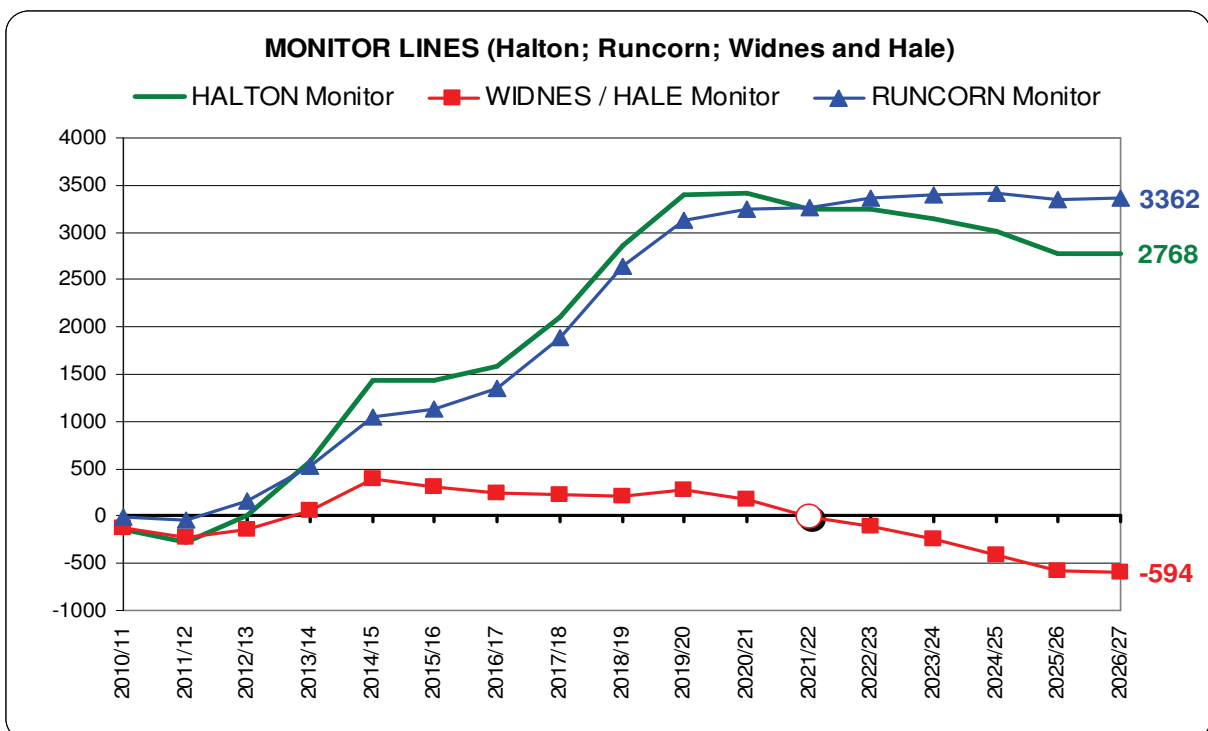
Housing trajectories track housing completions (Housing Baseline report) and forecast potential completions (SHLAA) against the housing development targets as set out in Policy CS3. This demonstrates the robustness and soundness of the overall housing strategy in the Core Strategy and provides a powerful tool to monitor performance against requirements.

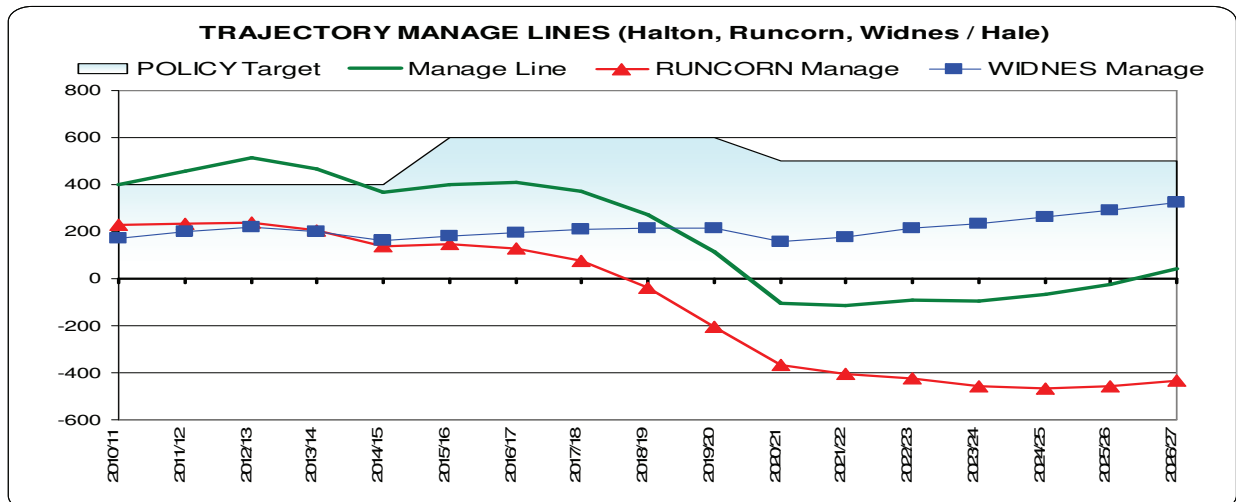
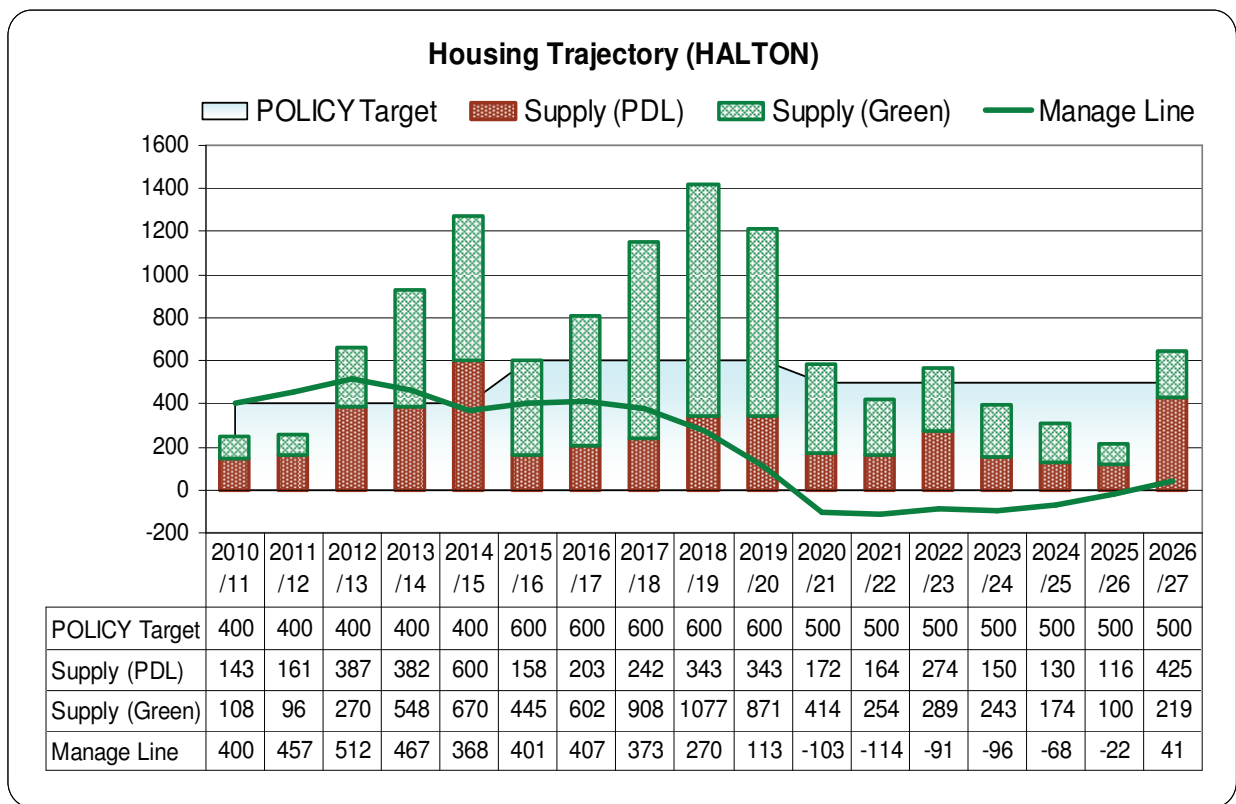
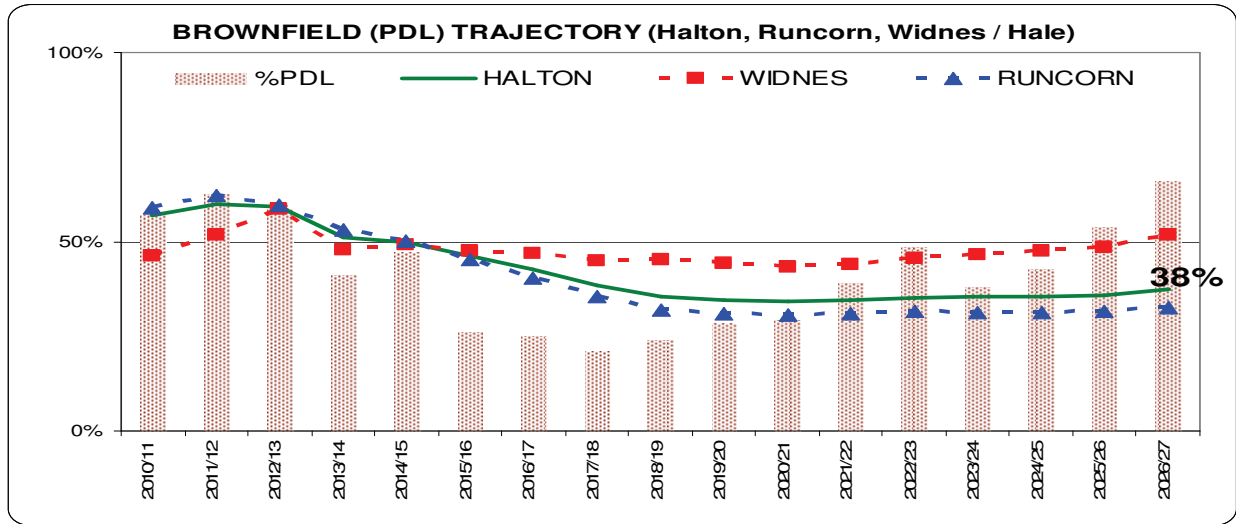
Figures from the SHLAA present potential developable and deliverable number of dwellings by year on individual sites. Updated annually, the SHLAA is subject to independent scrutiny being produced in consultation with the development community, and whilst the figures represent the potential number of units that could be provided on individual sites, it is not intended to be a forecast of actual completions across the Borough as a whole.

The Trajectories include data on two main measures:

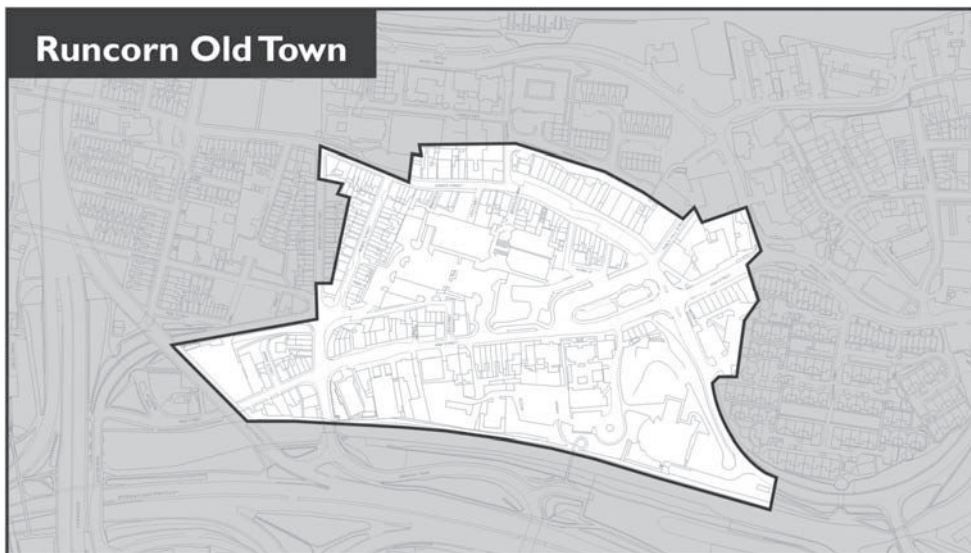
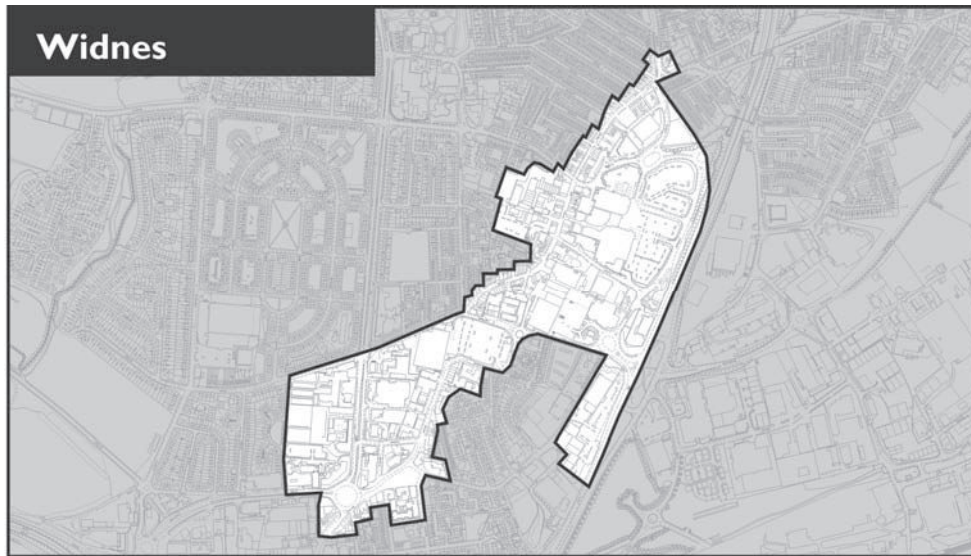
1. The **Monitor Line** shows how many dwellings above or below the planned rate of housing supply at any one time.
2. The **Manage Line** indicates the number of completions required in each year to address any projected shortfall or surplus in supply. This is calculated by subtracting actual and projected potential completions from the cumulative policy target for each year, dividing the answer by 5 (the number of years allowed to address any variance) and adding to the policy target for that year. Hence a Manage line above the policy target indicates a shortfall in forecast supply and a Manage line below indicates a surplus in supply.

In addition, a trajectory can be created showing the cumulative proportion of actual and projected supply delivered on Previously Developed Land (PDL).





APPENDIX 2 TOWN CENTRE BOUNDARIES



APPENDIX 3 MONITORING FRAMEWORK

1. The Monitoring Framework sets out how we will measure how successfully the policies within the Core Strategy are being implemented. Each year the Council produces an Annual Monitoring Report to specifically chart the progress of the LDF and the success of its planning policies. Where policies are not achieving the desired outcome, the monitoring report will act as a prompt to consider whether further guidance is needed in a Supplementary Planning Document on the matter or if the policy approach needs to be reviewed and updated in another Development Plan Document (DPD). Prior to the production of the Core Strategy, the Annual Monitoring Report charted the implementation of policies from the Unitary Development Plan. As Halton’s LDF grows, the Annual Monitoring Report will expand to monitor progress towards the delivery of the Vision and Strategic Objectives as set out in this Core Strategy and the implementation of and policies within all of Halton’s DPDs.
2. With regards to implementation and delivery of the Core Strategy policies the Council will proactively manage planning applications through a development management approach and allocate land through an appropriate DPD in Halton’s LDF. The Council will seek to work with partners and land owners to pursue delivery against the Vision and Strategic Objectives of the plan, including on the Daresbury Strategic Site and West Runcorn. Where specific LDF documents are required to deliver the objectives of a policy, this is stated below in the implementation and delivery section, alongside the likely adoption date of the document.

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
CSI Halton’s Spatial Strategy	Net number of New h Homes D delivered	400/600/500 net new homes per annum (in accordance with relevant policy period), contributing to 9000 homes over the plan period to 2028 See under Policy Cs3	<ul style="list-style-type: none"> • Production and adoption of Site Allocations DPD • Development management approach
	Employment Land D delivered	See under Policy CS4 Target of 295ha of land available for employment development over the plan period	<ul style="list-style-type: none"> • Production and adoption of Site Allocations DPD • Development management approach
	Retail Floorspace delivered	57,000sqm of retail development across the 3 centres See under Policy CS5	<ul style="list-style-type: none"> • Production and adoption of Site Allocations DPD • Development management approach
	Delivery of <u>development within the</u> Key Areas of Change	Number of p Planning applications coming forward within Key Areas of Change in accordance with strategy for the area	<ul style="list-style-type: none"> • Production and adoption of SPDs for: <ul style="list-style-type: none"> • Daresbury • Runcorn Waterfront • West Bank

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
			<ul style="list-style-type: none"> Production of Development Briefs as necessary Development management approach.
	Development in the Green Belt	Restrict general development within the Green Belt, with the exception of L/LA (subject to Site Allocations DPD) or following a review of Green Belt boundaries (subject to Site Allocations DPD) should land need to be released in accordance with CS1 and CS6 See under Policy CS6	<ul style="list-style-type: none"> Green Belt Review as evidence base for Site Allocations DPD Production and adoption of Site allocations DPD Development management approach
	Maintain a balance in housing completions between Runcorn and Widnes	Average of 57:43 Runcorn: Widnes split for new housing and employment development	<ul style="list-style-type: none"> Production and adoption of Site Allocations DPD Development management approach
CS2 Sustainable Development Principles	Improvement in Q overall deprivation score as an indication of Quality of Life	An improvement in Halton's rank of 27 30 th most deprived local authority in the country (IMD, 2010 07)	-Integration with the Sustainable Community Strategy (2011-2026)
	Sustained economic growth	Improvement in the Economic Activity rate in Halton (74.2% in 2009/10, NOMIS[1])	Integration with the Sustainable Community Strategy (2011-2026)
	Remediation of contaminated land	Sites remediated to deliver benefits to Halton	Development management approach
	Reduction in carbon emissions	Reduction in CO ₂ emissions per capita by 4% per annum (Baseline of 9.4 tonnes per capita in 2008); ²	Production and adoption of Sustainable Development and Climate Change SPD
CS3 Housing Supply and Locational Priorities	Supply of available housing land	Maintain a 5 year supply of deliverable housing: <ul style="list-style-type: none"> Boroughwide In Runcorn In Widnes / Hale 	<ul style="list-style-type: none"> Annual updates to the Strategic Housing Land Availability Assessment (SHLAA) Production and Adoption of Site Allocations and Development Management DPD by 2014
	Housing Trajectory including net housing completion	400/600/500 net new homes per annum (in accordance with relevant policy period), contributing to 9 8,000 homes total over the plan period to 202 8 6	<p>Trough documents within the LDF</p> <ul style="list-style-type: none"> Production and Adoption of Site Allocations and Development Management DPD by 2014 to ensure adequate sites exist to maintain

¹ Economically Active – Halton www.nomisweb.co.uk/reports/lmp/la/2038432037/subreports/ea_time_series/report.aspx

² CO₂ levels per capita by local authority are available at www.decc.gov.uk/en/content/cms/statistics/indicators/ni186/ni186.aspx

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
			<ul style="list-style-type: none"> housing land supply Annual updates of SHLAA to monitor housing land supply
	Gross housing completions in Halton		
	Percentage of new and converted dwellings on previously developed land	Average of 40% over the plan period	<p>Annual updates of Strategic Housing Land Availability Assessment (SHLAA) to monitor housing land supply</p> <ul style="list-style-type: none"> Production and Adoption of Site Allocations and Development Management DPD by 2014 to ensure brownfield adequate sites exist to maintain housing land supply Annual updates of Strategic Housing Land Availability Assessment (SHLAA) to monitor brownfield housing land supply
	Percentage of new dwellings completed at less than 30 dwellings per hectare (dph) between 30-50dph and above 50dph	Minimum density of 30dph, rising to a minimum density of 40dph in proximity to Town and Local community facilities	<ul style="list-style-type: none"> Development management approach to deliver required densities Annual updates of Housing Monitoring report to record densities on completed residential schemes
CS4 Employment Land Supply and Locational Priorities	+ Available supply of employment land	Maintain 5 year supply of sites available for employment development —(5 year supply should correspond to previous take up rates) <ul style="list-style-type: none"> A 5 year supply equates to 72.35ha of employment land 	<ul style="list-style-type: none"> Production and adoption of Site Allocations and Development Management DPD by 2014 which will allocate sites for employment development as they are required Annual updates of Employment Baseline Report and monitoring of planning applications Development Management approach to employment development planning applications
	Total Amount of additionally completed employment floorspace by type and land type	Total B1 a), b) c), B2 and B8, development with <ul style="list-style-type: none"> 80% of employment development to be delivered on brownfield land 	<ul style="list-style-type: none"> Development Management approach to employment development planning applications and prioritisation of brownfield land for development

