

# Public Document Pack



## Executive Board

Thursday, 14 December 2017 11.30 a.m.  
The Boardroom, 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
<b>1. MINUTES</b>	<b>1 - 13</b>
<b>2. DECLARATION OF INTEREST</b>	
Members are reminded of their responsibility to declare any Disclosable Pecuniary Interest or Other Disclosable Interest which they have in any item of business on the agenda, no later than when that item is reached or as soon as the interest becomes apparent and, with Disclosable Pecuniary interests, to leave the meeting during any discussion or voting on the item.	
<b>3. PHYSICAL ENVIRONMENT PORTFOLIO</b>	
<b>(A) HALTON HOUSING TRUST (HHT) ANNUAL REPORT</b>	<b>14 - 39</b>

*Please contact Angela Scott on 0151 511 8670 or  
Angela.scott@halton.gov.uk for further information.  
The next meeting of the Committee is on Thursday, 18 January 2018*

Item	Page No
<b>4. RESOURCES PORTFOLIO</b>	
(A) ANNUAL EXTERNAL AUDIT LETTER 2016/17	40 - 55
(B) AGENCY WORKER CONTRACT PROCUREMENT - 2018 TO 2022	56 - 59
<b>5. CHILDREN YOUNG PEOPLE AND FAMILIES PORTFOLIO</b>	
(A) COUNCIL PROVISION OF RESIDENTIAL CARE FOR CHILDREN	60 - 64
(B) SUPPORTED ACCOMMODATION FOR CHILDREN IN CARE AND CARE LEAVERS	65 - 71
(C) SERVICES TO ENCOURAGE PARTICIPATION IN EDUCATION AND TRAINING TENDER	72 - 74
(D) THE NATIONAL FUNDING FORMULA FOR SCHOOLS AND HIGH NEEDS UPDATE - KEY DECISION	75 - 78
<b>6. HEALTH AND WELLBEING PORTFOLIO</b>	
(A) REDESIGN OF NIGHT TIME SUPPORT	79 - 82
(B) ONE HALTON - DEVELOPMENT OF ACCOUNTABLE CARE SYSTEM	83 - 116
<b>7. PHYSICAL ENVIRONMENT PORTFOLIO AND TRANSPORTATION PORTFOLIO</b>	
(A) RUNCORN DE-LINKING OF THE SILVER JUBILEE BRIDGE - KEY DECISION	117 - 126
<b>8. PHYSICAL ENVIRONMENT PORTFOLIO</b>	
(A) RESPONSE TO WARRINGTON LOCAL PLAN CONSULTATION	127 - 196

*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.*

**EXECUTIVE BOARD**

*At a meeting of the Executive Board on Thursday, 16 November 2017 in The Boardroom, Municipal Building*

Present: Councillors Polhill (Chair), D. Cargill, Harris, R. Hignett, S. Hill, Jones, T. McInerney, Nelson, Wharton and Wright

Apologies for Absence: None

Absence declared on Council business: None

Officers present: D. Parr, I. Leivesley, M. Vasic, M. Reaney, E. Dawson, E. O'Meara, T. Gibbs, S. Wallace-Bonner, G. Cook and A. Scott

Also in attendance: Two members of the public and Richard Strachan, Independent Chair of the Halton Local Safeguarding Children Board

**ITEMS DEALT WITH  
UNDER POWERS AND DUTIES  
EXERCISABLE BY THE BOARD**

EXB60 LOCAL GOVERNMENT ACT 1972 AND THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985 URGENT BUSINESS

*Action*

The Board was advised that a matter had arisen which required immediate attention by the Board (Minute EXB 73 refers), therefore, pursuant to Section 100 B (4) and 100 E and in view of the provider's decision to close Millbrow Care Home earlier than planned (i.e. in December 2017), and a proposed strategy to prevent this was presented to the Board, ruled that this item would be considered at this meeting.

EXB61 MINUTES

The Minutes of the meeting held on 19 October 2017 were taken as read and signed as a correct record.

In respect of Minute EXB 58, which was deferred for further consideration, the Board had had the opportunity to consider a revised Delivery and Allocations Local Plan (DALP) proposal, which was made available to the public. Following consideration of the revised report and an amendment to the cartographic error on the Kingsway site

which would be corrected on the consultation version,  
it was:-

RESOLVED: That

- 1) the draft DALP be approved for the purposes of a minimum of a six week period of public consultation;
- 2) the Strategic Director, Enterprise, Community and Resources, in consultation with the Portfolio holder for Physical Environment, be delegated powers to approve editorial and technical amendments that do not materially affect the overarching development strategy as currently set out in the document; and
- 3) the results of the public consultation exercise be reported back to the Executive Board.

Strategic Director  
- Enterprise,  
Community and  
Resources

**CHILDREN YOUNG PEOPLE AND FAMILIES  
PORTFOLIO**

EXB62 HALTON SAFEGUARDING CHILDREN BOARD ANNUAL  
REPORT 2016-17

The Board considered a report of the Independent Chair, Halton Safeguarding Children Board, on the Halton Local Safeguarding Children Board (LSCB) Annual Report 2016/17.

Richard Strachan, Chair of the LSCB, attended the meeting and described how organisations and individuals across all sectors were working together to safeguard children and young people. The Annual Report provided a rigorous and transparent assessment of the performance and effectiveness of local services to safeguard and promote the welfare of children and young people. The report included details on lessons from learning and improvement activity within the reporting period, including Serious Case Reviews, Practice Learning Reviews and Child Death Reviews and audits. In addition, it listed contributions made to the LSCB by partners as well as details of its expenditure.

It was noted that since November 2013, the LSCB had become subject to review of their effectiveness. In 2014, the LSCB was reviewed by Ofsted, alongside the inspection of services for children in need of help and protection, looked after children and care leavers.

A summary of the report's content was set out for Members' information. It was reported that the Children and Social Work Act 2017 would abolish LSCBs from 2019. There was an expectation that key safeguarding partners such as the Local Authority, the Police and the Clinical Commissioning Group, would establish multi-agency safeguarding arrangements to ensure the effectiveness of safeguarding children processes and practice.

Mr Strachan dealt with Members' questions and was thanked for attending the meeting.

RESOLVED: That the contents of the report and associated Annual Report, attached at Appendix 1, be noted.

#### EXB63 SCHOOL FUNDING FORMULA 2018/19 - KEY DECISION

The Board considered a report of the Strategic Director, People, on the introduction of a National Funding Formula (NFF) for schools and high needs.