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
	Total amount of employment floorspace on previously developed land – by type		-
	Employment Land Available by type		Annual updates of Employment Baseline Report
	Economic Activity Rate		-
	VAT registrations		
	New Business Registration Rates		
	Minimise loss of land within existing employment areas for non-employment uses Amount of employment land lost to residential development	<ul style="list-style-type: none"> -No loss of land for non-employment uses within existing employment areas 	<ul style="list-style-type: none"> -Development Management approach to employment development planning applications to ensure they are located within designated employment areas
CS5 A Network of Centres for Halton	Amount of completed retail, office and leisure development in town centres	Total Completions of retail (<u>Convenience Goods, Comparison Goods and Retail Warehousing</u>) floorspace in line with required floorspace as set out in policy	<ul style="list-style-type: none"> Production and Adoption of Site Allocations and Development Management DPD by 2014 <u>which will allocate sites for retail development where they are required</u> Development management approach to planning applications for retail development to steer proposals to <u>Town Centre locations</u>
	Completions of main town centre uses <u>within</u> designated centres, by type	100% of A1, A2, A3, A4, A5, B1a) and D2 completions within <u>the Borough's Town Centres, the District Centre and Neighbourhood Centres</u>	<ul style="list-style-type: none"> Production and Adoption of Runcorn Old Town SPD by 2012 Production and adoption of Widnes Town Centre SPD by 2014 Production and adoption of Halton Lea Town Centre SPD by 2014
	Percentage of retail development in edge-of-centre or out-of-centre locations	Minimise <u>development outside of designated Town Centres</u>	Production and Adoption of Widnes Town Centre SPD by 2014 <ul style="list-style-type: none"> Production and adoption of Site Allocations and Development Management DPD by 2014 <u>which will allocate sites for retail development within the designated Town Centres</u> Development management approach to planning applications for retail development to steer proposals to

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
	Number of vacant Town Centre <u>Units within Town Centre locations</u>	Decrease vacancy levels year on year	<p><u>Town Centre locations</u></p> <ul style="list-style-type: none"> <u>Development management approach to planning applications for retail development to steer proposals to Town Centre locations</u> <u>Continue to work in partnership with the Council's Town Centre Manager to monitor and manage vacancy levels</u> <p>Production and Adoption of Halton-Lea Town Centre SPD by 2014</p>
	<u>New neighbourhood centres</u>	<p><u>Creation of new neighbourhood centres at:</u></p> <ul style="list-style-type: none"> <u>Upton Rocks</u> <u>Sandymoor</u> <u>Daresbury</u> <u>Runcorn Waterfront</u> <u>West Bank</u> 	<ul style="list-style-type: none"> <u>Production and adoption of relevant SPDs for areas concerned to guide the design and location of the neighbourhood centres</u> <u>Development management approach to relevant planning applications to establish neighbourhood centres and for uses therein</u>
CS6 Green Belt	Controlling development within the Green Belt	Restrict general development within the Green Belt, with the exception of LJLA <u>(should land be removed from the Green Belt through the Site Allocations DPD)</u> or following a review of Green Belt boundaries should land need to be released in accordance with CS1	Production and Adoption of Site Allocations and Development Management DPD by 2014 <u>to consider removal of land from the Green Belt to facilitate expansion of LJLA.</u>
	<u>Green Belt Review triggers</u>	<p><u>Maintain a 5 year supply of land for both housing and employment development in both Runcorn and Widnes / Hale</u></p> <ul style="list-style-type: none"> <u>Green Belt Review triggered when a 5 year supply of land cannot be demonstrated for the subsequent 3 years and an alternative solution is not forthcoming</u> 	<u>Monitoring 5 year supply of land for housing development in line with policy CS3 through SHLAA</u>
CS7 Infrastructure Provision	<u>Introduction of a regime for Section 106 charges and / or a Community Infrastructure Levy (CIL) for Halton</u>	<u>Adoption of relevant LDF document (CIL Charging Schedule and / or Planning Obligations SPD) by 2014</u>	<ul style="list-style-type: none"> <u>Production of further guidance on securing planning gain through the LDF</u>
	Amount of planning gain secured	Planning gain sought on all applicable developments	<ul style="list-style-type: none"> <u>Production of further guidance on securing planning gain through the LDF</u> <u>Development management approach</u>

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
			Production and Adoption of the Developer Contributions DPD
	Delivery of projects detailed within associated Infrastructure Plan	In line with timescales in Infrastructure Plan	<ul style="list-style-type: none"> • Production of further guidance on securing planning gain through the LDF • Development management approach to securing direct provision of infrastructure and / or contributions • Working in partnership with other Council departments and the development industry to seek funding for necessary infrastructure
CS8 3MG	Delivery Quantity of employment development at the site	Total employment opportunities of land area is 260ha	Working with the Strategic Development Partner to deliver the HBC Field site and associated road and rail infrastructure
	Jobs generated by the site and percentage filled by Halton's residents	Total N number of new jobs generated <ul style="list-style-type: none"> • 60% to be filled by Halton's residents 	<ul style="list-style-type: none"> • A key delivery agency will be Halton People Into Jobs • Development management approach to ensure agreements are in place to require local residents to be considered first for employment opportunities
	Delivery of Western Link Road	Provision of infrastructure – in line with timescales in the Infrastructure Plan	<ul style="list-style-type: none"> • Development management approach to any further planning applications necessary prior to the construction of the road
	Delivery of new rail sidings	Provision of infrastructure – in line with timescales in the Infrastructure Plan	<ul style="list-style-type: none"> • Development management approach to securing direct provision of infrastructure
	Development of HBC Field Site	93,000 Ssqm of rail linked warehousing development on the 18ha HBC Field Site	<ul style="list-style-type: none"> • Development management approach to relevant planning applications
	Improvement to/no decline in the c Condition and setting of the Lovel's Hall Scheduled Monument	Improvement to the setting of Lovel's Hall Scheduled Monument	<ul style="list-style-type: none"> • Development management approach to relevant planning applications • Continuation of partnership working with other Council including those

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
			directly responsible for development at 3MG
CS9 South Widnes	Delivery of Quantity of employment development across the Key Area of Change	Total employment opportunities total 29ha	<ul style="list-style-type: none"> • Production and Adoption of revised Widnes Waterfront SPD by 2013 • Development management approach to relevant planning applications
	Delivery of retail floorspace in Widnes Town Centre	Delivery of up to: <ul style="list-style-type: none"> • 25,000 25,000sqm of convenience/comparison goods retail floorspace and • 19,000 19,000sqm of retail warehousing Bulky Goods floorspace in line with policy 	<ul style="list-style-type: none"> • Production and Adoption of West Bank SPD by 2012 • Production and Adoption of Widnes Town Centre SPD by 2014 • Development management approach to relevant planning applications
	Delivery of new neighbourhood centre in West Bank	Provision of neighbourhood centre by private sector guided by detail within West Bank SPD (once adopted)	<ul style="list-style-type: none"> • Production and Adoption of Widnes Town Centre SPD by 2014 • Production and Adoption of West Bank SPD by 2012 • Development management approach to relevant planning applications
	Delivery of residential development across South Widnes Key Area of Change	Completion of 390 new dwellings across the area within the plan period, in accordance with the broad timings set out in the Core Strategy at CS1	<ul style="list-style-type: none"> • Production and adoption of West Bank SPD by 2012 • Production and adoption of revised Widnes Waterfront SPD by 2013 • Development management approach to relevant planning applications
	Improvement in Air Quality in Widnes Town Centre	Reduction in air pollutants to within acceptable levels	<ul style="list-style-type: none"> • Continue to work with other Council departments (namely Highways and Environmental Health) to improve air quality in Widnes Town Centre, particularly through the production of an Air Quality Action Plan • Development management approach to relevant planning applications

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
	5. — Deprivation in South Widnes	Improvement in the deprivation score for Riverside ward from 46.33 in 2007³	
CS10 West Runcorn	Delivery of employment land across the Key Area of Change	Total employment opportunities total 27ha	<ul style="list-style-type: none"> • Production and aAdoption of Runcorn Old Town SPD by 2012 • Development management approach to relevant planning applications
	Delivery of retail floorspace	Delivery of 3,500sqm of retail floorspace in Runcorn Old Town in line with policy	<ul style="list-style-type: none"> • Production and aAdoption of Runcorn Waterfront SPD by 2013 • Development management approach to relevant planning applications
	Delivery of residential development	3. — <ul style="list-style-type: none"> • Completion of 1330 residential units at Runcorn Waterfront aligned with the broad timescales included in the Core Strategy at CSI SHLAA. • Larger number of units at Runcorn Waterfront dependent on the developer securing a secondary access. 	<ul style="list-style-type: none"> • Production and adoption of Runcorn Waterfront SPD by 2013 • Development management approach to relevant planning applications • Provision of adequate road access to Runcorn Waterfront site.
	Redevelopment of Mersey Gateway Port (Weston Docks)	Delivery of civil waterway port with associated road and rail infrastructure within the plan period	<ul style="list-style-type: none"> • Development management approach to relevant planning applications • Continue to work in partnership with other Council departments responsible for bringing forward development at this location
CS11 East Runcorn	Expansion of Daresbury SIC	19ha/93,000sqm of employment at Daresbury SIC	<ul style="list-style-type: none"> • Development management approach to planning applications for science related development • Production and aAdoption of Daresbury SPD by 2013 to provide further guidance on requirements for employment sites
	Expansion of Daresbury Park	40ha of B business development at Daresbury Park— 40ha	<ul style="list-style-type: none"> • Development management approach to planning applications for business

³ ~~Index of Multiple Deprivation 201007 — www2.halton.gov.uk/pdfs/councilanddemocracy/research/imd_2007~~

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
			<ul style="list-style-type: none"> development Production and adoption of Daresbury SPD by 2013 to provide further guidance on requirements for employment sites
	Delivery of housing	1400550 dwellings at Daresbury, 140064 dwellings at Sandymoor aligned with the broad timescales included in the SHLAA within policy CSI I	<ul style="list-style-type: none"> Development management approach to planning applications for housing Production and adoption of Daresbury SPD by 2013 to provide further guidance on requirements for housing sites Implementation of principles within adopted Sandymoor SPD for housing in this location
	Delivery of neighbourhood centres at Daresbury Strategic Site and Sandymoor, primary school at Sandymoor, improvements to public transport in the area	In line with timescales in accompanying Infrastructure Plan	<ul style="list-style-type: none"> Development management approach with private sector delivery agencies Continue to work in partnership with the Council's School Place Planning and Provision team to establish need for a new school at East Runcorn Continue to progress Guide to Railway Investment Projects (GRIP) study with Network Rail to establish feasibility of new station at Daresbury Strategic Site Production and adoption of Daresbury SPD by 2013 to provide guidance on the integration of sustainable transport throughout the site
	-Infrastructure requirements in line with Infrastructure Plan	In line with timescales in accompanying Infrastructure Plan	<ul style="list-style-type: none"> Development management approach to development where the direct or indirect provision of infrastructure will be required Continue to work in partnership with other Council Departments (namely External Funding) and the private sector to seek funding for large scale

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
	Retention of Daresbury Firs and establishment of a green infrastructure network	Delivery of a Green Infrastructure Strategy for Daresbury Strategic Site	<p>infrastructure schemes</p> <ul style="list-style-type: none"> • Work with relevant Council departments (namely Open Space Services) to produce a Green Infrastructure Strategy for the Daresbury Strategic Site • Development management approach to any planning application likely to impinge on Daresbury Firs • Production and adoption of Daresbury SPD by 2013 to provide further guidance on protection of greenspace including Daresbury Firs
CS12 Housing Mix	Provision of a range of house sizes (number of bedrooms) and types provided across sites	Address identified imbalances from Halton SHMA (2011) on sites of 10 or more dwellings	<ul style="list-style-type: none"> • The Delivery agency is= Homebuilders, RSLs • Production and adoption of Site Allocations and Development Management DPD by 2014 which will provide further guidance on the mix of house types and sizes to be provided on specific sites
	Percentage of homes achieving Lifetime Homes Standards	85% (excluding dwellings which come forward on sites of less than 10 dwellings)	Production and a Adoption of Site Allocations and Development Management DPD by 2014
	Provision of specialist housing for the elderly	Allocating sites for specialist or extra-care housing to contribute to the delivery of: <ul style="list-style-type: none"> • 214 extra care units by 2017 • 22 extra care units for adults with learning difficulties by 2015 	<ul style="list-style-type: none"> • Production and adoption of Site Allocations and Development Management DPD by 2014 to assist in identifying and allocating sites which may be appropriate for extra care and supported housing • Continue to work with Council departments responsible for commissioning extra-care accommodation to ensure that the Borough's needs are met • Development management approach to

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
	<p>Limiting an oversupply in Residential Care Accommodation</p>	<p>Maintain percentage of vacant bedspaces within Residential Care Accommodation at an acceptable level of below 20%</p>	<p>ensure that appropriate facilities are located in the most suitable locations</p> <ul style="list-style-type: none"> • Continue to work with Council departments responsible for commissioning extra-care accommodation • Development management approach to ensure that proposals for Residential Care Accommodation are made aware of their potential to exacerbate an oversupply in provision
<p>CS13 Affordable Housing</p>	<p>Total Affordable housing completions</p> <p>a. —</p> <ul style="list-style-type: none"> • Through planning agreements on private developments <p>b. —</p> <ul style="list-style-type: none"> • By RSLs <p>Percentage of affordable homes delivered on applicable schemes</p> <p>Split between social rented and intermediate homes</p>	<p>Target from SHMA?</p> <ul style="list-style-type: none"> • a. —35% residential floorspace to be provided as affordable housing across sites of greater than 10+5 dwellings or greater than 0.33ha in size • b. —Maximise provision of affordable housing by RSLs (determined by availability of public subsidy) <p>Halton SHMA (2011) indicates a requirement for 891 affordable units per annum, which is unachievable given related housing delivery targets in CS1 and CS3. Therefore target is to maximise affordable housing delivery.</p> <ul style="list-style-type: none"> • 35% residential floorspace to be provided as affordable housing on sites of greater than 10 dwellings or greater than 0.33ha in size • 100% of affordable homes to be delivered the development site subject to the affordable housing requirement <p>50:50 75:25 Social rented: Intermediate homes on applicable sites delivering affordable housing</p>	<ul style="list-style-type: none"> • The Delivery agencies are Homebuilders and, RSLs. • Housing Strategy department to assist in pairing up HBC preferred RSL partners with private developers. • Development Management approach including early negotiations • Continue to work with RSLs and the Homes and Communities Agency to secure funding for the provision of affordable housing by social landlords <p>-Development Management approach including early negotiations</p> <ul style="list-style-type: none"> • -Development Management approach • Continue to work in partnership with the Council's Housing Strategy department to deliver the desired mix of tenure types by the most appropriate RSL partners

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
CS14 Meeting the Needs of Gypsies, Travellers and Travelling Showpeople	Net Additional pitches – Gypsy and Traveller	Allocation of sites/extension to existing sites for Gypsies and Travellers and Travelling Showpeople	<ul style="list-style-type: none"> • The Delivery Agency is the Gypsy and Traveller communities and HBC (for sites to be Council owned/run) • Production and adoption of Site Allocations and Development Management DPD which will allocated sites for Gypsy and Traveller pitches as required • Development Management approach to any planning applications for Gypsy and Traveller pitches or sites
	Total number of permanent and transit pitches	-Increase in the current number of permanent pitches (40) and transit pitches (10) where there is an identified need for additional provision	Maintain an up to date assessment of needs through Gypsy and Traveller Accommodation Assessment (GTAA) with neighbouring authorities in Cheshire
CS15 Sustainable Transport	Reduction in the number of unsustainable trips	<p>a. Travel to school</p> <ul style="list-style-type: none"> • Increase modal share—increase in of sustainable modes (bus, rail, cycling and walking) • Number of cycle trips (157 trips annualised index, LTP Indicators 2007/08) • Increase total length of cycle ways in the Borough 	<ul style="list-style-type: none"> • Continue to work in partnership with relevant departments from across the Council including Highways, including to assist with funding applications necessary to deliver transport improvements • Work with external partners responsible for the provision of bus services in the Borough to increase patronage, service coverage and frequency • Production and aAdoption of Transport and Accessibility SPD by 2013 which will set standards for incorporating sustainable transport measures into development • Production and adoption of Site Allocations and Development Management DPD which will safeguard new and existing routes and facilities in the Sustainable Transport Network

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
	<p>a. Number of Travel Plans associated with development applications for large trip generating uses</p>	<p>100% for all relevant large trip generating planning applications b. Increase in bus patronage</p>	<ul style="list-style-type: none"> Continue to work in partnership with Council Highways Department who assist external partners with the production of Travel Plans Development Management approach ensuring that early discussions highlight the need for a Travel Plan on relevant applications
	<p>b. Percentage of local firms (100+ employees) with Commuter Plan in place a. Reinstatement of Halton Curve rail route</p>	<p>c. Number of cycle trips (157 trips annualised index, LTP Indicators 2007/08) Increased usage of Halton Curve rail route for passenger travel within plan period</p>	<ul style="list-style-type: none"> Continue to work in partnership with Merseytravel to seek a funding to re-open this rail line.
	<p>3. Implementation of maximum parking standards Widnes Railway Station</p>	<p>a. All large trip generating planning applications Improvements to passenger facilities at Widnes Railway Station</p>	<ul style="list-style-type: none"> Continue to work in partnership with Merseytravel to seek a funding to re-open this rail line. Development Management approach to any planning applications at the station to enhance the facilities for all users
	-	<p>b. 40% (33%, LTP Indicators 2007/08) No exceedance of maximum standards</p>	
CS16 The Mersey Gateway Project	Delivery of the Mersey Gateway Bridge	In accordance with timings as set out in Infrastructure Plan	<p>Adoption of West Bank and Runcorn Old Town SPDs Development Management approach to any further planning applications required for the Bridge and related infrastructure</p>
	Sustainable transport use of the Silver Jubilee Bridge (SJB)	Increased usage of the SJB for sustainable transport, following the construction of the Mersey Gateway bridge	<ul style="list-style-type: none"> In partnership with Council Highways department In accordance with strategies set out within Halton Local Transport Plan 3
	Capitalising on regeneration opportunities presented by the Mersey Gateway Project	Relevant planning applications falling within the Mersey Gateway Project area and immediate surroundings	<ul style="list-style-type: none"> Adoption of West Bank and Runcorn Old Town SPDs Development Management approach to relevant planning applications
	Minimisation and mitigation of potential negative environmental impacts	<ul style="list-style-type: none"> Creation of saltmarsh nature reserve Additional nature management at Wigg Island Wider enhancements to the Upper Mersey 	<ul style="list-style-type: none"> Continued management of existing habitats and habitat creation in partnership with other Council

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
		Estuary	departments and Natural England
CS17 Liverpool John Lennon Airport	Consideration of a Amendment of to Halton's the Green Belt boundaries to facilitate the runway extension at Liverpool John Lennon Airport (LJLA)	Adoption of Site Allocations DPD by 2014	Production and Adoption of Site Allocations DPD by 2014
	Managing negative environmental and social impacts	<ul style="list-style-type: none"> Minimise noise pollution Control risks to public safety, including through extension to Public Safety Zone (PSZ) as necessary Preserve landscape value, including through delivery of extension to Coastal Reserve 	<ul style="list-style-type: none"> Continued monitoring by LJLA and HBC Production and adoption of Site Allocations and Development Management DPD to designate potential extension to PSZ Implementation of Planning for Risk SPD
CS18 High Quality Design	Resident satisfaction with local area	Maintain and increase current level of resident satisfaction (70.4% of people satisfied with their local area in 2009) ⁴	<ul style="list-style-type: none"> Adoption of Design of Residential Development SPD by 2012 Partnership approach with other Council services including implementation of the Sustainable Community Strategy (2011-2026)
	Percentage of residents feeling safe in their area after dark	Reduce level (24.4% of people think that anti-social behaviour is a problem in their local area) ⁴	Partnership approach with other Council services including implementation of the Sustainable Community Strategy (2011-2026)
	Homes/commercial areas built to Building for Life / Secured by Design standards.	Increase number of developments which have regard to these standards	Promotion of standards through Development Management approach
CS19 Sustainable Development and Climate Change	Reduction in Halton's contribution to CO ₂ production and climate change	Reduction in CO₂ emissions from 2005 baseline of 10.1 tonnes per capita (2005)	<ul style="list-style-type: none"> Production and Adoption of the Sustainable Development and Climate Change SPD by 2013 Partnership approach with other Council services including implementation of the Sustainable Community Strategy (2011-2026)
	Percentage of new residential development achieving Code for Sustainable Homes Level 3	100% Code Level 3 from 2011, rising to 100% Code Level 4 from 2013, and 100% Code Level 6 from 2016	Production and Adoption of the Sustainable Development and Climate Change SPD by 2013

⁴ [Place Survey 2009 - www2.halton.gov.uk/pdfs/councilanddemocracy/research/placehead.xls](http://www2.halton.gov.uk/pdfs/councilanddemocracy/research/placehead.xls)

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
	Percentage of new commercial development achieving BREEAM Very Good standards	100% BREEAM Very Good from 2011 and 100% BREEAM Excellent from 2013	Production and Adoption of the Sustainable Development and Climate Change SPD by 2013
	Renewable energy capacity installed by type	Increase the capacity and number of renewable energy installations in the Borough	Production and Adoption of Site Allocations and Development Management DPD by 2014 to provide more detailed policy for renewable energy facilities and / or allocation of sites for renewable energy production
CS20 Natural and Historic Environment	-Condition of SSSIs - Percentage favourable	No decline in current position of SSSIs: <ul style="list-style-type: none"> Mersey Estuary -99.18% favourable or unfavourable but recovering -at OctoberApril 2011⁵, Red Brow Cutting - 100% favourable at AprilOctober 2011⁶, Flood Brook Clough - 100% favourable at AprilOctober 2011⁷ 	Production and Adoption of the Local List SPD by 2014 <ul style="list-style-type: none"> Continued management of SSSIs in partnership with other Council departments and Natural England Development Management approach to avoid any potential detrimental impact on SSSIs
	Maintaining Conservation Areas and Listed Buildings	Maintain total area designated as Conservation Areas and number of Listed Buildings	<ul style="list-style-type: none"> Production and Adoption of the Local List SPD by 2014 Production of Conservation Area Appraisals as required
	Maintaining Landscape Character Areas <i>(as defined by the Landscape Character Assessment)</i> and their condition	No net loss of the Borough's landscape character	Development management approach and awareness of the Borough's Landscape Character
	Change in areas and populations of biodiversity importance including a- Change in priority habitats and change in species (by type)	4.a-Expansion of Reedbeds habitats and preservation of Saltmarsh habitats and increase in BAP species b- No change in area of SPA, Ramsar, SSSI c- No net loss of Local Wildlife Sites	<ul style="list-style-type: none"> Continued management of priority habitats and species in partnership with other Council departments and Natural England
	b- Change in areas designated for their intrinsic environmental value including sites of international,	<ul style="list-style-type: none"> No change in area of SPA, Ramsar, SSSI No net loss of Local Wildlife Sites 	<ul style="list-style-type: none"> Production and Adoption of Site Allocations and Development

⁵ Mersey Estuary SSSI Condition Summary - www.sssi.naturalengland.org.uk/Special/sssi/reportAction.cfm?report=sdrt18&category=S&reference=1001398

⁶ Red Brow Cutting SSSI Condition Summary - www.sssi.naturalengland.org.uk/special/sssi/reportAction.cfm?report=sdrt18&category=S&reference=1005790

⁷ Flood Brook Clough SSSI Condition Summary - www.sssi.naturalengland.org.uk/special/sssi/reportAction.cfm?report=sdrt18&category=S&reference=1002557

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
	national, regional, sub regional or local significance	Increase	Management DPD by 2014 to further protect existing sites and to designate newly identified Local Wildlife Sites
CS21 Green Infrastructure	Extent of Green Infrastructure network	Maximise on relevant applications <ul style="list-style-type: none"> Additions to the extent and quality of the Green Infrastructure network (2009 baseline of 1484.064ha) Avoidance of loss of Green Infrastructure 	<ul style="list-style-type: none"> Production and Adoption of Site Allocations and Development Management DPD by 2014 to further protect existing sites and to allocate new sites Production of Green Infrastructure Strategy in partnership with other Council departments
	Amount of developer contributions sought for improvements to the Green Infrastructure network	Maintain and increase the number of Green Flag award greenspaces (Baseline of 12 Green Flag awards in 2010) Maximise on relevant applications	<ul style="list-style-type: none"> Development management approach and negotiations Production of further guidance on securing planning gain through the LDF
	Number of greenspaces awarded the Green Flag standard	Maintain and increase the number of Green Flag award greenspaces (Baseline of 12 Green Flag awards in 2010) Additions to the extent and quality of the Green Infrastructure network (2009 Baseline of 1484.064ha)	<ul style="list-style-type: none"> Continued management of the Borough's open spaces by the Open Space Services department
CS22 Health and Well-Being	Percentage / number of A5 (Hot-Food Take-away) units within town, district and local centres	Minimise percentage and avoid clustering	Production and Adoption of the Hot Food Takeaways SPD by 2012
	Number of applications requiring a Health Impact Assessment (HIA)	100% of large scale major development applications to undertake HIA	Development Management approach and identification of relevant applications requiring HIA at an early stage
CS23 Managing Pollution and Risk	Development within flood zones	-No highly vulnerable or more vulnerable development within Flood Zone 3 and a reduction in other uses gaining planning permission in this zone	Continual monitoring of air quality across the Borough
	Number of planning applications in flood zones which are permitted, contrary to the advice of the Environment Agency ⁸	None	<ul style="list-style-type: none"> Production and adoption of Site Allocations and Development Management DPD to steer development away from flood zones

⁸ Major Planning Applications where the Environment Agency has an outstanding objection on flood risk grounds - www.environment-agency.gov.uk/research/planning/33698.aspx

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
			<ul style="list-style-type: none"> • Development management approach
	Number of planning applications which are permitted contrary to the advice of the Environment Agency on water quality grounds	None	<ul style="list-style-type: none"> • Development management approach
	Development not in accordance with Health and Safety Executive (HSE) endorsed approach for managing risk	None	<ul style="list-style-type: none"> • Continuation of partnership working with the HSE • Use of Planning for Risk SPD • Development management approach
	Number of P otentially contaminated sites which have been subject to site investigations work/remediation	Increase in line with Brownfield Strategy for Halton	<ul style="list-style-type: none"> • Applications for funding from DEFRA for remediation works
	Improvements in air quality within designated Air Quality Management Areas in the Borough	Reduction of air pollutants to within Objective levels	<ul style="list-style-type: none"> • Continuation of air quality monitoring
CS24 Waste	Safeguarding of sites for the purpose of waste management	Provision of sites for waste management purposes through DPD	Production and A adoption of the Joint Merseyside and Halton Waste DPD by 2013
	Capacity of new waste management facilities by waste planning authority	Increasing recovery capacity of waste facilities in the Borough	<ul style="list-style-type: none"> • Production and adoption of the Joint Merseyside and Halton Waste DPD • Development management approach to applications for waste management facilities
	Total municipal waste ⁹	Decrease waste going to landfill each year (45,006 tonnes, 2009/10) and decrease in total municipal waste (68,203 tonnes, 2009/10)	<ul style="list-style-type: none"> • Production and adoption of the Joint Merseyside and Halton Waste DPD • Partnership approach with the Council's Waste and Recycling Service
CS25 Minerals	Total land won aggregates to contribute to North West regional requirement	Contribution to Merseyside/Greater Manchester/Warrington / Halton apportionment of 4.1 million tonnes of sand and gravel and 26 million tonnes of crushed rock ¹⁰	Production and a Adoption of Site Allocations and Development Management DPD by 2014
	Total secondary won aggregates	Safeguarding of sites where there may be minerals resources 20% of aggregates used in construction to be from secondary or recycled sources, rising to 25% by 2021	<ul style="list-style-type: none"> • Use of Code for Sustainable Homes / BREEAM standards to encourage use of recycled materials • Production and adoption of Site Allocations and Development

⁹ DEFRA Municipal Waste Statistics 2009/10 - <http://www.defra.gov.uk/statistics/environment/waste/wrfg23-wrmsannual/>

¹⁰ [North West Regional Aggregates Working Party - Sub-regional Apportionment of Aggregates in the North West 2001-2016](#)

Policy	Indicators	Targets <i>(All indicators will be monitored annually, unless otherwise stated)</i>	Implementation and Delivery
			<p>Management DPD by 2014</p> <ul style="list-style-type: none"> • Production and adoption of Sustainable Development and Climate Change SPD by 2013
	Designation of sites as minerals safeguarding areas or Minerals Areas of Search	Safeguarding of sites where there may be minerals resources, as identified through evidence base.	Production and adoption of Site Allocations and Development Management DPD by 2014

APPENDIX 4 SCHEDULE OF UDP POLICIES TO BE REPLACED

- I. This appendix seeks to provide a comprehensive list of the saved policies from the Halton Unitary Development Plan (UDP) which will be deleted upon adoption of the Halton Core Strategy.

Halton Core Strategy: Proposed Submission Document	UDP Policies to be Replaced
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SPATIAL POLICIES		
CS1	Halton's Spatial Strategy	S1, S24
CS2	Sustainable Development	
CS3	Housing Supply and Locational Priorities	S18, H2
CS4	Employment Land Supply and Locational Priorities	S19
CS5	A Network of Centres for Halton	S16, S17
CS6	Green Belt	S21
CS7	Infrastructure Provision	S25

KEY AREAS OF CHANGE		
CS8	3MG	S20, E7
CS9	South Widnes	RG1, RG2, RG3
CS10	West Runcorn	RG4
CS11	East Runcorn	S20, E6

CORE POLICIES		
CS12	Housing Mix	
CS13	Affordable Housing	
CS14	Meeting the Needs of Gypsies, Travellers and Travelling Show People	H5
CS15	Sustainable Transport	S13
CS16	The Mersey Gateway Project	S14
CS17	Liverpool John Lennon Airport	TP20
CS18	High Quality Design	
CS19	Sustainable Development and Climate Change	S10, S11
CS20	Natural and Historic Environment	
CS21	Green Infrastructure	S3
CS22	Health and Well-Being	
CS23	Managing Pollution and Risk	S4, S5, S6
CS24	Waste	S7, S8
CS25	Minerals	S7, MW5

APPENDIX 5 GLOSSARY OF TERMS AND LIST OF ACRONYMS

- 3MG Mersey Multimodal Gateway** The Mersey Multimodal Gateway, commonly referred to as 3MG is the regionally significant inter-modal (rail-road) freight terminal located on the West Coast Main Line at Ditton (Widnes).
- Affordable Housing** Affordable housing includes social rented and intermediate housing, provided at below market rates to specified eligible households whose needs are not met by the market and includes social rented and intermediate housing. A full definition is included in Annex B to PPS3.
- AA Appropriate Assessment** Comprising the latter two stages of Habitats Regulation Assessment (HRA), AA is the assessment of likely effects of a development plan or proposal on the integrity of designated European wildlife sites, and the identification of mitigation measures or alternative solutions, where appropriate.
- AAP Area Action Plan** An AAP is a Development Plan Document (DPD) within the Local Development Framework (LDF), which provides the planning framework for a specific geographic area.
- AMR Annual Monitoring Report** The AMR is part of the Local Development Framework (LDF) and assesses the implementation of the Local Development Scheme (LDS) and the extent to which policies in [Local Development Documents \(LDDs\)](#) are being successfully implemented.
- AQMA Air Quality Management Area** AQMAs are declared by Local Authorities in areas where there is poor air quality and national air quality objectives are not being met. AQMAs can range in size from a couple of streets to much bigger areas. Once declared, the Local Authority must compile a plan to improve the air quality in this area.
- BAP Biodiversity Action Plan** A Local BAP provides an overarching framework for habitat and species conservation, and works on the basis of partnership to identify local priorities and targets.
- BREEAM Building Research Establishment Environmental Assessment Method** BREEAM is a family of assessment methods and tools used to assess the environmental performance of any type of building (new and existing).
- Brownfield Land** See Previously Developed Land (PDL)
- CHP Combined Heat and Power** [CHP is a](#) highly fuel efficient technology which produces electricity and usable heat from a single generation facility.
- CLG (Department for) Communities and Local Government**
- CSH Code for Sustainable Homes** The CSH is an environmental assessment method for new homes and contains mandatory performance levels in 7 key areas.
- Conservation Area** A Conservation Area is any area of “special architectural or historic interest” whose character or appearance is worth protecting or enhancing. This “specialness” is judged against local and regional criteria, rather than national importance, and designation leads to restriction of permitted development.

COMAH Control of Major Accident Hazards (Regulations, 1999) COMAH regulations apply mainly to the chemical industry, but also to some storage activities, explosives and nuclear sites, and other industries where threshold quantities of dangerous substances identified in the Regulations are kept or used and aim to ensure all necessary measures to prevent major accidents and limit the consequences to people and the environment of any major accidents which do occur. This includes controlling land uses and developments within prescribed distances of regulated sites.

CS Core Strategy

DEFRA Department for Environment, Food and Rural Affairs

DfT Department for Transport

DPD Development Plan Document Part of the Local Development Framework (LDF), DPDs form part of the statutory development plan for an area. DPDs also include Area Action Plan DPDs.

DH District Heating DH is a system for distributing heat generated in a centralised location for residential and commercial heating requirements.

EPZ Energy Priority Zones EPZs are general locations across the Liverpool City Region identified for their potential to deliver renewable and low carbon energy. This includes areas suitable for District Heating Biomass CHP and areas of search for wind energy.

EqlA Equality Impact Assessment EqlA is a method of assessing whether a plan, policy or project will have a foreseeable and disproportionate impact on specific sectors of society. It can help to ensure that policies and projects reflect the needs of different groups that it will affect. An EqlA has been carried out on the Core Strategy.

GI Green Infrastructure GI is the network of multifunctional greenspace and other environmental features. It includes parks, open spaces, playing fields, woodlands, allotments and private gardens.

Green Belt “Green Belt” is a planning designation with the aim of keeping land permanently open for the purpose of (1) checking unrestricted urban sprawl (2) preventing neighbouring towns from merging (3) safeguarding the countryside from encroachment (4) preserve the setting and special character of historic towns; and (5) assisting urban regeneration, by encouraging the recycling of derelict and other urban land.

Gypsies and Travellers Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling show people or circus people travelling together as such.

HSTN Halton Sustainable Transport Network The HSTN is the connected network of sustainable transport facilities in Halton, encompassing the Core Bus Network, the rail network, the Greenway Network, and other walking and cycling routes. It also includes links to transport interchanges, as well as links to sub-regional sustainable transport routes.

HBC Halton Borough Council

HCA Homes and Communities Agency

HIA Health Impact Assessment HIA is a method for assessing the potential health impacts, positive or negative, of a policy, programme or project. Outcomes are in the form of recommendations to minimise possible negative health impacts and enhance predicted positive ones. A HIA has been undertaken on the Core Strategy.

HRA Habitats Regulation Assessment HRA is an assessment of the potential effects of a policy contained within a plan or programme on one or more sites designated as important at the European Level, namely Special Protection Areas (SPAs) and Special Areas of Conservation (SACs). Ramsar sites and candidate areas are also often assessed alongside these sites. The process of assessing development plans is split into three discrete phases: 1) Screening, or identifying whether a plan is likely to have significant effects on a European site; 2) Ascertaining the effects on site integrity; and 3) Identification of mitigation measures and alternative solutions.

HSE Health and Safety Executive Governmental Executive Agency responsible for promoting and enforcing workplace health and safety.

IMD Index of Multiple Deprivation IMD is a national indicator set combining statistics across a range of economic, social and housing issues into single deprivation scores. Published at [Super Output Area](#) level, the IMD allows areas to be ranked across a number of domains relative to one another.

JELPS Joint Employment Land and Premises Study This is a research study commissioned by Halton, Knowsley, Sefton and West Lancashire Council's to look at the supply and demand for land and premises for business purposes.

Key Diagram The Key Diagram is a diagrammatic interpretation of a spatial strategy contained within a spatial planning policy document such as a Core Strategy.

LCA Landscape Character Assessment The LCA identifies, describes and maps areas according to various landscape character types. The assessment also provides guidelines for positive change to ensure the preservation of local landscape distinctiveness is conserved, maintained and enhanced.

LCR Liverpool City Region

LDD Local Development Document LDDs are documents within the Local Development Framework (LDF).

LDF Local Development Framework The LDF is the portfolio of Local Development Documents (LDDs) including Development Plan Documents (DPDs), Supplementary Planning Documents (SPDs) and process documents, including the Statement of Community Involvement (SCI), Local Development Scheme (LDS) and the Annual Monitoring Report (AMR). The LDF also includes the Saved Policies of the Unitary Development Plan (UDP), which will eventually be replaced by policies in LDDs.

LDS Local Development Scheme The LDS sets the timetable for the production of the Local Development Framework ([LDF](#)) and its constituent documents, and provides

details of all of the Local Development Documents (LDDs) to be produced.

Listed Building A listed building is a building or other structure officially designated as being of special architectural, historic or cultural significance. There are three types of listed status, in descending order of importance: Grade I, Grade II* and Grade II. Works or alterations, including certain maintenance require specific Listed Building Consent (which is separate and in addition to planning consent).

LJLA Liverpool John Lennon Airport

LNR Local Nature Reserve Local Nature Reserves (LNR) are places with wildlife or geological features that are of special interest locally. In addition to supporting bio- and geodiversity, LNRs also offer opportunities for people to learn about and enjoy the natural environment.

LPA Local Planning Authority

LTP Local Transport Plan An LTP sets out the Council's objectives, strategies and policies for transport, detailing the schemes and initiatives that will be delivered, together with the performance indicators and targets used to monitor progress.

Local Wildlife Sites A Local Wildlife Site is a designation used to protect areas of importance for wildlife at a local scale. Previously known as Site of Importance for Nature Conservation (SINC).

Natura 2000 Natura 2000 is the European ecological network of sites established under the Habitats Directive. Its main purpose is the protection of habitat types and plant and animal species of community interest in the European Union.

NWDA North West Development Agency

PADHI Planning Advice for Development near Hazardous Installations PADHI is the methodology and software decision support tool developed and used by the Health and Safety Executive ([HSE](#)) used to give advice on proposed developments near hazardous installations.

PDL Previously Developed Land PDL is that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure.

PINs Planning Inspectorate PINs is the Government Agency with responsibility for processing planning and enforcement appeals and holding examinations into Development Plan Documents (DPDs).

PPG Planning Policy Guidance PPGs are Central Government statements of national planning policy and guidance.

PPS Planning Policy Statement PPSs are prepared by Central Government as statements of national planning policy and provide guidance to local planning authorities and others on planning policy and the operation of the planning system.

PSZ Public Safety Zone Area where new development will be restricted to control the population exposed to increased risk from a specified hazard.

Ramsar Site Wetland sites covered by the Convention on Wetlands, signed in Ramsar, Iran, in 1971, is an intergovernmental treaty which provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources.

RSL Registered Social Landlord Including Housing Associations and Councils, RSLs are independent not-for-profit organisations providing low cost “social housing” for those in housing need and are the UK’s major provider of homes for rent, as well as providing opportunities for shared ownership.

SA Sustainability Appraisal This process appraises the social, environmental and economic effects of the policies contained within Local Development Documents (LDDs), including all Development Plan Documents (DPDs) and where appropriate, Supplementary Planning Documents (SPDs).

SAC Special Area of Conservation A SAC is a designation under the European Union Habitats Directive, providing increased protection to a variety of wild animals, plants and habitats and are a vital part of global efforts to conserve the world’s biodiversity.

Scheduled Monument A Scheduled Monument is a nationally important historic building or structure or archaeological site, given protection against detrimental and unauthorised change.

SCI Statement of Community Involvement The SCI sets out the role that the community and other stakeholders will play in the production of all documents within the Local Development Framework (LDF), as well as their role concerning planning applications.

SCS Sustainable Community Strategy The SCS provides an overarching framework through which the corporate, strategic and operational plans of the partners within a Local Strategic Partnership can contribute.

SEA Strategic Environmental Assessment European Directive 2001/42/EC (the SEA Directive) requires a formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment. To meet the requirements of the directive, a body must prepare an environmental report in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and geographical scope of the plan, are identified, described and evaluated.

SFRA Strategic Flood Risk Assessment SFRA are primarily produced by local planning authorities, in consultation with the Environment Agency, and are intended to form the basis for preparing appropriate policies for flood risk management at the local level.

SHLAA Strategic Housing Land Availability Assessment A [SHLAA](#) is a systematic assessment of the land developable and deliverable for housing within an area. The assessment includes a ‘Call for Sites’ where the public can promote sites as being suitable for housing development and appraisal of deliverability by a panel of developers and Registered Social Landlords (RSLs) active in the local market.

SHMA Strategic Housing Market Assessment SHMA is a study across an identified largely ‘self contained’ housing market to provide understanding how the market operates and is likely to operate in the future. A SHMA provides an assessment of past, current and future trends in housing type and tenure, household size, and housing need,

including an assessment of the needs of groups with particular housing requirements. In the preparation of the document, a consistent sub-regional approach is important, as is the involvement of key stakeholders in the local housing market.

SIC Science and Innovation Campus

SJB Silver Jubilee Bridge

SINC Site of Importance for Nature Conservation

SO Strategic Objective

SPA Special Protection Area SPAs are designations under the European Union directive on the Conservation of Wild Birds. Together with Special Areas of Conservation, the SPAs form a network of protected sites across the European Union, called Natura 2000.

SPD Supplementary Planning Document Part of the LDF, SPDs provide supplementary information in respect of the policies contained in DPDs, and tend to focus on particular issues or on particular places. They do not form part of the Development Plan and are not subject to an independent examination.

SSSI Site of Special Scientific Interest A SSSI is a national conservation designation denoting a protected area. SSSIs are the basis of other site-based nature and geological conservation, including National Nature Reserves, Ramsar Sites, Special Protection Areas (SPAs) and Special Areas of Conservation (SACs).

Strategic Site A Strategic Site is an area which is considered central to the achievement of an authority's Core Strategy. National planning policy allows Core Strategies to specifically identify and allocate such sites for development.