The Board was advised that in July 2017, the Secretary of State confirmed the introduction of the national funding formula and announced an increase in per pupil funding and a minimum per pupil funding level for primary and secondary school pupils in 2018/19. It was reported that local authorities were advised that the minimum funding rates would be used by the Department for Education to determine the total allocation of funding to each authority.

On 11 October 2017, Schools Forum received a report which highlighted the key changes to the funding of schools. Following the release of indicative budgets a consultation paper was sent to all schools in the Borough setting out three options for their consideration. The consultation also addressed the issue of Halton's previous financial commitments for High Needs against the key budget headings as well as its current commitments. Details of other key changes to funding the Schools Block were detailed in the report and a copy of the consultation responses were attached at Appendix B.

It was proposed that during the two year transitional phase, Halton move to an interim formula so as to retain the primary lump sum, and to follow the principles of the transitional national funding formula in all other factors. It was further noted that to address the budget shortfall in High Needs a transfer of 0.5% of the Schools Block budget would

be required.

Reason(s) for Decision

To ensure that there was a fair distribution of resources across schools in the Borough.

Alternative Options Considered and Rejected

Consideration was given to either retaining the existing funding formula with uplift for the increase; however, this was not an option supported by the schools. Implementation of the transitional NFF was considered but this would have an impact on the smaller schools.

Implementation Date

1 April 2018.

RESOLVED: That

- 1) an interim funding formula for 2018/19 and 2019/20 be approved, to allow the retention of the primary lump sum at 2017/18 levels to support small schools within the Authority; and
- 2) the decision to transfer 0.5% from the Schools Block to High Needs Block be noted.

Strategic Director  
- People

**HEALTH AND WELLBEING PORTFOLIO**

EXB64 ALTERNATIVE DELIVERY MODEL FOR ADULT SOCIAL CARE PROVIDER SERVICES

The Board considered a report of the Strategic Director, People, which sought approval to develop an alternative delivery model for some Adult Social Care Provider Services.

The Board was advised that Sefton Council had approached Halton and Knowsley Councils to explore the opportunity of expanding Sefton's range of care services. Currently, Sefton was a sole shareholder in Sefton New Directions (SND) which provided a range of care services including day services re-ablement, intermediate care, respite services and supported living. With investment from Halton and Knowsley Councils to expand the current organisation, this would in effect be a shareholder agreement with SND.

The report set out a list of advantages for Halton of such a partnership, for Members to consider. It was proposed that Halton would look to incorporate In-house Learning Disability Services and recently purchased Care Homes. To ensure full consideration of the impact of the proposal on Halton services, it was proposed that a local Halton Operation Steering Group and a Member Steering Board be established.

RESOLVED: That

- 1) the Strategic Director, People, enters into further discussions with Sefton and Knowsley Councils to explore the opportunities for Halton to develop an alternative delivery model for some Adult Social Care Provider Services; and
- 2) a further report be brought back to Executive Board.

Strategic Director  
- People

EXB65 0 - 19 HEALTHY CHILD SERVICE TENDER

The Board considered a report of the Director of Public Health which sought approval of the award of a contract to deliver the 0-19 Healthy Child Service.

The Board was advised that, following the advertisement of a tender opportunity for the commissioning of a 0-19 Healthy Child Service (the Service), an evaluation exercise was carried out on 14 November 2017. It was noted that the Service would support the Council in meeting its statutory duties with regards to public health services for children and young people.

Executive Board were advised verbally of the outcome of the process.

RESOLVED: That in accordance with Standing Order 2.10.2, the Director of Public Health be authorised to enter into a contract with the preferred supplier for a 0-19 Healthy Child Service, and award a contract for a period of five years with the option of two additional one year contracts.

Director of Public  
Health

**RESOURCES PORTFOLIO**

EXB66 2017/18 QUARTER 2 SPENDING

The Board considered a report of the Operational Director, Finance, which reported on the 2017/18 Quarter 2 spending as at 30 September 2017.

A summary of spending against the revenue budget up to 30 September 2017 was attached to the report at Appendix 1. This provided individual statements for each department. The Board was advised that, in overall terms, revenue expenditure was £1.939m above the budget profile at this stage. It was reported that over the last quarter, the position had worsened and increased by £1.131m. If current spending patterns continued, projections showed that the Council would be overspent by approximately £4m by year-end if no corrective action was taken.

It was further noted that the main budget pressure facing the Council continued to be within the Children and Families Department, with Out of Borough Residential Places and Out of Borough Fostering dominating the overspend position. In addition, the Complex Care Pool Budget with Halton Clinical Commissioning Group was over budget at 30 September 2017, with financial pressures within the Service for health and social care services covering Residential and Domiciliary Care, Direct Payments and Day Care.

The Capital Programme had been revised to reflect a number of changes in spending profiles and funding as schemes had developed and these were detailed in Appendix 3.

RESOLVED: That

- 1) all spending continues to be limited to the absolutely essential;
- 2) Strategic Directors continue to take appropriate action to contain overall spending within their total operational budget by year-end; and
- 3) Council be recommended to approve the revised Capital Programme as set out in Appendix 3.

Operational  
Director - Finance

EXB67 TREASURY MANAGEMENT HALF YEAR REPORT 2017-18

The Board considered a report of the Operational Director, Finance, which updated Members on the activities undertaken on the money market, as required by the Treasury Management Policy.

The report provided supporting information on the economic background, interest rate forecast, short term



borrowing rates, longer term borrowing rates, borrowing/investments, budget monitoring, new long term borrowing, policy guidelines and treasury management indicators. It was noted that no debt rescheduling had been undertaken during the quarter.

RESOLVED: That the report be noted.

EXB68 MEDIUM TERM FINANCIAL STRATEGY - KEY DECISION

The Board considered a report of the Operational Director, Finance, on the Medium Term Financial Strategy (MTFS) for the period 2018/19 to 2020/21.

The Board was advised that the MTFS set out a three year projection of resources and spending based on information currently available.

The projections in the forecast showed there was a need to make a significant level of savings over the next three years. This was the effect of projections of public spending through to 2020 which resulted from the 2015 Comprehensive Spending Review. The MTFS took account of:

- The Comprehensive Spending Review 2015;
- The Local Government Finance Settlement 2017/18 dated 21 February 2017;
- The Budget 2017 announced by the Chancellor of the Exchequer on 8 March 2017; and
- The announcement of the Government's final position on the schools national funding formula and high needs formula dated 14 September 2017.

The MTFS provided initial guidance to the Council on its financial position into the medium term. Revenue savings of approximately £5.6m, £13.2m and £3.3m would be required over the next three years. It was noted that as a result, a total of £22.1m would need to be removed from the Council's budget which represented 21.4% of the net budget.

The Board was advised that the MTFS had a number of objectives, as listed in the report. The Council would need to consider these objectives when balancing its

budget over the next three years. The report also set out the Council's budget strategy, with budget savings proposals and areas identified for further savings. The report contained details of the Council's Capital Strategy for the management of assets such as land and buildings in Council ownership.

Reason(s) for the Decision

To seek approval for the Council's Medium Term Financial Strategy for 2018/19 to 2020/21.

Alternative Options Considered and Rejected

The alternative option of not maintaining a MTFS had been considered. However, this would not follow good financial management practice, as the MTFS was a key element in informing the Council's financial planning and budget setting processes.

Implementation Date

The Medium Term Financial Strategy 2018/21 would be implemented from 1 April 2018.

RESOLVED: That

- 1) the Medium Term Financial Strategy be approved;
- 2) the 2018/19 base budget be prepared on the basis of the underlying assumptions set out in the Strategy;
- 3) the Budget Strategy and Capital Strategy be approved;
- 4) the Reserves and Balances Strategy be approved;
- 5) the award of Council Tax Support for 2018/19 remains at the 2017/18 level of 21.55%; and
- 6) the Council's 2018/19 Council Tax Support grant is not shared with the Parish Councils.

Operational  
Director - Finance

EXB69 DETERMINATION OF COUNCIL TAX BASE 2018/19 - KEY DECISION

The Board considered a report of the Operational Director, Finance, on the requirement for the Council to determine the Tax Base for its area and the Tax Base for

each of the Parishes.

The Council was required to notify the Tax Base figure to the Cheshire Fire Authority, the Cheshire Police and Crime Commissioner and the Environment Agency by 31 January 2018. In addition, the Council was required to calculate and advise the Parish Councils of their relevant Tax Bases.

The Board was advised that the Tax Base was the measure used for calculating Council Tax and was used by both the billing authority (the Council) and the major precepting authorities (Cheshire Fire Authority and the Cheshire Police and Crime Commissioner), in the calculation of their Council Tax requirements. It was arrived at in accordance with a prescribed formula which represented the estimated full year number of chargeable dwellings in the Borough expressed in terms of the equivalent Band "D" dwellings. Taking account of all the relevant information and applying a 97% collection rate, the calculation for 2018/19 gave a base figure of 34,435 for the Borough as a whole.

It was noted that since 2013/14 the tax base calculation had included an element for the Council Tax Reduction Scheme (the replacement for Council Tax Benefit).

#### Reason(s) for Decision

To seek approval for the 2018/19 Council Tax Base for the Borough.

#### Alternative Options Considered and Rejected

There is no alternative option, as unless the Council Tax Base is approved it would not be possible to set the level of Council Tax to be charged for 2018/19.

#### Implementation Date

The 2018/19 Council Tax Base will be implemented from 1st April 2018.

RESOLVED: That Council be recommended to approve

- 1) the Council Tax Base for 2018/19 be set at 34,435 for the Borough, and that the Cheshire Fire Authority, the Cheshire Police and Crime

Operational  
Director - Finance

Commissioner and the Environment Agency be so notified; and

- 2) the Council Tax Base for each of the Parishes be as follows:

<b>Parish</b>	<b>Tax Base</b>
<b>Hale</b>	<b>665</b>
<b>Halebank</b>	<b>529</b>
<b>Daresbury</b>	<b>172</b>
<b>Moore</b>	<b>328</b>
<b>Preston Brook</b>	<b>338</b>
<b>Sandymoor</b>	<b>1,112</b>

*(N.B. Councillor Ron Hignett declared a Disclosable Other Interest in the following item of business as he was a member of the Daresbury Public Sector Joint Venture Board)*

#### EXB70 INITIAL BUDGET PROPOSALS

The Board considered a report of the Operational Director, Finance, which presented the revenue budget proposals for 2018/19.

The Board was advised that the Medium Term Financial Strategy forecast potential revenue budget funding gaps of £22m over the next three years. This figure assumed that the Council would apply a general council tax increase of 1.9% in each year with a levy of 3% social care precept in 2018/19. It was reported that the gap for 2018/19 was £5.6m.

Appendix 1 presented the first set of proposals totalling £2.2m and it was proposed to implement these immediately in order to achieve a part-year saving in 2017/18. This would assist in keeping the Council's overall spending in line with budget. In addition, a number of proposals would take time to implement and therefore commencing this process as soon as possible would assist with ensuring they were fully implemented from 1 April 2018.

It was reported that a second set of budget saving proposals currently under consideration by the Budget Working Group, would be recommended to Council on 7 March 2018, in order to deliver a balanced budget for 2018/19.

Reason(s) for Decision

To seek approval for the initial set of revenue budget proposals for 2018/19.

Alternative Options Considered and Rejected

There is no alternative option, as failure to set a balanced budget would put the Council in breach of statutory requirements.

Implementation Date

The 2018/19 revenue budget will be implemented from 1st April 2018.

RESOLVED: That Council be recommended to approve the budget proposals for 2018/19 as set out in Appendix 1, attached to the report.

Operational  
Director - Finance

EXB71 SCHEDULE 12A OF THE LOCAL GOVERNMENT ACT 1972 AND THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

The Board considered:

- 1) Whether Members of the press and public should be excluded from the meeting of the Board during consideration of the following items of business in accordance with Section 100A (4) of the Local Government Act 1972 because it was likely that, in view of the nature of the business to be considered, exempt information would be disclosed, being information defined in Section 100 (1) and paragraphs 3 and 5 of Schedule 12A of the Local Government Act 1972; and
- 2) Whether the disclosure of information was in the public interest, whether any relevant exemptions were applicable and whether, when applying the public interest test and exemptions, the public interest in maintaining the exemption outweighed that in disclosing the information.

RESOLVED: That as, in all the circumstances of the case, the public interest in maintaining the exemption outweighed that in disclosing the information, members of the press and public be excluded from the meeting during consideration of the following items of business in accordance with Section 100A (4) of the Local Government

Act 1972 because it was likely that, in view of the nature of the business, exempt information would be disclosed, being information defined in Section 100 (1) and paragraphs 3 and 5 of Schedule 12A of the Local Government Act 1972.