Travelling Showpeople Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such), but excludes Gypsies and Travellers ~~as defined in the Office of the Deputy Prime Minister (ODPM) Circular 1/2006.~~

UDP Unitary Development Plan A UDP [is a](#) development plan prepared under the pre-2004 system by a Metropolitan district or Unitary Local Authority, which contains policies equivalent to those in both a structure plan and local plan, forming the part of the authority's statutory development plan. Policies from which are saved for an initial 3 year, or indeterminate period by consent of the Secretary of State and form part of the Development Plan for an area until superseded or otherwise deleted by a Development Plan Document (DPD).

Use Classes Order The Town and Country Planning (Use Classes) Order 1987 and subsequent amendments, group a number of land uses into categories or 'Use Classes'.



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REPORT TO:	Executive Board
DATE:	30 th June 2011
REPORTING OFFICER:	Strategic Director – Children and Enterprise
SUBJECT:	Children & Young People's Plan 2011-14
WARD(S)	Borough-wide

1.0 PURPOSE OF THE REPORT

- 1.1 This report seeks Executive Board approval for the new Children & Young People's Plan 2011-14 to proceed to Full Council for adoption.

2.0 RECOMMENDATION: That Council be recommended to endorse and adopt the Children and Young People's Plan 2011-14.

3.0 SUPPORTING INFORMATION

- 3.1 The CYPP is the agreed joint strategy of the partners in the Children's Trust, detailing how they will co-operate to improve children's wellbeing. It represents Halton's local vision and aspirations for children and young people in the borough. It provides strategic direction and determines how the Children's Trust Board will work together to commission services to address locally identified needs and better integrate provision.
- 3.2 The CYPP is a core element within the overall vision for the borough, as contained within the Sustainable Community Strategy.
- 3.3 Halton's first Children & Young People's Plan (CYPP) was published in 2006, covering a three year period to 2009. The second CYPP for Halton was published in 2009 and ran until March 31st 2011.
- 3.4 Halton's Children's Trust Board was established in 2008 in line with national requirements that became statutory on April 1st 2010. The Apprenticeships, Skills, Children and Learning (ASCL) Act 2009, together with the Children's Trust Statutory Guidance 2010, increased the Trust's powers in a number of ways, widening the number of statutory partners on the Trust, and designating responsibility for producing, implementing and reviewing the Children & Young People's Plan to all partners on the Trust jointly.
- 3.5 The Coalition Government announced in July 2010 its intention to reform Children's Trusts. The proposals came into force from October 31st 2010 and included:
- removing the duty on schools to co-operate through Children's

Trusts

- removing the requirement on local authorities to set up Children's Trust Boards and the requirement on those Boards to prepare and publish a joint Children and Young People's Plan (CYPP)
- revoking the regulations underpinning the CYPP and withdrawing the statutory guidance on Children's Trusts.

3.6 Although the Coalition Government removed the statutory footing for Children's Trusts, it did reconfirm its commitment to working in partnership to improve outcomes for children and young people through locally agreed partnerships. The reforms allow each local authority area to agree its own way forward in terms of delivering children and young people's services. The duty for partners to co-operate will continue, but the list of statutory partners reduced to remove the bureaucracy surrounding Children's Trusts or similar local partnerships for partners, and in particular schools.

3.7 Following the announcement of the reforms, the future of Halton's Children's Trust was discussed at both the Children's Trust Board and Executive Group. At both there was universal agreement from all partners for the Trust to continue in its current format, as the overarching multi agency body that contains all children & young people's services in Halton. This reflects the breadth and strength of partnership working across the children & young people's agenda in Halton, as well universal understanding of the need to continue to work in partnership in the challenging economic climate currently faced.

4.0 POLICY IMPLICATIONS

4.1 The Children's Trusts reforms in essence brought a reversal to the pre-April 2010 status of Children's Trusts.

4.2 The reforms removed the requirement to produce a CYPP. With agreement to continue the Children's Trust arrangements came the need for a CYPP to provide strategic direction and so a third CYPP for Halton has been developed within the Children's Trust for a three year period from 2011-14.

4.3 Work began on the new CYPP following a Children's Trust Development Day in December 2010. The event was used to reflect on the progress achieved by the Trust since 2008 in terms of its' priorities, the key initiatives facing the Trust at present and also to agree the priorities for the Trust for the next three years. Following further consultation, the new priorities for the Children's Trust have been agreed as

- Improve outcomes for children and young people through embedding integrated processes to deliver early help and

support.

- Improve outcomes for children and young people through effective joint commissioning
- Improve outcomes for our most vulnerable children and young people by targeting services effectively

4.4 The focus on Safeguarding will continue to be a key theme for the Trust across these priorities.

4.5 The new CYPP is framed around these priorities.

4.6 Work on the new Plan was stopped for a four week period in January and February 2011 as Halton planned for and underwent its Safeguarding & Looked After Children Inspection.

4.7 The CYPP will impact upon all policy areas for children and young people's services across all partner agencies within the Children's Trust in Halton.

5.0 OTHER IMPLICATIONS

5.1 The CYPP is fully aligned with the new Sustainable Community Strategy for Halton 2011-26. It is crucial that partners continue to play an integral role in the delivery of the Plan over the next three years through the Children's Trust structures.

6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

6.1 Children & Young People in Halton

The CYPP is the key strategic document for the Children's Trust, within which all children and young people's services in Halton sits. The Plan outlines the main priorities for the Trust in order to improve outcomes for children, young people and their families in Halton.

6.2 Employment, Learning & Skills in Halton

The Plan has a strong focus on continuing to tackle the numbers of Not in Education, Employment and Training (NEET) young people in Halton, including through the promotion of apprenticeship opportunities.

6.3 A Healthy Halton

Although there is no longer a specific Health priority within the CYPP, Health remains a clear priority for the Children's Trust within the three priorities, fully involved and leading on working within each. Health indicators also remain a key element of the Performance Management Framework that supports the CYPP.

6.4 A Safer Halton

The Plan looks at work being done around alcohol, anti-social behaviour and youth offending. In each of these areas the Trust works closely with the Safer Halton Partnership.

6.5 Halton's Urban Renewal

The CYPP highlights the development of further provision in Halton, including the CRMZ facility in Widnes and additional secure residential accommodation across Halton.

7.0 RISK ANALYSIS

7.1 It is vital that both the Council and Children's Trust continue to be clear about priorities for service delivery and that this strategy receives ratification by Elected Members.

7.2 Absence of a CYPP will:

- Reduce the ability to take account of the local community's aspirations, needs and priorities;
- Have serious implications for Partnership co-ordination between all the public, voluntary and community organisations and other stakeholders that operate locally for the benefit of children, young people and their families;
- Potentially reduce the effectiveness of the Partnership through fragmentation of strategies;

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

8.0 EQUALITY AND DIVERSITY ISSUES

8.1 An Equality Impact Assessment undertaken on the document showed that there are no negative impacts on any individuals and groups within Halton as a result of the Plan. The Children & Young People's Plan facilitates positive action for children and young people overall in Halton and for particular groups of children and young people as appropriate.

9.0 REASON(S) FOR DECISION

9.1 This CYPP has been developed to replace the previous Plan that expired on March 31st 2011 and takes into account the agreed new priorities for the Children's Trust for the next three years. The CYPP is also aligned with the new Sustainable Community Strategy 2011-26.

10.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

10.1 N/A

11.0 IMPLEMENTATION DATE

11.1 The Children & Young People's Plan is the overarching strategy that Halton's Children's Trust is working towards meeting. The Plan will be implemented once approved.

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

Document	Place of Inspection	Contact Officer
Children Act 2004	2 nd Floor, Runcorn Town Hall	Mark Grady
Halton Children & Young People's Plan 2009-11	2 nd Floor, Runcorn Town Hall	Mark Grady

**Halton
Children &
Young
People's Plan
2011-14**

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Forewords

On behalf of Halton's Children's Trust I am pleased to present Halton's Children and Young People's Plan. We have made great progress recently, but we still have much to do and this plan will set out our ambitions for our children and young people. This plan is for all our children and young people in Halton, and importantly it focuses our thoughts and actions in areas where the Children's Trust believes we need to accelerate progress. This does not mean that those areas and services not directly identified in this plan are not equally important; on the contrary, in these areas we expect it to be 'business as usual' in continuing to improve outcomes in Halton.

This plan captures the changes that are taking place nationally as well as locally and will ensure that all partners within the Children's Trust can continue to work together to ensure that all children and young people in Halton can reach their full potential.

Councillor John Swain
Lead Member for Children's Services
Chair, Children's Trust Board

This plan sets out the priorities for children and young people in Halton, and how the Children's Trust Board will make sure that our families get the help and support that they need in order to do well. Parents, carers and young people can positively contribute to this through involvement with the Children's Trust via the Parent & Carer Forum and the Youth Cabinet. In this way, our voices can be heard and we can help shape future services so that they are meaningful and effective.

Cleo Pollard
Parent & Carer Forum Chair
and Representative on
Children's Trust Board

As Strategic Director for Children & Enterprise in Halton, I am personally accountable for the successful implementation of both the Children and Young People's Plan and its commissioning priorities. Its contents reflect both the significant progress we have made to date; along with the areas we must improve further. It is optimistic, but challenging.

The Children and Young People's Plan comes at a time when we are moving into a new phase of planning and delivery of services with our partners. As a partnership for children we need to continue working as one 'organisation' to deliver the Children and Young People's Plan intended outcomes. Virtual as that organisation may be, its impact must be real, substantial and enduring, within the context of a changing national and local policy framework.

Whatever the national policy context, our focus is about improving outcomes for children, young people and their families locally. We have therefore developed and designed it with them; and is yet another example of how we can work together to common purpose. The partnership we have with the people we serve and the many services that support them is an inclusive one. I therefore have confidence that together we will meet the challenges the Children and Young People's Plan sets out for us.

Gerald Meehan
Strategic Director Children and Enterprise Directorate
Chair Children's Trust Executive Group

1. Executive Summary

Halton Children's Trust's Vision for Children & Young People

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

Children's Trust Partnership Priorities

Improve outcomes for children and young people through embedding integrated processes to deliver early help and support.

Improve outcomes for children and young people through effective joint commissioning

Improve outcomes for our most vulnerable children and young people by targeting services effectively

Children's Trust Values

Working together in creating a clear vision and ambition about what we want to do for our children and young people and how we are going to get there

Working together to create a sense of ownership in building a borough that our children and young people can be proud of

Working together to make sure we are accountable to the community by providing services and support, which reflect their lives and needs

Working together with integrity to make sure all children and young people in Halton receive and have access to the best we can offer

Working together to build an inclusive borough which values diversity and works hard to promote equality of access and opportunity

Working together in an honest and open manner, which appreciates different opinions and welcomes alternative perspectives on the path to finding a way forward

Working together in ways that demonstrate a professional respect for everybody involved in making a difference to the lives of children and young people in Halton

Section One: Setting the Scene

2. What is a Children & Young People's Plan?

The Children & Young People's Plan is a joint, strategic, overarching plan for all partners within the Children's Trust and the services they provide for children and young people in Halton. The Children's Trust is a partnership of all stakeholders, including agencies and services from both the public and voluntary sectors, as well as representatives of parents, carers, children and young people. The Trust allows for work to be done in partnership to improve outcomes for children and young people in Halton.

The Children & Young People's Plan describes how we will work in partnership to improve outcomes for children and young people in Halton. It sets out the long term vision for improving their health and wellbeing and establishes the strategic priorities for the Trust until 2014. It supports the development of integrated and effective services to secure the outcomes for children and young people.

The Plan supports the process of joint planning for Children's Trust partners as they work together to agree clear targets and priorities for all their services to children and young people. It identifies the actions and activities needed to achieve them, and ways to ensure delivery.

This document has been developed following consultation and assessment of need, and is underpinned by detailed delivery and service plans for the Trust and individual partners within the Trust. The Plan provides a strategic framework within which partners can commission services in a co-ordinated way, using integrated process, practice and shared resource.

The Plan covers all services for children and young people aged 0-19, young people aged 20 and over leaving care and young people up to the age of 25 with disabilities or learning difficulties.

3. How does this Plan relate to other plans and strategies?

Halton Children's Trust brings together the organisations responsible for services for children, young people and families across the borough. Our Children and Young People's Plan sets out the key improvement priorities for the Trust, and describes how they will be achieved.

The Plan is informed by and is aligned with the information contained within the [Joint Strategic Needs Assessment](#) (JSNA) for Halton. The JSNA underpins the health-related elements of our needs analysis and will inform commissioning decisions around key areas for children's services, including:

- Obesity
- Teenage pregnancy
- Child and family poverty
- Vulnerable children and young people

The organisations within the Children's Trust are also part of the wider [Halton Strategic Partnership](#), the Local Strategic Partnership (LSP) for Halton. This partnership brings together organisations that work for all citizens of Halton and includes public, private, community and voluntary organisations.

[Halton's Sustainable Community Strategy \(2011-2026\)](#) is the long-term strategy of the Halton Strategic Partnership. This aims to enhance the quality of life of local communities through actions to improve the economic, social and environmental well being of the area and its inhabitants. The Strategy contains five strategic priorities for Halton, these are:

- Healthy Halton
- Employment, Learning & Skills in Halton
- Safer Halton
- Children & Young People in Halton
- Environment & Regeneration in Halton

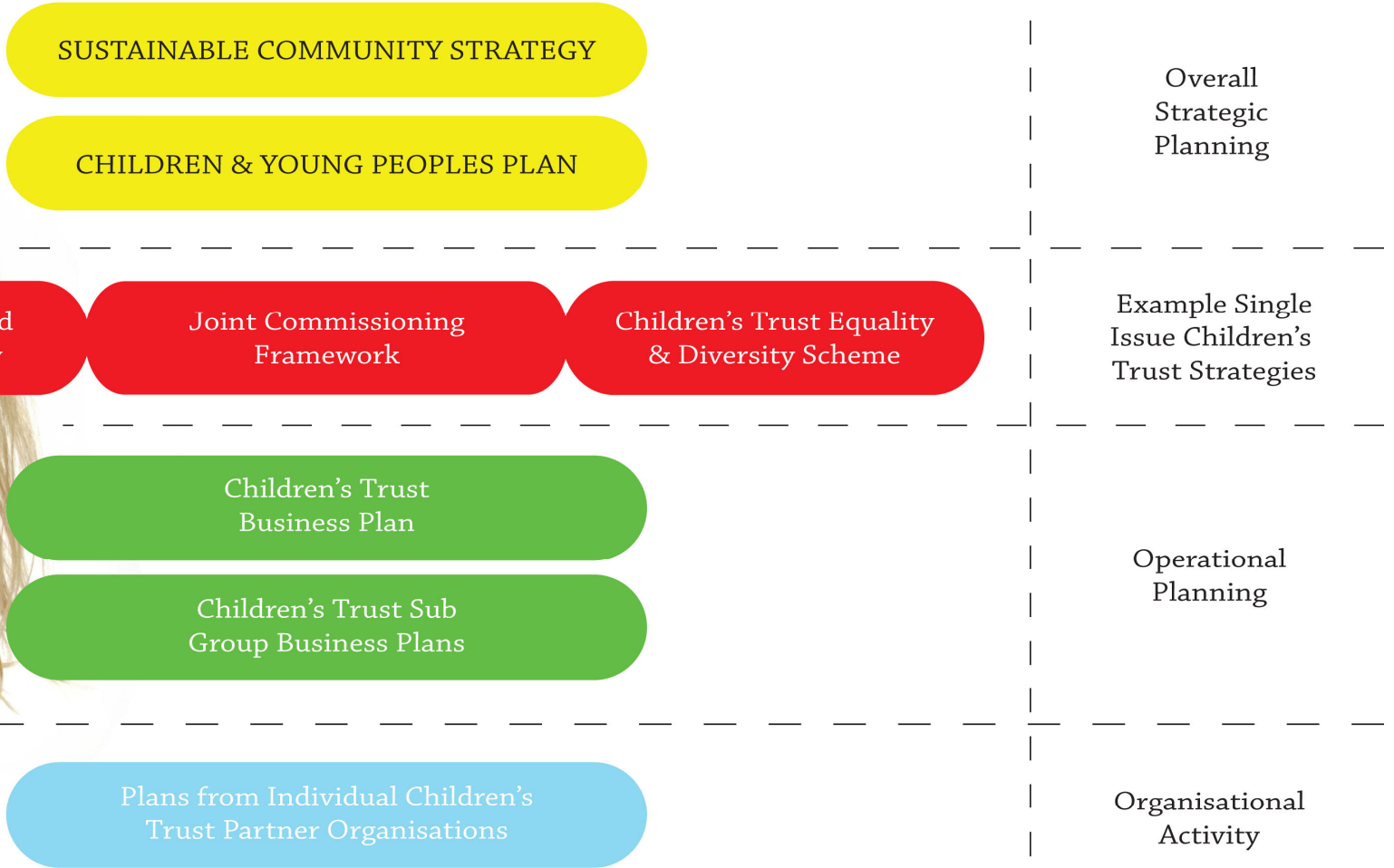
For the Children & Young People priority, this Children & Young People's Plan provides the detail of the issues, aims and objectives outlined in the Sustainable Community Strategy.

Underneath the Children & Young People's Plan sit plans and strategies that link closely to this Plan. These provide further detail within one of the following three categories:

- Single issue plans and strategies that apply to all Children's Trust partners, for example the [Children's Trust Integrated Workforce Strategy](#) and [National Treatment Plan](#).
- Operational plans that look at the remit and functions of Children's Trust groups, such as the [Children's Trust Business Plan](#)
- Individual plans and strategies developed by agencies within the Children's Trust for their own organisational activity. One example would be the [Youth Justice Plan for Halton](#) that details the work of the Halton & Warrington Youth Offending Team.

A diagram to illustrate this planning framework is set out below:

HALTON CHILDREN'S TRUST PLANNING FRAMEWORK



4. What is happening nationally?

The economic recession that began in 2008 has meant that for many families, businesses and organisations money has become much scarcer. For the Children's Trust it is more important than ever to target out resources on the things that really matter in order to make sure children and young people get the right help at the right time. We must ensure that the resources that we have available are targeted effectively on the greatest areas of need within Halton.

The Coalition Government, on coming into office in 2010, introduced a number of reforms that have and will have a significant impact on the way services are delivered. Some of these reforms have directly affected the Children's Trust and these changes in policy and legislation will have a bearing on how the Children's Trust will prioritise its services.

Under the previous Government, Children's Trusts became statutory following the Apprenticeships, Skills, Children and Learning (ASCL) Act 2009. This statutory footing was revoked however by the Coalition Government reforms, effective from October 31st 2010 onwards. This directly affected Children's Trusts by:

- removing the duty on schools to co-operate through Children's Trusts
- removing the requirement on local authorities to set up Children's Trust Boards and the requirement on those Boards to prepare and publish a joint Children and Young People's Plan (CYPP)
- revoking the regulations underpinning the CYPP and withdrawing the statutory guidance on Children's Trusts.

At the same time however, the Coalition Government reconfirmed its commitment to working in partnership to improve outcomes for children and young people through locally agreed partnerships.

The reforms were discussed by partners within the Children's Trust in Halton and it became clear that there was a collective will from all partners to continue to work in partnership to improve outcomes for children and young people in Halton, and for this work in partnership to remain within the existing Children's Trust – Halton's partnership for children and young people.

Despite the reforms removing any requirement to produce a Children & Young People's Plan, as part of the commitment to continue to work in partnership through the Children's Trust, there was universal agreement that a new Plan should be produced, taking into consideration the Coalition Government's reforms and the progress made in Halton, while also providing strategic direction for the next three years.

Research undertaken by EMIE in early 2011 showed that many areas nationally have made similar decisions on their Children's Trust and CYPP. This research found that 61% of Children's Trusts had announced their intention to continue within the new political framework, a further 25% appeared to be continuing but had not formally announced this, and only 14% were under review. EMIE also found similar support from Children's Trusts for publishing a Children & Young People's Plan for their Trust.

5. What is Halton like?

Halton is a largely urban area of 118,700 people (2009 population estimate). Its two biggest settlements are Widnes and Runcorn that face each other across the River Mersey, 10 miles upstream from Liverpool. The population of Halton has recently started to increase. This in part is due to a concerted effort to build new houses, as well as increased inward migration. The population is projected to grow to 122,900 in 2023, in line with national projected population growth.

The ethnic composition of Halton remains predominantly white, with 97.7% of the population falling into this category. This is significantly higher than found regionally or nationally, suggesting a relative lack of ethnic diversity in Halton. In terms of religion, Halton has a greater percentage of people of Christian faith and a lower percentage of Muslim faith and people with no religion compared to regional and national figures.

A breakdown of Halton's population shows that the borough has a higher proportion of children and young people aged 0-24 than commonly found across England and Wales. Over the next decade the numbers of 0-15 year olds is projected to grow at a faster rate than the population of Halton overall, leading to an increase in the proportion of the local population aged 0-24 by 2023.

Halton shares many of the social and economic problems associated with its neighbours on Merseyside. [The Index of Multiple Deprivation \(IMD\)](#) for 2010 is one of the most comprehensive sources of deprivation indicators and shows that overall, Halton is ranked 27th nationally (a ranking of 1 indicates that an area is the most deprived), which is third highest on Merseyside, behind Knowsley and Liverpool, and 9th highest in the North West. The IMD 2010 suggests that deprivation has stayed relatively level in the borough from since 2007. The Index shows that 25% of Halton's population live in the most deprived areas (i.e. the top 10% of Lower Super Output Areas) nationally. Two neighbourhoods in Halton fall in the top 1% most deprived super output areas nationally. Much has been done but clearly there is still much to do to narrow the gap between the least and most deprived parts of the Borough while at the same time improving overall prosperity for all.

The PCT Maternity Health Needs Assessment shows that Halton has higher deprivation and poorer health than England as a whole but there is considerable variation within the PCT. In particular, rates of smoking, alcohol use, obesity, domestic violence and infant mortality are higher than in other areas and rates of breastfeeding lower. The poor levels of health in the local population present a challenge to maternity services and health services in ensuring that these inequalities are not perpetuated in a new generation. Implementation of new care pathways (smoking in pregnancy, weight management, direct access and early access to services) will help to reduce these inequalities and are a priority for action.

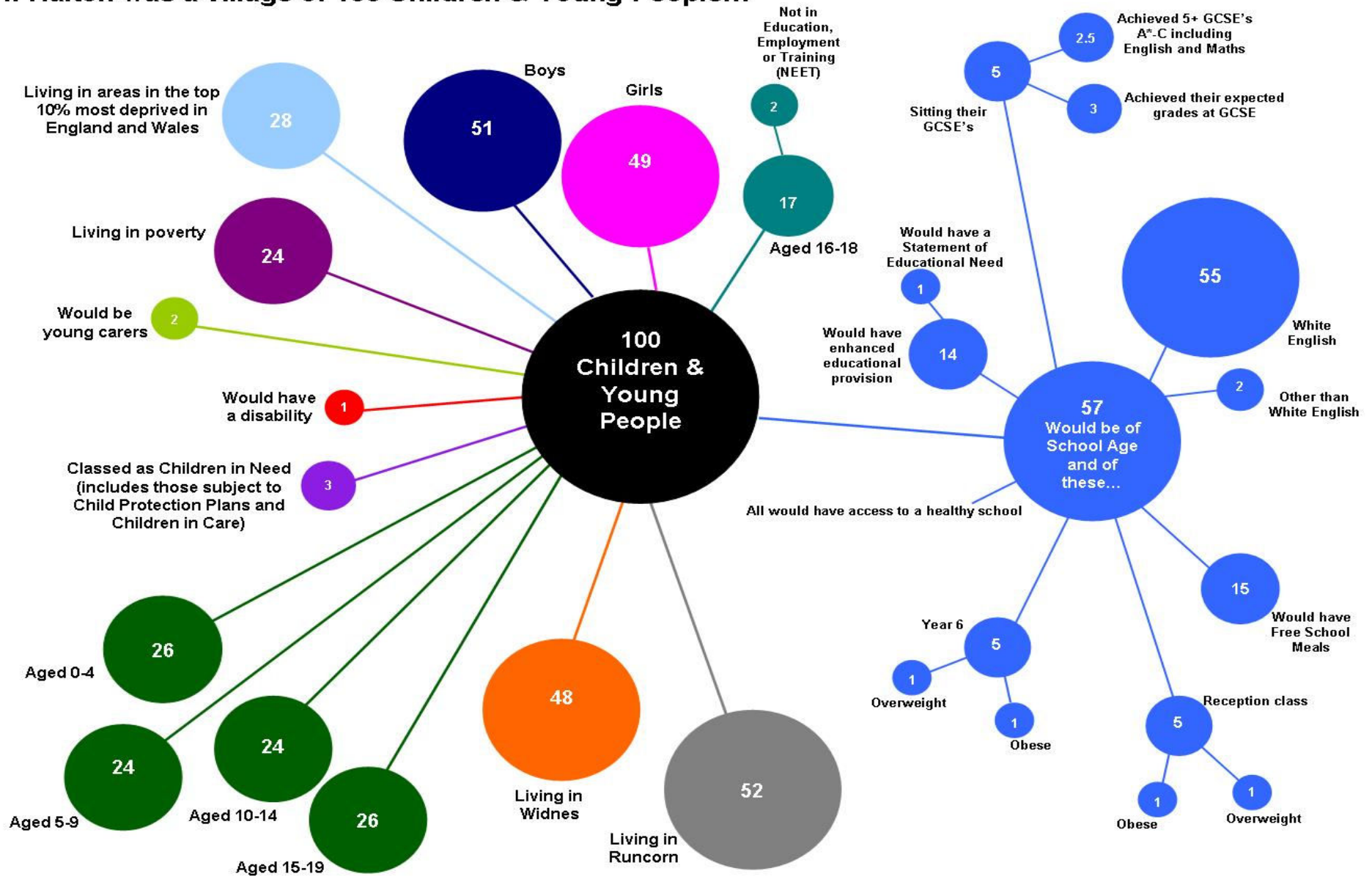
Research for Halton's [State of the Borough Report](#) tells us that Halton is:

- an area where over 70% of people are satisfied with their local area as a place to live
- tackling deprivation, however it still remains one of the most deprived areas in the North West with unemployment rates higher than the North West and National rates
- an area where health issues are still evident with life expectancy lower than the North West and England averages

- an area with plenty of open space; 12 areas within Halton have been designated with Green Flag awards
- improving it's GCSE results and reducing the number of 16 to 18 year olds not in education, employment or training (NEET).
- an area with a diverse and prospering economy, with increasing average incomes for residents, improvement in skills and with higher rates of employment in the manufacturing sector

Focusing more specifically on children and young people, if Halton is looked at in terms of being a village of 100 children and young people, the key statistics for the Borough are:

If Halton was a village of 100 Children & Young People...



6. Consultation

People and communities within Halton should feel a sense of ownership over their local area. Part of this is giving the opportunity to help to shape the services that are provided for them and how they are delivered.

Consultation is one part of engaging with local communities to give people greater influence over decisions that affect them. It is about developing and maintaining open and effective relationships between public agencies and the communities they serve. This engagement helps us to make better decisions. Children, young people and their parents and carers should be involved in decision making on all levels when services for them are developed. Organisations should listen to and work in partnership with service users to create and develop the best ways for services to operate.

In the development of this Plan we have consulted with all stakeholders, including children and young people, parents and carers and also staff from all agencies that work with children, young people and their families. We looked at a number of key areas, including:

- Life in Halton
- Aspirations
- Health
- Education and learning
- Safety
- Involvement and engagement

The key trends that came out of this consultation are highlighted below. More detail on this consultation is available from www.haltonpartnership.net/childrenstrust or by emailing childrenstrust@halton.gov.uk

	Consultation with children and young people	Consultation with parents, carers and other stakeholders
Consultation statistics	<ul style="list-style-type: none"> • Ages ranged from 4 – 19 and included a large cross-section of groups from across Halton. • The most common age range was 13 to 19, • 59% were female • Residency was equally split between Runcorn and Widnes. 	<ul style="list-style-type: none"> • 56% of respondents live within Halton, • 76% have children of their own • 70% work with children and young people in Halton.
Best things about Halton	<ul style="list-style-type: none"> • Access to parks and open spaces • Youth clubs and after school clubs • Strong relationships with family and friends, <i>“I have lots of friends, I like being at home” (traveller, aged 5).</i> • Swimming pools • Good shopping areas, particularly in Widnes 	<ul style="list-style-type: none"> • Access to parks and open spaces • Education provision • Groups and activities organised for younger children in particular in settings such as children’s centres
Worst things	<ul style="list-style-type: none"> • Not enough groups and 	<ul style="list-style-type: none"> • Not enough groups and

about Halton	<p>organised activities for teenagers, (“nothing to do that we can afford” – care leaver)</p> <ul style="list-style-type: none"> • Litter, graffiti and pollution • Crime – in particular vandalism, bullying, intimidation and violence, with alcohol consumption often seen as a contributing factor (“alcohol is a massive issue and the violence resulting from it” - looked after child) 	<p>organised activities for teenagers</p> <ul style="list-style-type: none"> • The level of pollution • General safety
Health	<p>Most young people feel that health services meet their needs but issues highlighted included:</p> <ul style="list-style-type: none"> • Referral/waiting times can be too long for accessing GP services • GP communication with children and young people could be better <i>“sometimes I can’t understand what they (Doctors) say” - Care leaver.</i> • 75% of Young Carers had never been asked by their GP if they are a Young Carer. • Some young people had experienced difficulty in accessing a dentist. • Young people felt more publicity was needed to raise awareness of support and advice services on alcohol, sexual health and obesity. 	<p>Respondents felt that the Trust should look to focus more on providing emotional health support, perhaps through a support network of staff across agencies to offer help to children and their families when they need it.</p> <p>In addition, the need for education and awareness-raising on a range of health issues, including alcohol, drugs and physical fitness activities was highlighted.</p>
Education & Learning	<p>Schools and colleges generally support young people to achieve what they want to, but this support can vary depending on the school or teacher, and the more specialist support that some young people require is not always available (<i>“college doesn’t suit the way I learn, they don’t adhere to learning styles” - YOT client</i>)</p> <p>Some pupils are seen to have more opportunities to contribute than others, and when individuals are asked for their views, responses do not always appear to be acted upon. (<i>“They asked us, but wasn’t</i></p>	<p>It was felt that Halton has good quality educational services, beginning with early years childcare. The focus therefore should be on ensuring the availability of apprenticeships for our young people when they finish school and ensuring that they have the right skills for these apprenticeships.</p>

	<p><i>sure whether they did anything about what we said” - Care Leaver.</i></p> <p><i>“Need to have the same rules and opportunities for everyone, not just particular pupils” – LAC).</i></p>	
Safety	<p>An equal split of young people feels safe and conversely unsafe in their community.</p> <p>The major causes of fear and anxiety are anti-social behaviour and groups congregating. Town centres and social housing estates are seen as the least safe areas. Having better street lighting and more police patrols would reduce young people’s concerns, as would more affordable bus fares to ensure young people could avoid walking in more isolated areas.</p>	<p>Transport was the main safety issue identified – ensuring that transport is safe, cheap and accessible to all across the Borough at all times of the day.</p> <p>In addition, a number of respondents highlighted the need to ensure there are more organised activities and areas for young people that are safe places for them to meet in groups away from the streets where they are perceived as causing a nuisance.</p>
Involvement & Engagement	<p>Young people feel that the most effective ways of involving them and their peers are through group and individual discussions, including as part of wider community meetings.</p> <p>It was felt that more could be done to promote opportunities to take part in activities, learn new skills or gain qualifications.</p> <p>The main barriers to all having the same opportunities are seen to be cost and the location of activities.</p>	<p>The opportunities for involvement and engagement in Halton was seen as an area of strength, although some felt that more activities and groups could be provided for the 6-11 age range.</p> <p>The main obstacle to accessing activities is parent and carer awareness of when and where they activities are available.</p> <p>The new CRMZ facility was seen as providing a great opportunity for a central hub for activities and educational classes for all young people to be organised from.</p>

The consultation highlighted a correlation in the responses provided in both parts of the consultation in terms of what are felt to be the best and worst things about living in Halton.

As an additional part of the children and young people consultation, we asked what their aspirations are for themselves. Responses tended to focus on having a good job, gaining a high level of skills and being financially secure.

When asked if you would want to change anything about your life, younger children and young people generally felt they were happy and would not change anything. In contrast, Care Leavers tended to highlight a need for more stability and security within their home lives, and to have more involvement in decisions made about them.

For our children and young people, this consultation told us that the most important issues for them are:

- having more things to do, places to go and activities to engage in;
- having access to better health services for issues such as sexual health, drugs and alcohol abuse;
- More job/training opportunities and support to encourage young people to reach their potential;
- Reducing crime and in particular the fear of crime

TellUs 4 Survey 2009

The fourth TellUs Survey conducted in autumn 2009 was a national survey that gathered the views of children and young people in school years 6, 8 and 10 on their life, school and local area. The results of this survey for children and young people in Halton told us that:

- **Alcohol** - 51% had tried it at some point in their life, while 43% had never tried it
- **Sport** – 50% had taken part in a sports club or class in the last 4 weeks
- **Bullying** – 24% were worried about being bullied
- **Safety** – 80% felt very or quite safe in the area that they live
- **Public Transport** – 21% use regularly, 46% sometimes use, while 33% never use
- **Parks and Play areas** – 52% thought their local parks and play areas were very or fairly good
- **University/Higher Education** – 60% thought they would go on to University/Higher Education

The top three things highlighted to make their lives better were:

- More places to go to spend time with friends
- More interesting school lessons
- More help to plan their future

7. Review of progress against promises

The last Children & Young People's Plan 2009-11 contained 14 promises that we aimed to achieve within the lifespan of the Plan. This section outlines what has been achieved against each promise.

What we set out to do	We will make sure that our actions and decisions are guided by a single set of arrangements so we are more accountable to our communities and enable children, young people and their families to receive the support and services they need when they need it.
What has been achieved	<ul style="list-style-type: none"> • The Children's Trust is now guided by an agreed Business Plan and work is co-ordinated between different groups within the Children's Trust structures, as appropriate for each level of the structures. • The Parent & Carers Forum feeds directly into the Children's Trust Board through the chair to ensure two-way communication. • Young people's groups, such as Youth Cabinet, are regularly consulted and have two-way communication with the Children's Trust. • Team around the Family is enabling the Children's Trust to realign support and services to ensure children, young people and their families get the right help when it is needed.
What we set out to do	We will continue to prioritise safeguarding as an essential part of everything we do in order to continue to embed the values and goals of ensuring that safeguarding is everybody's business
What has been achieved	<ul style="list-style-type: none"> • The Children's Trust sees safeguarding as a key priority that is taken into consideration within all of its work. • The Children's Trust and Halton Safeguarding Children's Board (HSCB) are closely aligned and provide challenge and scrutiny to the work of each other. This relationship is now defined through a Joint Protocol. • The work done to prioritise safeguarding as everyone's business across the Children's Trust and this was reflected in the successful 2011 Ofsted Inspection of Safeguarding and Looked After Children.
What we set out to do	We will develop a Children's Trust Resource Strategy
What has been achieved	<ul style="list-style-type: none"> • Work on the Children's Trust Resource Strategy is now part of the developing Team around the Family model for Halton
What we set out to do	We will support our workforce to be the best they can be by offering opportunities to develop their skills and knowledge in supporting our ambition to make a significant difference to children and young people
What has been achieved	<ul style="list-style-type: none"> • A Children's Trust Integrated Workforce Strategy 2011-14 is in place and the action plan rolled out for the next three years.
What we set out to do	We will produce a Children's Trust Equality and Diversity Strategy
What has	<ul style="list-style-type: none"> • A Children's Trust Equality & Diversity Scheme has been published

been achieved	that takes into consideration the implications of the Equality Act 2010.
What we set out to do	We will develop a Children's Trust Commissioning Strategy for Halton
What has been achieved	<ul style="list-style-type: none"> • A Children's Trust Joint Commissioning Framework 2010-12 has been developed and joint commissioning is now a key strategic priority for the Children's Trust.
What we set out to do	The Children's Trust will continue the strong partnership with Third Sector organisations to develop services for enterprising behaviour and entrepreneurial work and will continue to ensure Third Sector involvement in planning and delivery services
What has been achieved	<ul style="list-style-type: none"> • The Third Sector is now known as the Voluntary and Community Sector (VCS). Representatives continue to sit on each group within the Children's Trust and the VCS Forum reports directly to the Children's Trust Board. • Links with the sector were strengthened through the establishment of a Lead Engagement Officer post • The VCS will be key partners within future joint commissioning activities.
What we set out to do	We will establish a range of secure, safe, stable and permanent accommodation, which young people leaving our care can move into, and stay for as long as they need it
What has been achieved	<ul style="list-style-type: none"> • A Children in Care Placement Strategy has been developed and endorsed addressing the accommodation needs of our care leavers. • Over the past two years, 9 units of accommodation have been developed for care leavers in association with the private sector and local Registered Social Landlords. This has given young people some choice of location within the borough and allows them to develop their independence skills with the support of a range of professionals, including social workers, support workers, personal advisors and partner agencies. • In addition, more units of accommodation will be developed in the forthcoming year and those already in place will be subject to review.
What we set out to do	We will actively seek resolution to young people's concerns about transport across the borough by setting up a Young Persons Travel Forum to enable the voice of young people to be heard by those planning and providing transport for young people across Halton
What has been achieved	<ul style="list-style-type: none"> • Through working closely with the Halton Youth Cabinet, a Young People's Travel Forum has been established. • The Forum has developed links with local transport services and providers, in particular local bus companies, and is helping to develop actions that can be implemented to ease the travel concerns of young people in Halton. • The Children's Trust and the Young People's Travel Forum have been involved in the development of the new Local Transport Plan for Halton (LTP3) to ensure it fully takes into consideration young people's views.

What we set out to do	We will introduce locality working across the borough in April 2010.
What has been achieved	<ul style="list-style-type: none"> The roll out of locality working, now known as Team around the Family, began in April 2010 and is continuing to be embedded across Halton. Two teams have been established, one for Runcorn, one for Widnes, to directly meet the needs of children and families where additional needs have been identified that are below the statutory social work/child protection threshold. Team around the Family, within early help and support, is now a key strategic priority for the Trust as set out within this Plan.
What we set out to do	We will review and expand the use of CAF as a key mechanism in supporting our commitment to early intervention and prevention
What has been achieved	<ul style="list-style-type: none"> The Common Assessment Framework in Halton is now a key strand of the Team around the Family model. The CAF process has been reviewed and the learning utilised to improve the process for children, young people and their families who are in receipt of a CAF, and also for professionals undertaking the CAF.
What we set out to do	We will work hard across organisational and professional boundaries to make sure disabled children and young people live in barrier free environments and communities
What has been achieved	<ul style="list-style-type: none"> There has been an increase in the number of children with severe and complex needs attending mainstream schools. This follows the success of Halton's retained specialist services in building both resilience and capacity within our mainstream schools. This has partly been accomplished through Action Plus Enhanced Provision, in conjunction with the private and voluntary sectors, enabling more children and young people with complex needs to access mainstream provision without the delay of waiting for a Statement. A new communications strategy for disabled children and young people is in place, supporting the dedicated website and bi-monthly newsletter. The logo and branding found on these is crucial for our disabled children and young people in giving a sense of identity. A Building Bridges handbook specifically for families of disabled young people in Halton is now distributed to every family in Halton with a disabled young person. The number of registered disabled carers in Halton has significantly risen since the Carer's Centre has become part of the Prince's Trust The official Aiming High Charter Mark is now used by our disabled children and young people to score and review their experiences with agencies and services in Halton. There has been a significant increase in the number of disabled children accessing short breaks services through the success of Halton's Aiming High for Disabled Children programme. Disabled young people and their families have increased access to community facilities such as parks and children's centres through the provision of specialist resources e.g. hoists and sensory equipment. Inclusion training accredited through National Children's Bureau has been provided for 100 staff working with disabled children in Halton

	to provide them with the knowledge and skills required to ensure that they are fully included in community activities.
What we set out to do	<p>We will develop a Children's Trust Business Plan within which a range of protocols will:</p> <ul style="list-style-type: none"> • Clarify and define the relationship between the Children's Trust Board and Halton Safeguarding Children Board • Clarify and define how conflicts between Children's Trust partners will be addressed
What has been achieved	<ul style="list-style-type: none"> • The relationship between the Children's Trust and Halton Safeguarding Children Board is defined by a Joint Protocol that has been in place since 2010. • The Children's Trust Business Plan sets out how any conflicts between partners should be addressed.
What we set out to do	Each Service Delivery Partnership will develop and implement a business plan
What has been achieved	<ul style="list-style-type: none"> • Each Service Delivery Partnership, the sub groups of the Children's Trust between 2009 and 2011, worked to a business plan and similar plans are now in place for each new priority for the Children's Trust.

8. Celebration of Success

The development of a new Plan gives us the opportunity to highlight some examples of the successes of the Children's Trust as a partnership since 2009.

Safeguarding & Looked After Children Inspection

In preparation for Halton's announced multi agency Ofsted inspection that was due between June 2009 and 2012, in line with all other local authority areas, a working group was set up in 2009 to begin the planning needed to ensure a successful inspection.

Halton's inspection took place in February 2011. As with all other areas, Halton had two weeks to prepare following the initial announcement. The report following Halton's rigorous inspection showed the success of the planning and preparations by all partners - Halton was graded as 'Outstanding' or 'Good' against all 22 criteria for both Safeguarding and Looked After Children. This highlights the robust systems in place locally and the strength of partnership working across Halton in terms of safeguarding.

Young People's Travel Forum

Halton Youth Cabinet has been instrumental in establishing a Young People's Travel Forum. The group have worked on researching, consulting and documenting the views of their peers on transport issues, and identifying areas for improvement within an action plan. A key issue for the Forum has been local bus transport, and this has been taken forward with local bus companies through consultation workshops with senior managers to identify achievable and mutually beneficial ways to resolve some of the issues that the Forum have raised following research. As a result, an identification system for young people under 16 who have difficulty in proving their age has been adopted, to reduce the number of under 16 year olds charged full fare for bus journeys. This is directly attributed to the transport campaign of the Travel Forum, which has been delivered in an organised and professional manner, and enabled young people in Halton to have their say.