**PHYSICAL ENVIRONMENT PORTFOLIO,  
TRANSPORTATION PORTFOLIO AND RESOURCES  
PORTFOLIO**

**EXB72 FORMER CASTAWAY SITE - LAND DISPOSAL**

The Board considered a report of the Strategic Director, Enterprise, Community and Resources, on the disposal of the former Castaway Site, Widnes.

The Board was advised that, following negotiations, heads of terms had been agreed in principle for the Council to sell the land as indicated on the plan appended to the report. Details of the proposed use of the land were set out in the report.

RESOLVED: That disposal of part of the former Castaway Site, as shown edged blue on the plan attached to the report, for the sum stated in the report, be approved.

Strategic Director  
- Enterprise,  
Community and  
Resources

**HEALTH AND WELLBEING PORTFOLIO**

**EXB73 CLOSURE OF MILLBROW CARE HOME**

The Board considered a report of the Strategic Director, People, which provided an update in respect of the closure of Millbrow Care Home and a proposed strategy to prevent this.

RESOLVED: That

- 1) the contents of the report be noted and the proposal to acquire the freehold interest in Millbrow, Widnes, in line with the associated risks, be approved and the Chief Executive be asked to use his emergency powers in consultation to make any necessary amendment to the Capital Programme and report the outcome to the next meeting of Council; and
- 2) the Operational Director, Legal and Democratic Services, be authorised to carry out the legal formalities and to take all necessary steps incidental or ancillary to these actions; and

Strategic Director  
- People

- 3) Council be asked to approve the inclusion of this scheme in the 2017/18 Capital Programme, the costs and funding of which are set out in section 5 of the report.

**MINUTES ISSUED: 21 November 2017**

**CALL-IN: 28 November 2017**

**With the exception of Minute EXB 73, which is exempt due to the urgent nature of the decision, any matter decided by the Executive Board may be called in no later than 5.00 pm on 28 November 2017.**

*Meeting ended at 2.54 p.m.*

**REPORT TO:** Executive Board

**DATE:** 14 December 2017

**REPORTING OFFICER:** Strategic Director, People

**PORTFOLIO:** Physical Environment

**SUBJECT:** Halton Housing Trust Progress Report

**WARD(S):** Borough wide

### **1.0 PURPOSE OF REPORT**

1.1 In accordance with the monitoring framework agreed prior to housing stock transfer, this report provides a further update on Halton Housing Trust's progress since the last report to Executive Board on the 15 December 2016.

**2.0 RECOMMENDATION: That Executive Board Members note the progress set out in the report.**

### **3.0 SUPPORTING INFORMATION**

Nick Atkin, Chief Executive of Halton Housing Trust will attend the meeting to present the attached report that sets out progress to date.

### **4.0 POLICY IMPLICATIONS**

4.1 There are no policy implications arising from this report.

### **5.0 FINANCIAL IMPLICATIONS**

5.1 None identified.

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

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

None identified.

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

Halton Housing Trust is a major employer in the Borough and a range of employment and skills opportunities are available.



**6.3 A Healthy Halton**

Housing plays a key part in the health of individuals and grants to support community living are provided by the Council.

**6.4 A Safer Halton**

None identified.

**6.5 Halton's Urban Renewal**

Housing is an important contributing factor to some parts of the areas renaissance.

**7.0 RISK ANALYSIS**

7.1 Regular meetings between the Chief Executive of Halton Housing Trust, the Strategic Director, People and officers of Halton Borough Council take place to discuss a range of issues and to explore risks.

**8.0 EQUALITY AND DIVERSITY ISSUES**

8.1 A range of joint partnerships are being considered, for example, joint training and work with migrants.

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

None identified.



# **Annual Report to HBC Executive Board**

**November 2017**

## 1. Introduction

### *Operating Environment*

- 1.3 The operating environment in which Halton Housing (HH) works in, is becoming increasingly challenging. In July 2015, the Budget included a reduction in rents for four years to March 2020, a benefits freeze and change to the benefits caps. Together with the roll out of Universal Credit, these are having a significant impact.
- 1.4 In response to the 14% reduction in our income (£10 million) over the four years from 2016/17 to 2019/20, we have undertaken a significant amount of work and analysis to understand the detailed impact and potential savings. As a result we have changed how we think and work.
- 1.5 We need to accept that our world has changed and there is no going back. The reduction in our rental income provides an opportunity to ask much harder questions on what value is being added by some of the work we are doing and whether we are actually best placed to continue to do this.
- 1.6 As part of our stress testing and scenario planning, we have identified a range of options to deal with unforeseen economic factors. These are invaluable in enabling us to respond to any further threats to our future financial viability.

### *Key achievements*

- 1.7 Over the last 12 months we have delivered a number of significant achievements and outcomes. We are increasingly becoming a leading player in several areas as a result of our innovative approach and solutions to the challenges we face.
- 1.8 Some of our key achievements since our last update to the Executive Board include:

- Continued investment in our homes and neighbourhoods: In 2016/17, we invested a further £7.6m in improving our customer's homes and neighbourhoods. This represents over £150m investment in the 11 years since transfer and has significantly improved the quality of our homes and neighbourhoods.
- In the last year, we have completed the construction of 152 new homes. This has taken the number of new homes built and acquired since transfer to 970.
- Increased the number of properties for market rent through our subsidiary company, Open Solutions (OSUK) Ltd, from 154 to 197.
- Developed our growth strategy to build up to an additional 1,500 new homes for rent, shared ownership and for sale over the next four years through an additional investment of £80m.
- Secured additional grant funding of £1.9m to deliver 62 homes under the 2016-21 Shared Ownership and Affordable Homes Programme.
- Performed well against our arrears targets, despite the significant challenges directly linked to the roll out of Full Service Universal Credit.
- Continued the implementation of our Digital First Programme to transform the way our customers access our services. This is to enable resources to be released to provide more intensive support to those customers who really need it. In July 2017, 84.6% of all our customer generated transactions were completed digitally.
- Secured value for money savings totalling £2.6m in 2016/17.
- Merged the Property and Housing Services Directorates to bring together the management of our property assets with the management of all our customer related services. This has enabled us to move towards an increasingly seamless, unified operational approach.
- Established a Business Assurance Team to manage the increasing challenge of maintaining compliance with various regulatory and legal requirements, reflecting our increasingly complex business model.
- Retained the HQN Accreditation for our repairs service
- Completed first off-site homes and agreed the next stage of pilot for how we build homes in a radically different way.