The Forum is part of a wider young people's shadow group that is supporting the implementation of the Local Transport Plan for Halton (LTP3) and have also worked with Transport policy staff to identify practical and sustainable projects that can be funded from the Local Sustainable Transport Fund, and have been supporting young people in the Liverpool area to have a greater say in the development of Transport within their area.

Halton Playbuilder Programme

During the past two years Halton has radically increased and improved outdoor play opportunities for our children and young people through Halton's Playbuilder Programme. This investment has resulted in the creation of nine exciting and challenging new play areas and the transformation of five existing facilities.

All sites have proven popular with local children and families and considerable positive feedback has been received. This was reflected in the results of the TellUs 4 survey, which demonstrated a 9.7% increase in the levels of satisfaction with parks and play areas in Halton (one of the highest increases in the Country).

The Playbuilder programme positively reflects Halton's partnership approach and the value placed on play provision – investment from the Government and within Halton was matched with external investment from Big Lottery Fund, Environment Group – WREN, local social housing providers and the PCT.

The Playbuilder programme has transformed the range and quality of Halton's outdoor play provision, ensuring all of the Borough's children and young people have access to attractive, safe and challenging play opportunities

Central RMZ (CRMZ)

CRMZ is Halton's new £3 million state-of-the-art youth hub. The hub enjoyed a Hollywood-style opening with more than 150 people attending, from agencies such as the Canal Boat Project and Barnardo's, as well as young people from local youth centres.

CRMZ is situated in the art deco former Kingsway Health Centre in Widnes, and was built as part of Myplace - a Government-funded initiative to deliver world class youth facilities driven by young people, their views and needs. The young design team who led the project provided tours around the building during its opening showing how the old meets the new, to create a dynamic building with all the facilities young people want.

The hub offers many facilities including a common room and café area, a training kitchen, IT suite, creative arts facility, new multi-purpose hall, recording studios, a chill out space and floodlit outdoor areas. CRMZ features include internet facilities, space for advice and support on issues relevant to young people's needs, such as teen health, employment and training.

Opening times for CRMZ are determined by what local young people want and include evenings, weekends and school/college holidays.

UK Youth Parliament Annual Sitting 2010

Adan Pass, a member of Halton's Youth Cabinet, attended the annual sitting of the UK Youth Parliament in Belfast on behalf of the Cabinet. Young people from across the United Kingdom came together to discuss campaigns and to participate in the further shaping of their manifestos. This opportunity proved to be of great benefit, both individually for Adan, and also for him to share young people's experiences in Halton and to have the ability to use such experiences to influence government policy.

Adan says "Overall it was an utterly amazing weekend, I was given the chance to mix and meet people who I would have never had the opportunity to meet in everyday life. It was an amazing opportunity and I have made friends there that I will keep for life."

"I attended the Transport campaign group which is a real barrier to young people in Halton. The group was very effective and I was able to exchange many ideas and find out issues and solutions from around the UK. As part of the weekend we visited Stormont to have a look around the Irish houses of parliament. Also one of the guest speakers was John Bercow, we asked him questions and listened to his inspirational views about UKYP."

Health Improvement Team Healthy Schools Programme

Halton's Healthy Schools Programme continues to make a significant difference to the health and achievement of children in Halton. The programme aims to create healthy and happy children and young people who, as a result, do better in learning and in life through:

- Support children and young people in developing healthy behaviour
- Helping to raise pupil achievement
- Helping to reduce health inequalities
- Helping promote social inclusion

The programme involves the whole school community from pupils, parents, governors and school staff and provides support, training, resources and guidance for all schools in Halton. In order for schools to be recognised as a healthy school, they must meet national criteria using a whole school approach across four themes including personal, social, health and economic (PSHE) education, healthy eating, physical activity and emotional health and well-being (EHWB). All schools in Halton have achieved National Healthy Schools Status and annually audit their practice to evidence the foundations for health and well-being is being maintained.

Aiming High for Disabled Children

Over the past three years, Halton's Aiming High for Disabled Children project has gone from strength to strength in its objective to pave the way towards greater inclusion and broadening horizons for disabled children and their families.

By the end of 2010, the target of having 360 local children accessing Short Breaks had been exceeded. These Short Breaks have taken various forms, from half-day picnics and visits to popular leisure venues, to themed residential trips, to social and networking events for the whole family.

Aiming High has worked with Halton Play Council over the last two years to deliver a range of year-round open access play opportunities for the Borough's children and young people. This partnership work has ensured access for all through a range of measures to break down barriers, including improved assessments, better training and 1-1 support, to ensure all schemes are accessible to all.

One of the highlights of 2010 was a trip of a lifetime for 14 young people from Ashley School to Shanghai, supported by Aiming High, to attend the 2010 World Expo. The lucky 14 were chosen by Everton Football Club to be their ambassadors at the Expo, and to join the campaign for sporting opportunities for disabled people across the globe.

The group jetted off to China for 10 action-packed days, which they spent sharing their coaching skills with international crowds of visitors at the Expo, playing sit-down volleyball with the gold medal-winning Chinese Paralympics team, visiting the circus, and learning Tai Chi in a Shaolin temple.

One of the young people who took part in the trip said: "It was an amazing experience and a once in a lifetime opportunity that we would never have had without Aiming High."

Healthy Business Enterprise Project – National Health Award

Pupils from St Basil's Primary fought off competition from over 600 schools to claim a national healthy living award. The project, developed in partnership with the Health Improvement Team, asked pupils to create a product or service to promote health within the school community. With financial support and guidance from the local co-operative committee and Primary Care Trust, pupils secured funding to get their businesses and ideas up and running. A healthy lifestyle market day allowed pupils to sell their products. Fruit flans, relaxing music CDs, plant growing packs, puzzle sheets, fruit jellies, wrist bands, water bottles and calendars were among their wide range of products on offer. Pupils attended a prestigious ceremony at Downing Street to collect the award.

Halton Youth Service

Vulnerable young people are proactively targeted and supported to access Youth Service provision throughout Halton. They, along with their peers, decide their needs led

programmes from the youth work curriculum; how project budgets are spent; and are supported to reflect and celebrate their achievements.

Halton Youth Service supports young people to have a voice locally and nationally, by being active partners in recruitment & selection; inspectors of services; being part of community action groups; school councils; local and regional youth forums; elected youth cabinet and member and deputy member of UK Youth Parliament.

In 2010 -2011 over 600 opportunities for young people to volunteer their time were created and supported, and young people gave up over 4000 hours to support others in their communities.

One example of the opportunities offered is for young people to participate in accredited training to volunteer as a Peer Educator. The training provides young people with the necessary skills, knowledge and understanding to informally educate other young people. The training includes how to work with groups, how people learn, communication and team work skills; plus the particular subject they are focusing on such as sexual health; alcohol; homophobia, disability awareness or money skills.

Danielle aged 15, a Money Skills Peer Educator, who has been involved with Halton Youth Service for over 3 years, said "I never knew how to look after my money before, I didn't give it a thought. After doing the money skills course I'm thinking more carefully about what I spend and I'm keen to share the activities with other young people to get them thinking about money a bit more."

The peer education project continues to be a success. Young people respond positively to the peer educators and welcome their informal methods of delivering informative information and advice on many issues.

Halton Youth Bank

Halton Youth Bank was formed in August 2006 as a vehicle for young people to administer substantial funding of Youth Opportunity and Youth Capital funds which was used to increase the number of *'places to go, and things to do'* for young people in Halton. Young people have full ownership of this initiative, with a panel supported by Halton Youth Service providing training, group work skills and working with the young people on a weekly basis to ensure the smooth running of the project. The Youth Bank have been responsible for awarding in excess of over £750,000 to their peers.

Virtual Roomz (VRMZ)

VRMZ is a mobile outreach service that provides advocacy for disaffected young people in Halton where this support is most needed around issues such as alcohol, safety and to make positive choices. The service works in partnership with street-based teams provided in conjunction with Young Addaction. These teams provide the initial, crucial, engagement with disaffected young people in their locality. Once engaged, the advocacy support through VRMZ can be offered to each young person.

The approach aims to tackle anti-social behaviour and youth offending. Initial analysis of Constabulary data for anti-social behaviour in the areas covered by both the street-based teams and VRMZ has shown an encouraging 18% reduction in the number of cases recorded in these areas.

Contrasting youth cultures

Young people from the Canal Boat Adventure Project raised European funding to enable them to compare issues relating to youth culture in Halton and Marzahn-Hellersdorf, Halton's twin town in East Berlin. Ten young people from Kids und Co worked alongside ten Nessie Club members discussing youth unemployment, life styles and social inclusion in Europe and in Britain. Cheshire Police supported this initiative by providing an insight into policing, drug issues and community safety. A visit to CRMZ and a canal boat exploration of Halton provided the young Europeans with a "snapshot" of the borough: their feedback comments confirmed that individuals were surprised by the rural nature of parts of Halton. The most significant differences appear to have been Halton's emphasis on early prevention and diversion into positive activities and youth volunteering.

Bereavement Support and Counselling

The tragic death of a young woman in Halton had a negative impact on a group of young women from the Canal Boat Adventure Project's Nessie Club. This led to several participating in bereavement support and counselling. Over the next three months there was evidence that individually and collectively, these young women's fears and worries about community safety and violent crime were becoming disproportionate to reality. Following an intensive process of support and counselling, these young women confirmed that they had developed more confidence, resilience and understanding and they were able to move on in terms of grieving for the young woman.

Reduction in NEET figures

The numbers of young people in Halton aged 16-18 not in education, employment or training (NEET) have traditionally been high compared to the number found in our statistical neighbours. Numbers have been falling in recent years however. At the end of January 2011, the three month average figure was 9.3%, equating to 341 young people, compared with 10.3%, or 393 young people for the same three month period ending January 2010. This improvement has come through effective partnership working through the Children Trust, led by Schools, Riverside College, Greater Merseyside Connexions, Job Centre Plus and Halton Borough Council, to develop a number of initiatives including council apprentice schemes, flexible college provision and positive partnerships with Job Centre Plus.

Health Improvement Team Fit 4 Life Programme

Fit 4 Life is a fun programme of activities and education, aimed at 7-13 year olds, helping children, young people and their families to exercise regularly and eat a nutritionally balanced diet. Families, over a 6 week period, for 2 hours per week, have the opportunity to engage in a range of healthy eating and physical activity sessions. Since Fit 4 Life was launched in September 2010, 17 families (36 individuals) have completed the programme and achieved fantastic outcomes. All of the children involved showed positive outcomes in one or more of the following areas: - increased fitness; reduction in body mass index; reduction in waist circumference; increased self esteem; as well as showing an increased knowledge in healthy eating. The programme has now expanded, with 4-week lifestyle programmes now being delivered within schools.

Increase in Level 2 and Level 3 Achievement by age 19

Department for Education 2010 data showed significant improvement in performance at both Level 2 (achieving 5+ A*-C grades at GCSE or equivalent) and Level 3 (achieving 4 AS-Level/2 A-Levels at Grade E or equivalent) by age 19. These improvements have exceeded expectations and indicate that the action plans implemented by the multi agency 14-19 Strategic Partnership are focused on the right actions to bring real improvements.

At Level 2, 74.8% of Halton learners achieved a qualification by age 19, a 7.6% increase on 2009, the largest annual increase recorded anywhere nationally. This level of improvement has been achieved whilst continuing to reduce the inequality gap, including between those eligible and not eligible for Free School Meals, which was reduced by 2%. Further growth in Level 2 attainment will be achieved for 2011, with 78% of the cohort having already secured a Level 2 qualification.

At Level 3, 42.3% of Halton learners in 2010 achieved a qualification by age 19, an 8.4% increase compared to 2009, which is the second highest level of increase recorded nationally. Again, it is expected that there will be a further increase in the rate of Level 3 achievement when 2011 data is released.

Warrington Road Youth Club

A group of young people from the Warrington Road Youth Club in Widnes won two awards in 2010 for their artwork. The youngsters' entry won them the Visual Art category in the inaugural Halton Cultivate Awards, shortly after also taking first place in Pink Box, an innovative arts project encouraging young people across the North West to find out more about the lesbian, gay, bisexual and transgender (LGBT) community. The group won the prizes for a collage illustrating diversity, acceptance, celebration and LGBT celebrities.

Halton & Warrington Youth Offending Team

The Halton and Warrington Youth Offending Team (YOT) received the highest outcome possible at its last inspection by Her Majesty's Inspectorate of Probation in 2009. Only minimal improvements were required in the three areas under scrutiny, with the scoring as follows:

- Safeguarding – **score 85%**
- Risk of reoffending – **score 77%**
- Risk of harm to others-public protection – **score 80%**

In addition the numbers of young people in Halton coming into the system for the first time has reduced from 245 in 2007/8 to 174 in 2009, a reduction of 29%. This is testament to the efforts of the YOT and other partners in preventive activity.

Health Improvement Team Passport 2 Health

Passport 2 Health is a free training course for adults working with children and young people aged 5-19. Attendees learn key messages to give to children and young people to encourage healthier lifestyle choices around food and physical activity. In order to reach as many children and young people as possible, the Health Improvement Team invite people who work with children and young people to be trained to deliver key health messages within their existing role. By incorporating the key health messages regarding food and physical activity into their existing roles they have ensured these key health messages will be continually passed on.

33,403 children and young people received key health messages relating to both healthy eating and physical activity between September 2010 and April 2011.

Section Two: Vision & Partnership Priorities

9. Halton's Vision for Children & Young People

We have a wealth of information on what it is like to be a young person living in Halton and what is important to our children and young people. Based on this knowledge, the Children's Trust has agreed the following vision for all children and young people in Halton that is the guiding principle for this Plan.

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

Partnership Priorities

Through consultation with partners from within the Children's Trust, as well as with stakeholders as outlined in Section One, three overarching priorities for the Trust from April 2011 onwards have been agreed. They are:

Improve outcomes for children and young people through embedding integrated processes to deliver early help and support.

Improve outcomes for children and young people through effective joint commissioning

Improve outcomes for our most vulnerable children and young people by targeting services effectively

In addition, safeguarding is an intrinsic part of each priority, and must be considered within the work of each area and will be scrutinised by the [Halton Safeguarding Children Board](#).

The focus for the Children's Trust is on improving outcomes for our children and young people through these three key priorities, which although separate, are interrelated and this is reflected within the Children's Trust structures and in the linkages highlighted within this Plan.

This interrelationship between the Trust's priorities is shown, for example, by its [performance management framework \(PMF\)](#), outlined in Section Three. Improvements to outcomes experienced by our children and young people within each priority will be brought by improving performance against overarching indicators that cut across all three priorities. These indicators are framed within the PMF against the ambitions that we as a Trust had in place for the last Children & Young People's Plan, and which remain relevant when looking at performance. These are:

- Children and Young People are physically, emotionally and sexually healthy
- Every Young Person is successful when they leave school
- Children and young people do well, wherever they live, and whatever their needs
- Children and young people will feel safe at home, in school and in their communities.

10. Integrated Governance

These priorities have shaped the new structures for the Children's Trust. These structures facilitate all relevant stakeholders coming together at each level of the Trust to ensure that through challenge, support and accountability we work in partnership to bring improved outcomes within each priority over the next three years.

The Children's Trust Board meets quarterly and brings together senior representatives from all partners that work with children, young people and their families locally to agree a common strategy to improve children's wellbeing and to ensure that partners work to this agreed strategy, the Children & Young People's Plan. The Children's Trust partnership, in various forms, has been in place for a number of years, allowing strong and sustainable relationships to develop with robust strategic planning arrangements for improving outcomes for our children and young people at the centre. The Children's Trust Executive Group focuses on the business functions of the Trust and drives the work of the Trust. This group meets every six weeks. Progress against each Children's Trust priority is reported at each meeting of the Trust Board and Executive Group and in turn relevant information is taken from these groups to the sub groups by representatives of the sub groups to ensure two-way communication throughout the structures.

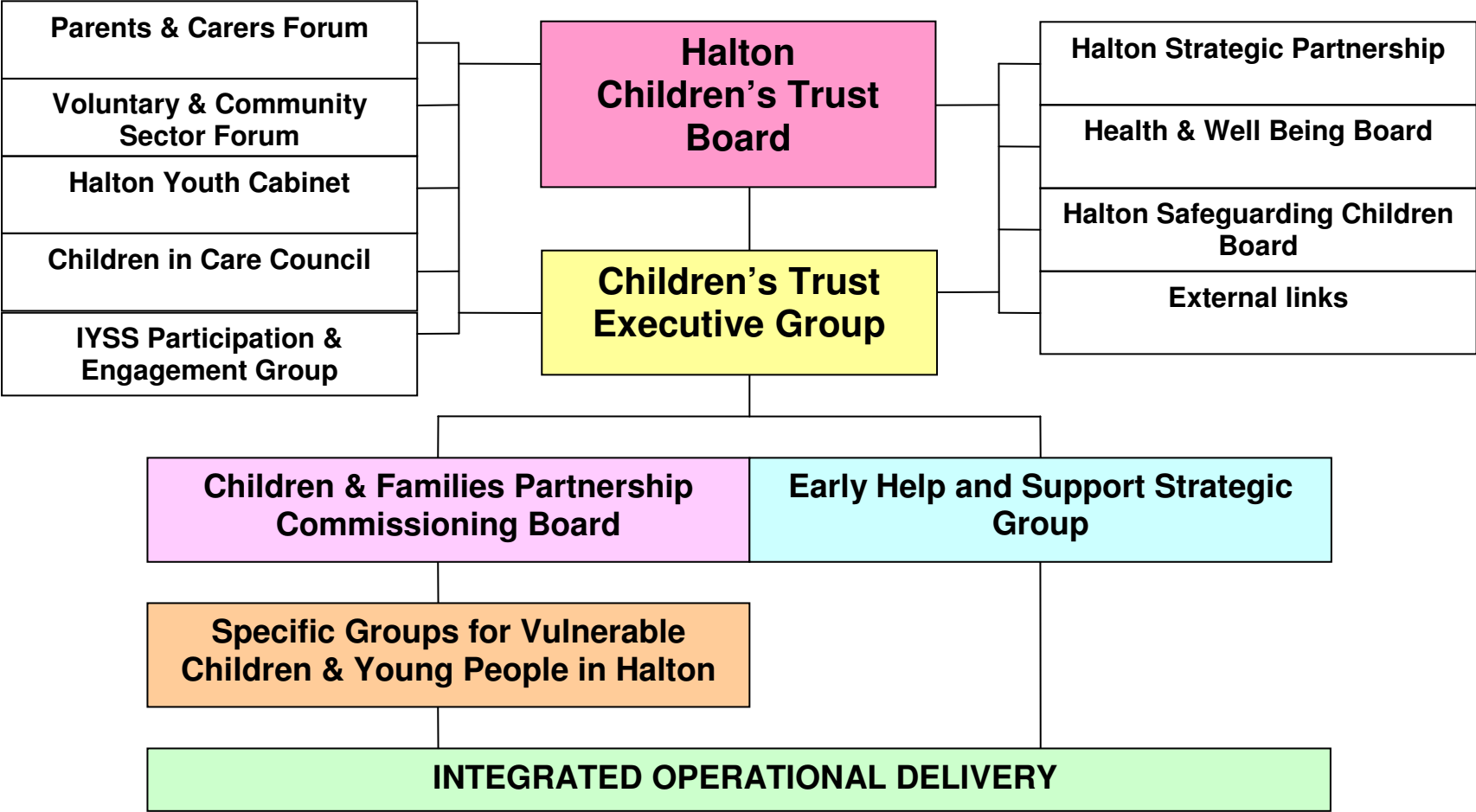
For our joint commissioning and early help and support priorities, strategic sub groups of the Children's Trust are in place that focus specifically on the ongoing work within their respective priority. For our vulnerable groups, specific groups are already established that coordinate work to support for our vulnerable groups and so the Children's Trust has agreed to continue with these existing structures for the priority. To ensure robust reporting within through to the Children's Trust Board and Executive Group, each of these groups for vulnerable children and young people will provide updates of progress and performance to the Children & Families Partnership Commissioning Board, the strategic sub group for our joint commissioning priority. In turn, these updates will be received by the Trust Board and Executive Group at each meeting. This will avoid the duplication that would be created by adding an unnecessary additional sub group within the structures.

Each priority has its own specific [business plan](#) detailing the aims and objectives in order to bring the most improvement to outcomes for our children and young people. The nature of the priorities of the Children's Trust mean that the work in order to meet any one priority will naturally involve joint working across the priorities and we encourage and embrace this as a partnership to bring improved outcomes across the priorities.

These structures provide the platform and opportunity for challenge, to ensure that the services and support provided for children, young people and families meets their needs most appropriately and at the right stage. The structures provide a direct route to and from the Children's Trust for both communication and scrutiny for other key multi agency partnership boards, such as the Halton Safeguarding Children's Board, Halton Strategic Partnership Board and the emerging Health & Well Being Board, as well as for key stakeholder groups for children and young people, parents and carers and from our Voluntary and Community Sector.

More detail on the governance arrangements for the Children's Trust can be found in the [Children's Trust Business Plan](#).

Halton Children’s Trust – Halton’s Partnership for Children



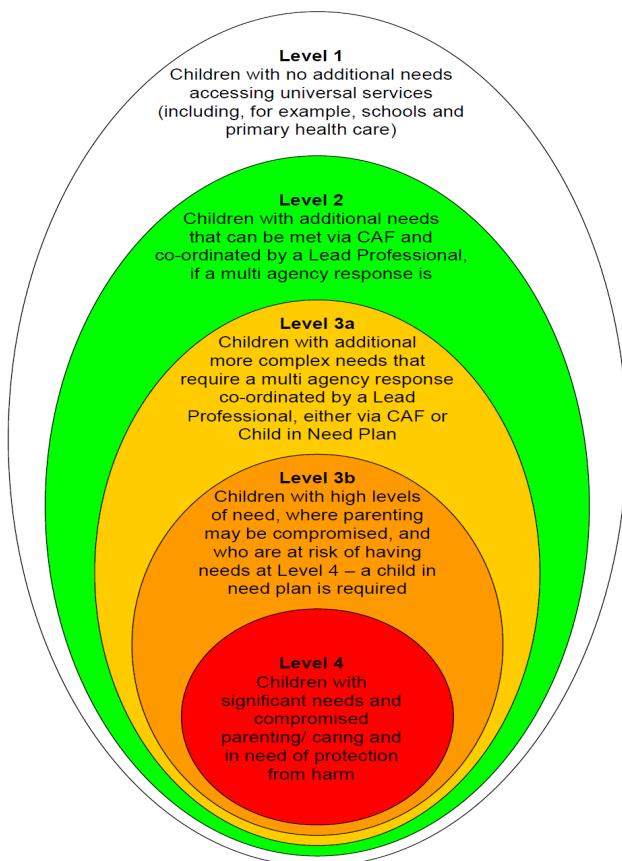
11. Halton Levels of Need

Halton's Levels of Need for Children and Young People provides a framework for professionals in Halton to meet the needs of all our children and young people, from those with no additional needs through to our most vulnerable with the most significant needs.

The priorities for the Children's Trust as set out in this Plan are set against this framework, to ensure that we improve outcomes for all children, young people and families in Halton but with particular focus on those in need of additional support, at whichever level of the framework and for whatever amount of time is appropriate for each family.

The Children Act 2004 placed a duty on all agencies to work together to ensure the safety and well being of all children. Our aim is to ensure that those children who have additional and more complex needs are not only identified at an earlier stage, but they receive services, which enables them to have their needs met across the five outcomes.

The framework works across four levels as follows:



Level 1 – Children and young people whose needs are being met through universal services available to all

Level 2 – Any additional needs that have been identified that can be met through a CAF or discussions within or across agencies.

Level 3a – More complex needs have been identified that require a co-ordinated multi agency approach that can be facilitated by the Integrated Working Support Team.

Level 3b – Higher levels of need which require contact to be made with Children's Social Care

Level 4 – Children and young people identified as being in need of immediate protection

In essence, the work of the Children's Trust in Halton focuses on Levels 1 – 3a of the framework. Levels 3b and 4 are the remit of the Halton Safeguarding Children's Board (HSCB). The two work closely together to ensure a smooth transition between each level and this relationship is outlined in the [Children's Trust/HSCB Joint working protocol](#) (see background documents).

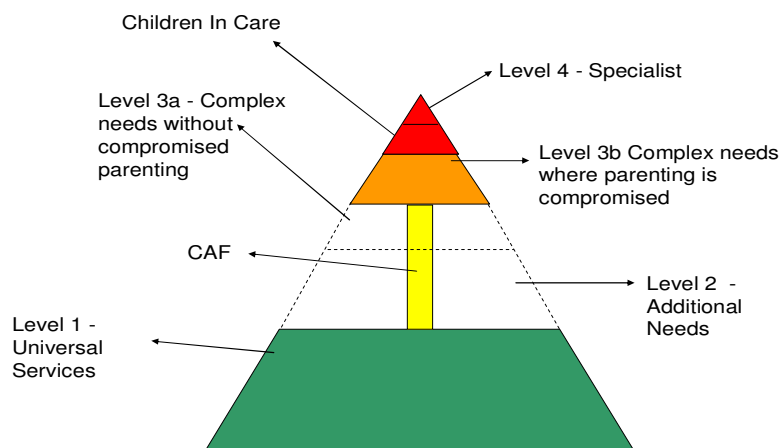
12. Team around the Family

As multi agency working in Halton has developed, the Children's Trust has adapted the way in which it works with families who are at Levels 2 and 3a of the Levels of Need Framework, in order to prevent their needs increasing to a level that requires more specialist help and support.

Team around the Family is the new Halton Children's Trust service and approach to early help and support. In terms of services, it has reshaped what is now provided across Halton through Children's Centres and Family Support. As an approach, it looks to intervene early to prevent issues escalating to a point where higher level, more specialist intervention is required.

Looked at in terms of Halton's Levels of Need Framework, Team around the Family ensures that fewer cases reach the 'specialist' end of the continuum, at Levels 3b and 4. Instead, where appropriate, children, young people and their families will receive the additional services that they need more quickly, before these needs escalate beyond Levels 2 and 3a.

This will tackle the discrepancy that research has shown exists at Level 2 in terms of numbers of children and young people with additional needs that are receiving these services, as shown by the diagram below.



The diagram shows the relative numbers of children and young people in Halton who are receiving services at each Level of the Levels of Need Framework. Most need only the Level 1 universal services that they are entitled to and this large proportion of children and young people are depicted in green. At each Level there should be progressively fewer children and young people receiving that level of support, giving a 'pyramid' effect. The diagram shows that this is the case at each level, apart from Levels 2 and 3a – research has shown that the numbers of children and young people who are at this stage of the continuum, receiving Level 2 and 3a additional services are significantly lower than should be the case.

By amending the way we work in Halton in line with the principles of Team around the Family, more children, young people and their families who need the additional support at Levels 2 and 3a will receive and access the appropriate services at this stage, and fewer will reach the specialist services at the top of the pyramid. The approach aims to remove any barriers to the appropriate services being made available and accessible to those who

need them. By reducing the flow of cases reaching Levels 3b and 4, it should free up more resources that can be made available to provide further support at Levels 2 and 3a.

In the past, services and support have often stopped by agencies straightaway once needs are met. Through Team around the Family, measures have been put in place to allow this support to be gradually phased out at the appropriate rate and timeframe for each individual case. This means that children, young people and their families who have been receiving support at the higher tiers can gradually have this support reduced until they reach the point when they are able and ready to again receive just their universal service entitlement.

Team around the Family services in Halton are coordinated through two Integrated Working Support Teams (IWST), one based in and covering Runcorn; the other performing similar functions for Widnes. IWST coordinates consultations with professionals working with families and helps to ensure that these professionals can access the services that appear most appropriate to that family's needs. This is achieved through a consultation model. The consultation that is recorded can be used as a service request to a wide range of public sector and voluntary service providers. Where the consultation suggests that a more complex problem or a wider set of agencies need to be involved, the IWST supports professionals to initiate and carry out a Common Assessment Framework intervention. More information on IWST, an integrated process for early help and support, can be found in Section Three.

Team around the Family has allowed for the development and implementation of structures and service configuration that allow for smooth transitions between lower level interventions and statutory interventions managed by Social Care. From a client's perspective the aim is for the whole process and provision of services to feel seamless.

Work to continue to establish and embed Team around the Family in Halton within the Levels of Need Framework is within the remit of the Early Help and Support Strategic Group of the Children's Trust. This Group will lead on ensuring that the following three priorities of the Integrated Children's Workforce Strategy are taken for across all agencies within the Children's Trust:

- Recruitment & Retention
- Training, Learning & Development
- Induction

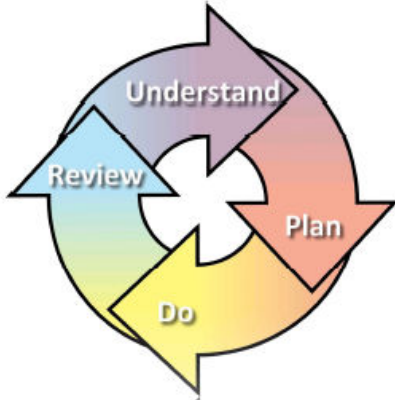
More information on Team around the Family, Halton's Levels of Need Framework and the Business Plan for the Early Help and Support Strategic Group is available from the Children's Trust website (www.haltonpartnership.net/childrenstrust).

13. Joint Commissioning

Joint commissioning is the process whereby partners who have responsibility for specifying, securing and monitoring services work together to make joint decisions about the needs of their population, and how they should be met.

We want to ensure that as a Children's Trust we commission services jointly to meet local needs and priorities wherever possible, particularly around early help and support, and also for our vulnerable children and young people.

Commissioning is a cyclical process of activities reflecting four key stages:



- **Understand** - population needs assessment and resource identification
- **Plan** - aligning resources to meet needs; filling gaps between needs and services
- **Do** - developing or purchasing services
- **Review** - monitoring performance and evaluating outcomes.

By focusing on joint commissioning as a priority for the Children's Trust, it will facilitate partner commitment to bringing all joint commissioning decisions for approval through the Trust. Once approved, each agency within the Trust is responsible for implementing the implications of the decision within their own agency if appropriate, after a process where they are fully involved from the beginning.

The existing Joint Commissioning Unit collaboration between the Children & Young People's Directorate of Halton BC and Children, Families and Maternity Commissioning PCT, has been extended to include all relevant partners in an overall Children & Families Partnership Commissioning Board for the Children's Trust.

The Board will take forward the Children's Trust's Joint Commissioning Framework. This includes five commissioning priorities that closely relate to the Children's Trust's overall priorities. For these five commissioning priorities, resources within the Children's Trust will be combined to tackle these issues. These are:

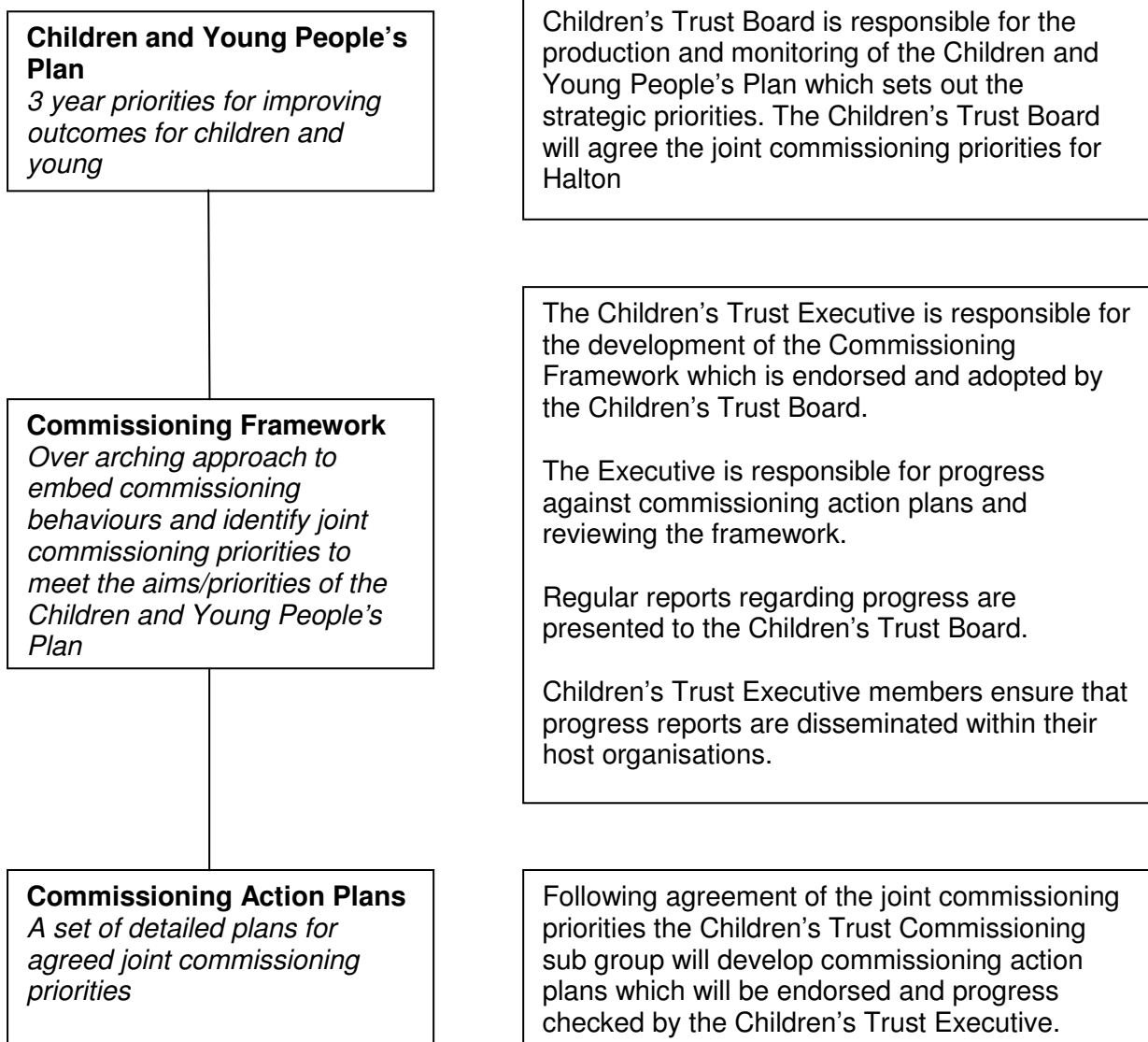
- Behaviour
- Breastfeeding
- Alcohol
- Team around the Family
- Transition of Care Leavers, Children in Care and Special Educational Needs

In order to meet our objectives around these commissioning priorities, the Trust has adopted the following principles for commissioning:

- We will ensure that positive outcomes for children and young people are at the heart of the strategic planning and commissioning process
- We will ensure that children, young people, families and carers actively participate in our decisions about commissioning services at all stages of the commissioning cycle

- We will consult all relevant organisations, in advance of commissioning new services
- We will ensure that decisions are based on a robust needs assessment
- We will undertake more effective market management and identify and understand the contribution of all relevant providers to delivering positive outcomes for children and young people
- We will direct resources to meet our priorities, particularly in areas of significant need, and especially in relation to vulnerable groups and gaps in provision
- We will ensure that tendering and procurement processes are transparent and fair
- We will promote sustainability with our providers to enable longer term planning
- We will use feedback from children, young people, families and partners to encourage innovation in the commissioning process and to achieve best practice
- We will monitor, evaluate and review our services rigorously and proportionately to ensure high quality outcomes and to reflect changes in demographic trends
- We will de-commission existing services where they do not deliver value for money or positive outcomes for our children and young people and work together to avoid duplication

Using these principles, the process for joint commissioning through the Children’s Trust can be shown as follows:



Joint commissioning links closely to the other priorities for the Children's Trust, but also with other key areas of focus for the Trust such as participation – ensuring that we provide the opportunity for our children, young people and their families to participate in the process that leads to commissioning decisions. Therefore, work around participation and engagement within the Trust will feed directly into this priority of the Trust to reinforce the importance of participation to all partners within the work of the Children's Trust.

The Children & Families Partnership Commissioning Board will have responsibility for driving forward work on four elements of the Children's Trust's Integrated Workforce Strategy across all agencies of the Trust. These are:

- Workforce Planning and Forecasting
- Leadership & Management
- Managing Change
- Equality & Diversity

In addition, the Commissioning Board will work closely with other boards and groups within the Children's Trust in Halton to ensure that all work is complementary in order to meet the Children's Trust priorities. Work to improve outcomes for our vulnerable children and young people will be channelled directly through the Board, while close links will be maintained with the Early Help and Support Strategic Group.

The Joint Commissioning Framework and Business Plan for the Children & Families Commissioning Board are available from the Halton Children's Trust website (www.haltonpartnership.net/childrenstrust)

14. Vulnerable Children & Young People

Vulnerable children and young people are those who are likely to have additional needs (Level 2 or above in the Levels of Need Framework), and experience poorer outcomes if these needs are not met. Prioritising services for our vulnerable children and young people has always been an area of focus for the Trust, to ensure that our most vulnerable children and young people are given the additional support that they need to achieve their full potential. Strategic and operational groups are in place within the Children's Trust to ensure that we work in partnership to meet the needs of our vulnerable groups.

The term 'vulnerable' is a broad one and a significant proportion of children and young people population in Halton could be described as 'vulnerable' at any given time. There are different reasons why a child or young person could be seen as 'vulnerable' – this may be due to particular characteristics or due to circumstances, which may be temporary or more long-term. Therefore the vulnerable children and young people cohort is never static, any child can become vulnerable or no longer vulnerable as their circumstances change.

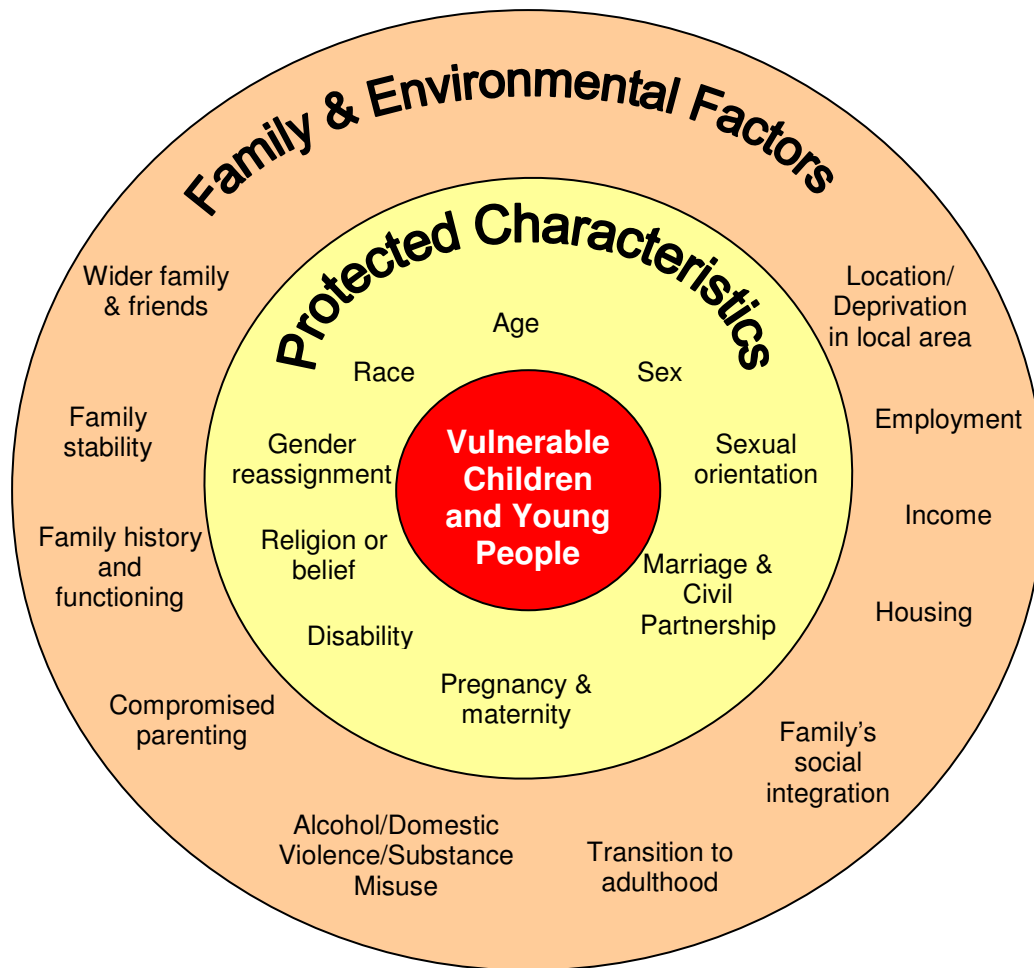
Characteristics that might make a young person vulnerable could include the following:

- (a) Age
- (b) Disability
- (c) Gender reassignment
- (d) Marriage and civil partnership
- (e) Pregnancy and maternity
- (f) Race
- (g) Religion or belief
- (h) Sex
- (i) Sexual orientation

These are the nine protected characteristics contained within the Equality Act 2010. The Children's Trust works to ensure that all children and young people have the equality of opportunity whether or not they share any of these protected characteristics. Some of these characteristics are more common than others among children and young people in Halton across the full 0-19 age range but all are taken into consideration by the Children's Trust to ensure no child or young person is adversely affected by any characteristic.

Equally, for some children and young people in Halton, the opportunity to reach their full potential can be affected by circumstance. These circumstances are often beyond their control and could be short-term or more permanent. Circumstances that might make a child or young person vulnerable could relate to personal issues, but also could be caused by issues for other members of a child or young person's family that compromises parenting capability, or changes to family structures or settings. The Index of Multiple Deprivation information outlined in Section One shows that a child or young person could also be affected by the geography of where they live. In the past children and young people from least deprived areas of Halton have been more likely to reach their potential. Differing circumstances can make a significant difference to the outcomes for our children and young people and so as a Children's Trust we are working in partnership in order to reduce these effects caused by circumstance.

The diagram below illustrates the differing elements of vulnerability that could affect a child or young person at any stage of their development.



The sharing of any of these characteristics or circumstances does not automatically mean a young person will experience poorer outcomes but statistically is more likely to. For vulnerable children and young people in Halton, the Team around the Family model for early help and support is focused on providing the necessary support before problems escalate towards specialist services. For the Children's Trust, supporting children and young people who may be vulnerable because of characteristics or circumstance is a key priority to try to ensure that all children and young people enjoy the same outcomes.