- Re-housed Syrian families as part of a joint project with HBC and Refugee Action
- Achieved our challenging financial performance targets for 2016/17
- Retained the highest possible regulatory rating (V1 G1)
- Secured “Disability Confident Employer” status

### ***Key Partnerships***

1.9 We have continued to actively support and contribute to a wide range of local strategic partnerships and groups across Halton and the wider Liverpool City Region (LCR). We value the opportunity this involvement offers to influence and contribute to key local and regional strategic decision and policy making.

1.11 We enjoy a strong strategic relationship with Halton Borough Council and we continue to be represented and play an active role in contributing towards the Council’s five strategic priorities.

## **2. Our Direction (OD2.0)**

### *Our vision*

2.1 Since 2012, Our Direction has provided the framework for how we run Halton Housing. We have achieved a lot and we will continue to Improve People’s Lives in the future.

2.2 External changes and better knowledge of our customers has led us to review our approach. Our Direction (OD2.0) is our framework for the next three years.

2.3 Our Direction (OD2.0) enables us to have the flexibility to improve more people’s lives in the future and is the basis for all our decision-making processes. Further information can be found [here](#).

2.4 We expect the following trends will continue and have an impact on us: demand for good quality housing, cuts in government spending on welfare and

housing, government support for home ownership, the ageing population, rising energy costs and advances in digital technology.

### **3. Cross cutting themes**

#### *Governance*

- 3.1 We have a strong, challenging Board who drive the business forward and have been fundamental in setting the strategic direction of the organisation. We operate under the NHF Excellence in Governance Code and expectations and performance are monitored.
- 3.2 We have adopted the NHF Merger Code and we have developed our own Merger, Acquisition and Partnership Policy. Within this context Halton Housing continues to explore opportunities for enhanced collaboration and where appropriate, acquisitions.
- 3.3 We utilise a breadth of highly reputable consultants to advise us of good practice to ensure continuous improvement.

#### *Value for Money (VFM)*

- 3.4 The Scenarios, Priorities and Principles within Our Direction (OD2.0) underpin our strategic approach to delivering VFM. By using Our Direction (OD2.0) our Board has a basis for making decisions using a framework that is cascaded, understood and utilised throughout all levels of our strategic, operational and decision making processes.
- 3.5 Achieving and demonstrating VFM is integrated into the way we work at the Trust.
- 3.6 We aim to provide good services that are both affordable for ourselves and our customers. We asked our customers if they feel that the Trust offers value for

money for the rent that they pay; 85% say that we do, and 88% would recommend us as a landlord to a friend or family member.

3.7 We have developed our VFM self-assessment report, which has been included within our Financial Statements and published in summary form on our website.

3.8 Our operating performance compares favourably to the Global Accounts of our peer group:

- Our management costs remain lower than our peer group.
- Our routine and planned maintenance costs are significantly lower than average.
- We recognise that our major repairs costs are still higher than average. This is as a result of our continued policy of investing in our existing homes.
- When combined, our routine, planned and major repairs are in line with the norm.
- Our rent arrears and bad debt charges are significantly lower than the average. Our financial forecast anticipates that they will increase as a result of Welfare Reform.
- Void losses are exceptionally low and expected to continue to be so as we continue to actively manage our stock.
- Our headline Social Housing Cost per Unit has reduced and is lower than average.
- Our operating surplus has increased following a review of our approach to capitalising major repairs costs and our strong operational performance in relation to voids and bed debts.

3.9 We continue to track this information on an annual basis to see how our actual and forecasts compare and change.

3.10 Our rents remain amongst the lowest when compared to the other housing associations in Halton.

*Health & Safety*

- 3.11 As a landlord and employer we have a duty of care to ensure all employees and customers are safe in the environments we provide, whether that is their place of work or their home.
- 3.12 We take action to undertake necessary investment work. Examples of this are the substantial works we have undertaken to a number of our flatted blocks to ensure a safe and agreeable living environment and the programme of cyclical electrical inspections undertaken to ensure all our properties are compliant with current regulatory standards.

*Fire Safety*

- 3.13 Following the tragic events at Grenfell Tower, the focus has quite understandably been on fire safety.
- 3.14 Following several positive meetings with Cheshire Fire & Rescue Service (CFRS), monthly internal meetings are now taking place to continue to manage and progress fire related matters across the business.
- 3.15 Halton Housing has agreed with CFRS for a sprinkler system to be installed in Churchill Mansions. CFRS is to provide advice and support on selecting the most appropriate system type. They have also offered financial support to cover the installation costs. This is being underpinned by practical support on engaging with and persuading customers of the need for a sprinkler system in the block.
- 3.16 A surveying programme has been agreed across all flatted blocks and buildings with communal parts. This includes Extra Care Schemes, Sheltered and Homeless Accommodation and Churchill Mansions. The aim of the survey programme is to identify if there are any breaches and any works required to



compartmentalise. The programme has been set out prioritising highest risk buildings first.

3.17 The surveys commenced in August 2017 and will be completed by November 2017. Reports are being shared with Halton Housing as and when each site is completed. This ensures any critical remedial work can be immediately identified and completed. The overall cost of all required compartmentation work will be assessed and a prioritised programme of work will be drawn up within the investment programme.

### *Diversity*

3.18 We are committed to achieving a working environment, which provides equality of opportunity and freedom from unlawful discrimination on the grounds of race, sex, pregnancy and maternity, marital or civil partnership status, gender reassignment, disability, religion or beliefs, age or sexual orientation. We also aim to provide a service that does not discriminate against its customers in the means by which they can access the services supplied by the Trust.

3.19 The Single Equality Scheme takes account of the requirements within the Equality Act 2010 and the Public Sector Equality Duty (PSED).

### *Environmental*

3.20 We aim to reduce the environmental impact of our activities. To achieve this, we operate an Environmental Sustainability Policy. This shapes how we consider our environmental impact across all of its business activities.

### *Health & Wellbeing*

3.21 Halton Housing welcomes the opportunity to contribute to improving the health outcomes for all those living in the borough through its role on the Health & Wellbeing Board.

3.22 In conjunction with the CCG, we have developed a jointly funded role to practically deliver health related initiatives across the neighbourhoods in which we operate. This builds upon the foundations laid in 2016/17 when the focus on developing a strategic approach was developed through a joint Director of Housing & wellbeing role.

3.23 Some of the key outcomes achieved to date include:

- Attendance at networking and board meetings – HWBB, Healthy Lifestyles and Local Generally Well
- Food outlet project – mapping local affordable food provision. Halton Housing customers took part in two focus groups and are currently being encouraged to complete the local residents survey
- Keep warm keep well campaign 2016 & 2017 – partnership of HBC, Halton Housing, Plus Dane, Riverside and LHT. Halton Housing has financially supported the delivery of this campaign
- Acting as the social housing representative on the Affordable Strategy Group
- Active and healthy aging week 2016 & 2017 – advice on exercise, healthy eating, falls prevention, health screening, tackling social isolation, etc.
- Piloting the Social Accelerator Project (Howz) – developing an understanding of the impact of home activity tracking and analytics and assessing the potential for early intervention and crisis prevention
- Health check / screening in partnership with Health Improvement Team – Halton Housing staff and customers
- Lifekite – our online tool, which provides advice on housing and non-related issues e.g. managing finances, seeking employment, etc. This has been developed further and now includes a dedicated health and wellbeing section.
- Grow your own project – community allotment scheme on the Grange estate, Runcorn. Second site identified at Alice Court, Widnes
- Promotion of Widnes Vikings projects – employment skills workshops, volunteering and social groups

- Heart and Minds Project – Halton Housing staff social media discussion page with specific monthly health and wellbeing topics
- Health and Wellbeing Officer – post jointly funded by Halton Housing, HBC and Halton CCG (September 17 – Sept 18). Responsible for coordinating integrated community wellbeing to Halton Housing customers

### *Corporate Social Responsibility (CSR)*

3.24 As part of our ongoing commitment to Halton, we have enhanced our approach to CSR activity. The addition of a dedicated CSR post now oversees and coordinates the delivery and monitoring of all our activities. Current projects include:

- Grow and share project
- Veterans recycling and retraining project

## **4. Key performance indicators**

### *Actual performance for 2016/17 (Appendix 1)*

4.1 We have seven key performance indicators that are reported to each Board meeting. These are our lifeblood measures, as they are critical to the financial health and wellbeing of the business.

4.2 During the year we outperformed four of the seven challenging targets that we set. We achieved our amber targets for three measures. Only one measure (sickness absence) was red.

4.3 At 6.44 days our sickness absence performance is just short of the national average (all sectors) of 6.3 days and better than the average housing sector result at 7.8 days. We have had a number of serious long-term cases, which have impacted our performance during the year.

4.4 We understand our performance and why some of the targets were not achieved. We have robust actions plans in place to improve our performance.

Most notably we achieved the challenging targets in income collection and void rent loss, despite the impact the roll out of Universal Credit has had on our customers.

*NROSH data submission (Appendix 2)*

4.5 Each year the Trust has to submit data to its Regulator, the Homes and Communities Agency. The submission for 2016/17 reflects our strong performance across a range of key measures.

4.6 Some of the key points from the data submission include:

- The number of homes owned and managed has increased from 6,767 to 6,889.
- The average social rent for a general needs property is £83.77 (52 weeks). This reflects a decrease of 1.2% compared to the previous year following the rent reduction.
- The Trust had just 33 empty homes at the end of the year. This represents 0.4% of the total number of homes.
- The Trust relet 830 homes during the year. This represents a turnover rate of 12%.
- The Trust evicted 60 customers during the year. 57 of these evictions were for rent arrears and three for ASB. This is a decrease of 13 from the previous year.
- The Trust sold 38 homes during the year through the RTB and RTA initiatives.

*Targets for 2017/18 (Appendix 3)*

4.7 There are seven key Board measures, which are similar to those measured in 2016/17. We have robustly reviewed the targets that we have set for the year:

- We aim to reduce our sickness absence to less than the national average, despite a number of ongoing long term cases and our ageing workforce
- Maintaining sustainable tenancies is key in reducing our arrears and void costs. We are prepared to take a little longer to relet some properties but we still aim to achieve top quartile performance. We are feeling the impact

of the roll out of Universal Credit and we expect the challenges to grow as more complex cases move over to UC, coupled with the impact of LHA rules for under 35's.

4.8 Our key priorities for 2017/18 include:

- Secure the funding required to fulfil our long term growth plans
- Progress our Priority to “Grow and Diversify” and develop our commercial activities
- Establish a sales team and the capacity to deliver a variety of housing products for rent, sale and low-cost homeownership
- Review our branding developing it to promote our commercial products
- Explore the opportunities to use off site construction to develop homes at a lower cost
- Implement alternative solutions for our poorer performing stock
- Recruit a new Board Chair as the existing term of office comes to an end
- Review our governance arrangements in response to the deregulatory measures introduced by government (see section 6)
- Continue to develop strategic partnerships alongside merger and acquisition opportunities
- Review how we allocate our properties to customers to further improve the sustainability of tenancies
- Continued delivery of our Digital First Programme
- Relocate to our new office accommodation and fully realise the cultural benefits
- Invest in our people, develop their skills and ensure that they have the knowledge and technology to work in a mobile way, efficiently, and securely
- Develop an enhanced focus on our CSR activity
- Move towards a three-year budget setting process in conjunction with a review of our Business Assurance framework
- Review our pensions strategy
- Develop an approach to innovation to enable us to try new ways of working and investigate technologies quickly, in a cost-effective manner

- Undertake a fundamental review of our Performance Management Framework to ensure that it remains relevant.

## **5. Welfare Reform**

- 5.1 One of our most significant risks is Welfare Reform. We anticipate that our bad debts will increase. Consequently, we continue to review the provision within our financial forecasts. We have included a bad debt provision of 3% for 2017/18 and 4% in our financial forecasts from 2018/19.
- 5.2 The review of our Housing Services Team has fundamentally changed the way we deliver our front line services to ensure we are able to focus on those customers who need our help and support the most. It is based around the three key areas of debt recovery, tenancy support and tenancy enforcement.
- 5.3 Through increased levels of automation and our renewed focus, we are able to mitigate some of the increased costs from Universal Credit. Our Digital First Programme has freed up significant internal resources, which have been moved to focus on debt recovery and support those customers who are most vulnerable. We have prudently provided additional costs in our financial plans to cover additional staffing, mobile technology and collection costs.
- 5.4 We have reviewed our policies and procedures to ensure that they are all fit for the future and where applicable have placed a greater emphasis on customers taking responsibility for the choices they make. Underpinning the review is the adoption of the two Principles in OD2.0: choice and responsibility.
- 5.5 Since July 2016 we have experienced the impact of the roll out of Universal Credit. This has been at an average rate of 20 cases per week. The roll out has been difficult to manage and resulted in significant increases in arrears. Nonetheless, as a result of the investments that we have made in our systems and structures, we are achieving our targets.