By focusing on vulnerable children and young people, we can remove barriers that have in the past stopped some from reaching their full potential and provide equality of opportunity for all our children and young people.

Section Three: Integrated Processes

In order to improve how we deliver our services for children and young people, as a Children's Trust partnership we have joined up processes in a number of key areas. This section describes these areas and the processes that we have in place in Halton.

15. Safeguarding

Safeguarding is a broad term for promoting the welfare of children who might have specialist or complex needs. It can be defined as:

- protecting children from maltreatment
- preventing impairment of children's health or development
- ensuring children are growing up in circumstances consistent with the provision of safe and effective care.

Child protection is one element of safeguarding. It refers to the activity that is undertaken to protect specific children who are suffering, or are likely to suffer, significant harm. Effective child protection is essential as part of wider work to safeguard and promote the welfare of children. However, all agencies and individuals should aim to proactively safeguard and promote the welfare of children so that the need for action to protect children from harm is reduced.

Safeguarding children and young people, and supporting and preparing them through to adulthood has always been central to the planning and provision of services in Halton. The safeguarding of our children and young people in Halton is seen as everyone's business within the Children's Trust. This has been the clear message given to all partners and our communities since the creation of the Halton Safeguarding Children Board (HSCB) in 2006. The impact of safeguarding is a key consideration within each priority of the Children's Trust.

The HSCB has a very clear vision that places safeguarding at the centre of the Borough's overall commitment to supporting and valuing the community it serves. The Board is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do. It carries out a range of activities to safeguard children and young people in Halton, aged between 0-19 and its role includes:

- Developing initiatives to reduce harm to children
- Developing monitoring and reviewing inter-agency Safeguarding Children procedures
- Scrutinising information related to safeguarding children
- Ensuring that training is provided and promoted
- Increasing professional and public awareness of the safeguarding agenda
- Enquire into cases of abuse and neglect where a child has died or suffered serious harm and to review important issues arising from such enquiries

Partners have embraced safeguarding and successfully embedded processes to ensure we have robust safeguarding procedures in Halton across all agencies. This has been validated by a number of external inspections. For example, in 2008, Ofsted rated Safeguarding in Halton as 'Outstanding', while the [2011 Children's Safeguarding and](#)

[Looked After Children Inspection](#) judged Halton to be ‘Good’ or ‘Outstanding’ against each of 22 criteria – giving Halton one of the best results nationally.

The HSCB provides effective strategic leadership on safeguarding for all children and young people in Halton, through a framework of scrutiny, quality assurance and training. A multi agency safeguarding unit strengthens multi agency working within the Children’s Trust by identifying issues and themes that impact on the delivery of frontline practice.

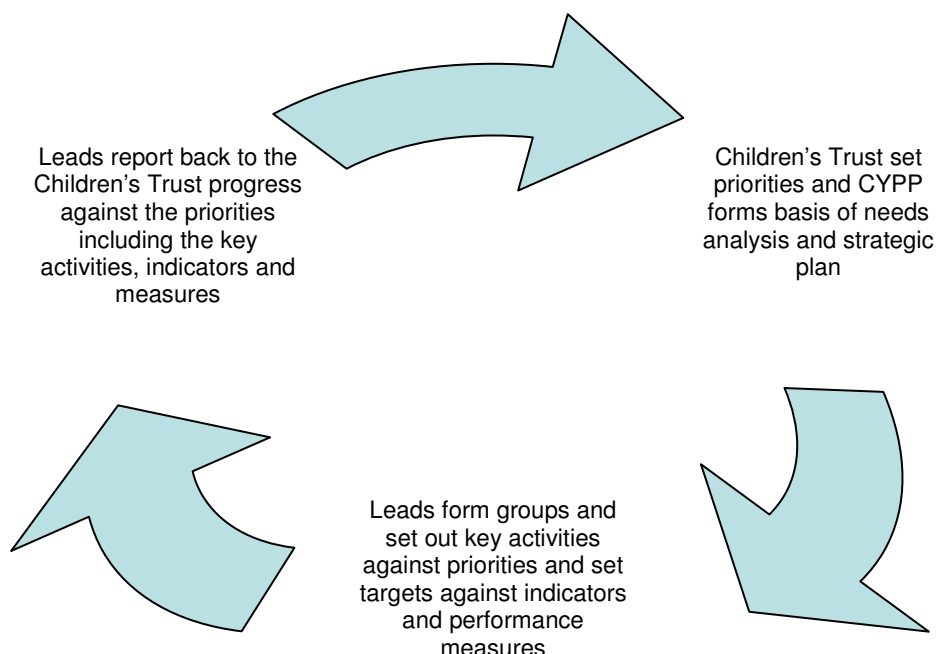
The relationship between the HSCB, which is a statutory body, and the Children’s Trust and how they interact with each other has been formalised by a joint protocol informed by the latest ‘Working Together’ guidance. This has again brought closer working and ensured that two-way challenge and commitment is entrenched within all work. Senior representatives from key agencies attend both the Children’s Trust and HSCB and this again strengthens the working relationship between the two and ensures crossover within all aspects of safeguarding.

The Children’s Trust and HSCB, work closely within the Halton Levels of Need Framework to ensure each takes the lead at the appropriate level within the Framework and duplication is avoided.

16. Performance

The Ofsted Inspection of Children’s Safeguarding & Looked After Children in Halton in February 2011 recognised the performance management and quality assurance arrangements in place at all levels from front line practice to strategic levels as ‘outstanding’. The report commended the robust performance management arrangements in place for both the Children’s Trust and Halton Safeguarding Children Board.

Performance within the Trust is managed through the Children’s Trust Performance Management Framework (PMF) to systematically report against identified priorities on a regular basis. In essence, the PMF follows the following cycle:



The PMF uses the principles of Outcomes Based Accountability (OBA) to ensure the intelligent use of performance data alongside consultation and feedback information and the knowledge and experience of front line staff.

The PMF splits performance management into population accountability, which focuses on conditions of well-being for all children and young people in Halton and performance accountability, which relates to the impact of services. The Children's Trust has responsibility for population accountability as it is recognised that to impact on these high level outcomes a range of partners will need to be involved.

The Children's Trust's strategic priorities have been agreed with population accountability in mind, focusing on how we can improve the well-being of our children and young people by:

- Commissioning on a multi agency basis against the greatest needs identified for our children and young people
- Focusing our activity in particular on our vulnerable children and young people
- Ensuring that the right support is available for those with additional needs at the earliest stage and targeting resources to the specific needs of different areas of the borough.

The established reporting mechanisms utilising the PMF have been amended and refined to take into account these new priorities for the Trust. Reporting of performance will continue to follow the cycle established by the PMF to meet the ambitions for the Trust set out in the last Children & Young People's Plan, but these ambitions have been re-focused to concentrate on how well we are doing in relation to the new priorities for the Children's Trust.

These ambitions that were set out in the last Plan are:

- Children and Young People are physically, emotionally and sexually healthy
- Every Young Person is successful when they leave school
- Children and young people do well, wherever they live, and whatever their needs
- Children and young people will feel safe at home, in school and in their communities.

Within each priority, the PMF provides a range of relevant indicators, with long-term trends to give evidence to show whether the services we are providing collectively are bringing improved outcomes. These indicators are supported by relevant performance measures that are monitored on a quarterly basis.

This, together with the story behind the indicators, which provides rich qualitative information, provides the basis for developing our services and support, to meet the needs of our children and young people.

This information is received at each meeting of the Children's Trust Executive Group to allow for the overall monitoring of each priority, show where efforts should be focused to ensure we meet each priority during the lifespan of this Plan, and will also inform decisions made on what should be the new priorities for the Trust in the future.

In addition, thematic qualitative information is to be produced quarterly to provide evidence of improved outcomes, providing the "so what" factor, in particular where performance

indicators are unable to provide this information. This will enable the Trust to challenge improvement further and identify and address gaps in service in order to continue the improvement cycle.

The PMF and latest performance information for each Children's Trust priority can be accessed through the following link (www.haltonpartnership.net/childrenstrust)

17. Integrated Working Support Teams

Integrated Working Support Teams (IWST) for Runcorn and Widnes have been established as part the development of the Team around the Family model for early help and support in Halton.

IWST is the Children's Trust approach to providing support through a form of brokerage across all agencies. The Teams give a single point of entry contact for all enquiries that are not Child in Need or Child Protection issues, including parenting support. By providing a single point of entry, families are prioritised across Halton according to need and consistency is achieved regarding the length of time between assessment and allocation of services. IWST provides tiered, seamless support to professionals working with a family that is appropriate to the nature of the issue. Each team incorporates a multi agency group of professionals and a number of commissioned services sit directly within the IWST structures.

The Disabled Children's Service sits within this model, providing the first point of entry for professionals and carers of disabled children who may need information, advice and/or support, including short breaks and advocacy. There are clear pathways into the service, as well as a pathway into Social Care when statutory services are necessary.

The services available from the IWST Teams include:

- Support to complete the Common Assessment Framework
- Support to Chair multi agency meetings
- Support to identify appropriate Lead Professional
- Support to parents
- Support for disabled children, young people and their families
- Support to enhance existing agency plans
- Liaison with Children's Social Care Teams
- Signposting to multi agency training opportunities
- Consultation, signposting and advice on appropriate route to support
- Think Family Forum to support Common Assessment Framework (CAF) – this Forum has provided support for Lead Professionals involved in CAFs but also provides a multi agency forum for the quality assurance of completed CAFs
- Link to Children's Centre and Family engagement teams

18. Equality & Diversity

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

To support this, the Children's Trust has in place an [Equality & Diversity Scheme](#) that takes into account the implications and additional duties of the Equality Act 2010. It sets out a long term process for identifying and integrating improvements as to how this Trust promotes equality and supports diversity through its work with children and young people.

The Scheme includes the following vision on equality and diversity that all partners in Halton have committed to:

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

The Children's Trust Equality & Diversity Scheme is available from the Halton Children's Trust website (www.haltonpartnership.net/childrenstrust)

19. Transition to Adulthood

The transition between being a young person to being an adult is a time of great change and opportunity for all young people, but it can also present challenges, particularly for young people who have social and health care needs arising from sensory and physical disabilities, long-term conditions, learning disabilities or mental health problems.

As part of the Aiming High for Disabled Children programme, a national Transition Support Programme has been introduced to improve support for disabled young people in their transition to adulthood, and sets out five focus areas for improving support at transition in local areas:

- Participation of disabled young people and their families
- Effectiveness of personalised approaches
- Joint assessments processes within children's trusts and adult services
- Realistic post 16 opportunities for living life
- Strategic multi agency working

In Halton, through work in partnership between Adult Services and Children's Trust partners including NHS Halton & St Helens and Halton Borough Council, a [Halton Multi Agency Transition Strategy 2010-2013](#) has been developed. This gives examples of how these focus areas are being put into practice, including:

- Effective engagement with and participation from disabled young people and also their families;
- Effectiveness of personalised approaches including person centred planning, use of individual budgets and direct payments;

- Joint assessment processes within Children’s Trust services, including schools and with adult social care;
- Realistic post 16 opportunities for living life and to help reduce the numbers of disabled young people who are not in education, employment or training;
- Strategic partnership working including commissioning, to ensure that all agencies are fully engaged in providing transition support. In addition ensuring that other AHDC activity and universal offers, like the youth strategy, take into account the needs of disabled young people at transition.

The Children’s Trust is working to support all young people in their transition to adulthood by helping young people to develop choices that are right for them, to realise their full potential, and participate fully in the wider community.

20. Workforce Development

Workforce development is fundamental to improving outcomes for our children and young people. Through the [Children’s Trust Integrated Workforce Strategy](#), we will ensure that children, young people and their families in Halton receive the best quality service provided by a competent, skilled and professional workforce.

The Strategy provides the tools to equip the Children’s Trust workforce with the skills, knowledge and behaviours to ensure that the strategic priorities set out in this Children & Young People’s Plan can be achieved. It aims to create an excellent world class workforce for children, young people and their families in Halton. In order to achieve this, seven key workforce strategic objectives have been agreed and each has been integrated into the work programmes of the Children’s Trust sub groups. This will ensure that all work to meet these workforce objectives is fully integrated into the work of the Trust. Meeting these strategic objectives will help us towards achieving our Children’s Trust priorities.

These objectives and the sub group that they are aligned to are as follows:

1. **Workforce Planning and Forecasting** – Children & Families Partnership Commissioning Board
2. **Recruitment & Retention** – Early Help and Support Strategic Group
3. **Training, Learning & Development** – Early Help and Support Strategic Group
4. **Leadership & Management** – Children & Families Partnership Commissioning Board
5. **Managing Change** – Children & Families Partnership Commissioning Board
6. **Equality & Diversity** – Children & Families Partnership Commissioning Board
7. **Induction** – Early Help and Support Strategic Group

Within the Integrated Workforce Strategy, the Children’s Trust has collectively agreed six commitments to its children’s workforce in Halton. They are:

- We are a one Children’s Workforce which advocates effective strong partnership working
- We recognise that our workforce is an asset which we nurture through recruitment and retention and continued professional development
- We listen and respect the unique worth of every person/individual
- We encourage all people to fulfil their potential by providing opportunities for satisfying and rewarding careers

- We enable empowerment to be embraced and advocated throughout the Children's Trust
- We promote creativity and innovation at every opportunity

In these challenging times workforce investment and creating opportunities will become more important than ever in helping us to achieve a more dynamic, knowledgeable and skilled workforce for the future; thereby ensuring that the lives of children, young people and families in Halton improve and remain at the centre of everything we do.

The Integrated Children's Workforce Strategy is available from the Halton Children's Trust website (www.haltonpartnership.net/childrenstrust)

21. Participation

Participation is about involving children, young people and their parents/carers in decision making on all levels. It is not just seeking views and opinions to help decide the next course of action (consultation). Being listened to and validated as an individual person is a fundamental human right.

By participation we mean adults working in partnership with children and young people and valuing their views and encouraging them to:

- become more active participants in the life of their school and community,
- participate in creating, building and improving services to make them more responsive to their needs and those of the wider community,
- make a difference in their schools, neighbourhoods and communities
- contribute to a cohesive community,
- learn from an early age to balance their rights as individuals with their responsibilities as citizens,
- develop, through the way they are involved, the knowledge, understanding and skills they will need in adult life.

There are a number of levels of participation, from tokenistic involvement in a small part of the decision making process, to full participation and engagement and leading in every aspect from the initiation of the process.

In Halton we have had and continue to have examples of involving children, young people and their parents/carers across the full range of these levels. Through working together in partnership within the Children's Trust to meet the priorities within this Plan we aim to make sure that more and more of the participation opportunities for our children, young people and their parents and carers are within every aspect of the process.

For effective participation to happen organisations must listen to and work in partnership with service users to create and develop the best opportunities for services to develop to best meet the needs of children and young people. It is everyone's responsibility to promote and support children, young people and their parents'/carers' participation in decision making.

When children and young people are actively involved in the processes of decision making they feel more motivated, more engaged and more valued; and when they are not this can then lead to apathy, disillusionment, disengagement, exclusion and isolation. The

experience of participation teaches children and young people citizenship skills such as listening, negotiating, recognising and valuing diversity and accepting difference.

Participation is about service providers and service users working in partnership to create the best possible opportunities within the aims of a project or service. Involving children and young people in decision making and problem solving will develop and improve the services already existing across the Borough. Halton already has young people's democratic processes embedded, with vibrant Area Youth Forums, young peoples' action groups, elected Youth Cabinet and an elected Member and Deputy Member of Youth Parliament.

Participation is about creating a culture of agencies responding to, involving, communicating with and informing those who use the service they provide. We have a number of examples of our children and young people fully participating and leading on making the decisions that affect them, such as within the Youth Bank and the Youth Cabinet, but we need to ensure we provide these opportunities to participate within each of our priorities, to help ensure we do improve outcomes for our children and young people.

[The Children's Trust Participation Strategy](#) is based on the seven strands of the Hear by Right Standards, and as a Trust all partners need to provide support to all organisations and services to ensure that they meet these participation Standards.

The Strategy is based on four principles:

1. Clear and visible commitment to involving children and young people with a route map of how to make it happen.
2. Children and young people's involvement is valued
3. Children and young people have equality of opportunity to be involved
4. Children and young people's participation and involvement is continually evaluated and reviewed

This Participation Strategy has been agreed through to 2015 and is available on the Children's Trust website (www.haltonpartnership.net/childrenstrust). Work on participation within the Children's Trust structures is led by the Consultation, Participation & Engagement Group that feeds directly into the Joint Commissioning Group.

22. Child and Family Poverty

In Halton, data from 2008 reveals that just under 26.4% of children live in poverty. This equates to 6,550 children and young people. Of these, 5,520 children live in out of work families and 1,030 live in households classified as in-work. This underlines that whilst being in work reduces the incidence of poverty it doesn't guarantee that children will be lifted out of poverty, particularly when there is only one working adult in the household.

Although there has been some success in tackling child and family poverty, meeting the challenge of eradicating poverty requires additional effort from all partners to prioritise child and family poverty to improve outcomes for disadvantaged children and their families.

In response to the Child Poverty Act 2010, Halton has worked alongside its partners in the Liverpool City Region to develop a Child and Family Poverty Needs Assessment and has also developed its own specific multi agency [Child and Family Poverty Strategy for Halton](#).

Whilst poverty can be measured by income, it is a much broader issue. Therefore, in developing the Child and Family Poverty Strategy, Halton has adopted the European Union's working definition of poverty. This defines poverty as:

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

Under this definition, poverty is seen as having three aspects, these being:

- Income poverty
- Service poverty (difficulty in accessing and benefiting from quality services e.g. housing, health, education and leisure)
- Participation poverty (affecting the ability to
 - participate in the community
 - engage in social activities
 - have a negative impact on experience of education and training and
 - affect transition to independence).

To recognise the broadness of the issue of poverty, in Halton it is known as child and family poverty, rather than the more traditional 'child poverty'.

Halton's Child & Family Poverty Strategy has been developed by a wide cross-section of partners and stakeholders in Halton, including housing, welfare, employment and skills, transport and health, as well as stakeholders within the Children's Trust.

Research for the Needs Assessment, as well as consultation done during the development of the Strategy has indicated that the key underlying causes of child and family poverty in Halton are:

- Low family aspirations
- A cycle of intergenerational benefit dependency

Based on these causes, the key priorities in order to tackle child and family poverty in Halton have been agreed as:

- Cultural challenge and raising aspirations
- Early Help and Support
- Whole family approach
- Providing a single point of access to support services

These priorities link closely to the priorities that have been agreed by the Children's Trust. One measure used by the Children's Trust to look at poverty and disadvantage is to measure the performance and outcomes for those young people who access free school meals. Often this cohort of young people do not perform as well as a whole but the Children's Trust is working to reduce this gap for young people in this cohort to ensure those who receive free school meals do not suffer any disadvantage.

A multi agency working group will take forward work around the Strategy by meeting these priorities within through an agreed action plan. The Strategy is available from the Halton Children's Trust website (www.haltonpartnership.net/childrenstrust)

23. New set of promises

- **Consultation** – We will engage with our children, young people and families around all issues that affect them, in ways that meet their needs and ensure their views are heard and communicate back how their involvement has been acted upon.
- **Participation** – We will endeavour to support throughout Halton active children, young people and parent / carer action groups in schools and within the community, supported by partners who provide a network of children, young people and parent / carer voice. This will ensure there is effective two way communication to shape services through, for example social networking sites, action groups, inclusive interview and commissioning panels, community events and drama and arts activities
- **Workforce development** - We will, in these challenging times, continue to invest in our workforce at every opportunity to help us to achieve a more dynamic, knowledgeable and skilled workforce for the future.
- **Safeguarding** – We will look to ensure all aspects of equality and diversity are captured in the reporting processes within the Children’s Trust and Halton Safeguarding Children Board.
- **Safeguarding** – We will seek to further encourage and support children and young people's participation in informing and challenging the work of the Children's Trust and Halton Safeguarding Children Board.
- **Vulnerable groups** – We will intervene at the right time to prevent problems for our vulnerable children and young people from developing and where problems are already present we will deliver timely interventions to prevent these getting worse.
- **Independent advocacy** – We will ensure that independent advocacy is in place for all vulnerable groups, and in particular children in care, children with disabilities and complex needs to ensure full involvement in decision making for all our children and young people.
- **Child & Family Poverty** – We will work to improve the life chances of children and families living in poverty by actively supporting the implementation of the Halton Child & Family Poverty Strategy and encourage our partners to contribute towards the delivery of the key objectives in the Child & Family Poverty Action Plan.
- **Equality & Diversity** – We will recognise and celebrate the diversity of our children and young people as well as aspects of commonality.
- **Performance** – We will scrutinise and challenge all agencies working with Children, Young People and their families to improve outcomes using robust performance management.
- **Early Help and Support** – We will endeavour to meet the needs of children, young people and their families as early as possible using local services that are sensitive to all issues.
- **Early Help and Support** – We will ensure that children, young people and their families can access the additional and specialist services they require through the same initial point of access.
- **Joint Commissioning** – We will ensure that our Children’s Trust priorities and the wishes of our communities are at the heart of all joint commissioning decisions
- **Play** – We will support all children and young people to be able to participate in and enjoy play in their local area.

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