- 5.6 We recognise and appreciate the significant investment made by the Council in providing £103k in Discretionary Housing Payments (DHP) this financial year. This has undoubtedly enabled some customers to maintain their tenancies when these may have otherwise been at risk.
- 5.7 We are working hard with our customers to keep them informed and to help them to make changes and plan for the future. Our four Welfare Benefits Money Advisors have generated £2.5m potential annual gains for customers including £761k in back pay and lump sum payments in benefits.
- 5.8 We continue to develop partnerships and we have a place on the Board of our local Credit Union, into which we have invested £100k.

## **6. Governance Arrangements**

- 6.1 Halton Housing's governance arrangements have included:
- Halton BC being admitted as a member of Halton Housing. This enables the Council to attend and vote on resolutions requiring the vote of Halton Housing's members. One example is any changes to our Articles of Association;
  - Class voting arrangements which entitle Halton BC to one third of the votes cast at general meetings; and
  - Halton BC being able to nominate one third of Halton Housing's Board in accordance with a policy approved between Halton BC and Halton Housing. Those council appointed Board Members have the same duties as other Board Members of Halton Housing; however, unlike other Board Members they are not also members of Halton Housing (as Halton BC is a corporate member of Halton Housing).
- 6.2 In October 2015 the Office for National Statistics (ONS) announced that private registered providers (such as Halton Housing) should be reclassified as Public Non-Financial Corporations rather than Private Non-Financial Corporations. The immediate consequence was that PRP borrowings formed

part of the national borrowings and, thereby, increased public sector borrowings.

6.3 As a direct consequence, measures were introduced into the Housing and Planning Act 2016 (HPA 2016). The aim was that following the introduction of those changes, the ONS would reclassify PRPs as Private Non-Financial Corporations. This would result in PRP borrowings being removed from public sector borrowings. These changes intended to reduce the level of day to day involvement the Regulation Committee of the Homes and Communities Agency (the Regulator) is able to exercise over private registered providers. All but one element of those changes has now become law.

6.4 The statutory basis for the final element of those changes is contained within section 93 of HPA 2016. Section 93 provides that the Secretary of State (in this case DCLG) may by regulations make provision for the purpose of limiting or removing the ability of local authorities to exert influence over private registered providers through:

- appointing or removing officers of private registered providers;
- exercising or controlling voting rights.

6.5 "The Regulation of Social Housing (Influence of Local Authorities) (England) Regulations 2017" was laid before Parliament on 15<sup>th</sup> September 2017. These regulations became law on 16<sup>th</sup> November 2017.

6.6 In summary, the Regulations:

- Remove Halton BC's voting rights and any rights of veto (whether in Halton Housing's constitution or elsewhere). The definition of 'constitution' for the purposes of the draft Regulations is much wider than a usual reference to rules or articles and would extend, for example, to relevant covenants included in Schedule 4 of the Transfer Agreement
- Reduce the proportion of places on Halton Housing's Board that Halton BC can nominate to a cap of 24%. HHT's current Articles allow Halton BC to appoint up to one third of the Board (currently three Board Members)



via a nomination process approved by both Halton BC and Halton Housing

- Remove the provision requiring a local authority nominated board member to be present in order for a Board meeting to be quorate. Neither Halton Housing's current Articles nor its proposed rules require a local authority Board Member to be present in order for a Board meeting to be quorate.
- Introduce a six month implementation period during which Halton Housing must amend its Constitution so as to comply with these provisions. At the end of that period, if unchanged, Halton BC rights are apportioned pro rata to the other shareholders/members and the non-Halton BC nominated Board Members can select which of Halton BC nominated Board Members are to stand down to achieve the 24% compliance. Halton Housing is proposing to implement these changes with effect from the end of March 2018 to coincide with the conversion to a Community Benefit Society.

## **7. Company Structure**

- 7.1 The deregulatory measures introduced by the Housing and Planning Act 2016 have removed the HCA consent regime. As a consequence, Halton Housing is no longer exempt from the provisions of the Charities Act 2011 relating to the disposal of charitable property.
- 7.2 Converting to a CBS will mitigate the risk Halton Housing is exposed to by remaining as a company and registered charity of being subject to ever more restrictive, inconsistent and arbitrary regulation which acts as an obstacle to achieving its objectives.
- 7.3 Halton Housing will need to adopt a new set of rules on conversion. The draft rules are based on the National Housing Federation's 2015 model (version 2), which is the most recent model for housing associations. Rules based on the National Housing Federation's Model Rules (NHF Model Rules) are used by the majority of registered providers in England. The NHF Model Rules are familiar to the HCA, the FCA, HMRC and by other stakeholders in the sector.

7.4 The Halton Housing Board approved the conversion from a company limited by guarantee and registered charity to a CBS on 24<sup>th</sup> November 2017.

7.5 It is anticipated the conversation will be completed by March 2018. A summary of the key business reasons, which has also been used as the basis of our consultation with customers is included as Appendix 4.

#### Appendix 1: KPI's 2016/17

Measure	Target	Performance	Comments
Income collected from current customers	97.1%	97.0%	The Trust has collected £31.6m from a target of £31.7m, which include the opening arrears due and the rent charge for the year.
Average number of working days lost due to sickness	4.8 days	6.4 days	This was due to an exceptional year for long term serious illnesses. Performance for short term absence is actually better than last year.
Void rent loss	£147,206	£154,013	Average relet time has increased to 18.29 days compared to target of 17 days.
OSUK (before tax & fair value adjustments)	£195,334	£59,883	Overall operational performance is better than budgeted. Target profit not achieved due to delay with selling properties. Six of the properties bought with the intention of being sold have been converted to rent.
Net new homes (HHT only)	+113	+114	152 new homes have been developed during the year, which have been offset by 38 sold through the RTB and RTA schemes.
Interest cover	132%	195.4%	The Trust has comfortably achieved its interest cover target agreed with its funders.
Digital Contact	70%	77.4%	Live chat and the App continue to be the preferred digital contact methods for customers in March 2017. Our performance in this area is sector leading



## Appendix 2: Headline NROSH+ Statistical Data Return Information with Annual Comparison

Year as at 31 <sup>st</sup> March	RSR		NROSH+					
	2010	2011	2012	2013	2014	2015	2016	2017
Number of General Needs Properties <small>Excludes Affordable Rent Properties</small>	6048	6046	6046	6158	6115	6224	6113	5759
Number of General Needs Properties Managed by HHT for other organisations	3	3	3	3	3	3	3	3
Number of Supported Housing Properties	97	97	97	128	128	128	128	128
Number of Shared Ownership Properties	Not in RSR		0	13	13	12	12	21 <sup>1</sup>
Number of Intermediate Rent Properties <small>Not included in the General Needs Number</small>	Not in RSR		0	12	17	20	19	18
Number of Affordable Rent Properties <small>Not included in the General Needs Number</small>	Not in RSR		28	82	170	269	479	949 <sup>2</sup>
Number of Properties Developed for sale but not yet sold as at year end.	0	0	3	0	0	0	17	3 <sup>3</sup>
Average rent for General Needs properties	£66.97	£67.80	£71.65	£76.60	£79.49	£82.87	£84.80	£83.77 <sup>4</sup>
Average rent for Supported	£58.03	£58.51	£55.05	£67.26	£69.81	£73.67	£75.65	£76.54 <sup>5</sup>

<sup>1</sup> The additional units are the Barkla Fields Shared Ownerships which were unsold last year.

<sup>2</sup> 408 general needs and 71 supported housing (Brennan Lodge and Barkla Field).

<sup>3</sup> 3 Shared Ownership properties unsold at year end. 2 at Naughton Fields. 1 at Barkla Fields.

<sup>4</sup> The decrease from the previous year is 1.21%. Properties were relet at 105% of the target rent after the 8/7/15 until the 15/16 year end (as was permissible) before the reduction to 99% of the 8<sup>th</sup> July rent in April 16.

Year as at 31 <sup>st</sup> March	RSR		NROSH+					
	2010	2011	2012	2013	2014	2015	2016	2017
Housing Properties								
Average rent for General Needs Affordable Rent Properties	Not in RSR		£105.16	£101.20	£103.02	£104.81	£105.58	£102.29 <sup>6</sup>
Average rent for Supported Housing Affordable Rent Properties						£96.77	£102.60	£112.22 <sup>7</sup>
Number of general needs properties with service charges eligible for housing benefit	94	94	6046 <sup>8</sup>	6157	6115	6146	6037	5685
Average service charge of general needs properties with service charges eligible for housing benefit	£0.70	£0.70	£0.70	£2.17	£2.20	£2.31	£2.52	£3.05
Number of general needs properties with service charges not eligible for housing benefit	222	152	137	128	153	153	270 <sup>9</sup>	277
Total number of units/bed spaces that have an absolute (full) exception as defined in WRWA 2016 Regulations								63
Average general needs social rent rate calculated as per the WRWA 2016 Regulations								£84.26
Average supported housing social								£77.75

<sup>5</sup> Supported Housing was exempt from the rent reduction for one year.

<sup>6</sup> The decrease in our average affordable rent is due to the increased number of conversions to Affordable Rent during the year which are likely to be at a lower Affordable Rent than new builds.

<sup>7</sup> The increase is due to the new build bungalows at Barkla Fields which attract a higher rent

<sup>8</sup> During the year the Trust completed disaggregation of all service charges over all its homes.

<sup>9</sup> The increase in number relates to service charges for the Amethyst Living services and this has led to the decrease in average service charge.

Year as at 31 <sup>st</sup> March	RSR		NROSH+					
	2010	2011	2012	2013	2014	2015	2016	2017
rent rate calculated as per the WRWA 2016 Regulations								
Average service charge of general needs properties with service charges not eligible for housing benefit	£7.92	£7.92	£4.54	£7.00	£6.95	£7.41	£5.14	£5.01
Number of supported housing properties with service charges eligible for housing benefit	97	97	97	97	128	128	128	126
Average service charge of supported housing properties with service charges eligible for housing benefit	£16.04	£16.03	£1.92	£9.46	£18.97 <sup>10</sup>	£19.30	£19.48	£23.83
Number of general needs affordable rent properties with service charges eligible for housing benefit	Not in RSR		22	0 <sup>11</sup>	0	0	2	0
Average service charge of general needs affordable rent properties with service charges eligible for housing benefit							£0.57	0
Number of supported housing affordable rent properties with service charges eligible for housing benefit	Not in RSR		0	0	0	39	71 <sup>12</sup>	78

<sup>10</sup> The increase is due to the service charges at the Extra Care scheme at Naughton Fields

<sup>11</sup> Service charges for affordable rent properties are now included within the rent.

<sup>12</sup> The increase relates to Barkla Fields.

Year as at 31 <sup>st</sup> March	RSR		NROSH+					
	2010	2011	2012	2013	2014	2015	2016	2017
Average service charge of supported housing affordable rent properties with service charges eligible for housing benefit	Not in RSR		0	0	0	£13.82	£30.25	£37.03
Number of Leaseholders	110	110	110	113	117	123	125	132 <sup>13</sup>
Number of homes vacant as 31 <sup>st</sup> March of specific year	51	54	60	55	47	26	59	33
Number of homes vacant but available to let	39	52	51	33	22	24	54	28
Number of homes vacant but unavailable to let	12	2	9	22	25	2	5	5 <sup>14</sup>
Number of lettings	514	503	526	581	689	712	713	830
Number of lettings to general needs housing	494	483	509	537	665	694	694	772
Number of lettings to supported housing	20	20	17	44	24	18	19	58
Number of lettings made through mutual exchanges	Not in RSR		86	82	101	52	57	51
Number of evictions	36	33	34	38	52	75	73	60 <sup>15</sup>
Number of Sales	9	10	11	28	25	24	32	38 <sup>16</sup>

<sup>13</sup> The additional properties are 5 Barkla Fields outright sales and 2 leaseholder Right To Buy's.

<sup>14</sup> 2 warden flats and 3 properties not available to let

<sup>15</sup> 57 evictions for rent arrears and 3 for ASB

<sup>16</sup> These are 33 Right to Buy and 5 Right to Acquire sales.

## Appendix 3: KPI's 2017/18

Measure	Target	Comments
Income collected from current customers	Cash Collection: 94.6%  Arrears: £1.2m	The target includes the opening arrears due and the rent charge for the year. It has been set based on projections of how many new Universal Credit cases we will have during the year.
Average number of working days lost due to sickness absence	6.2 days	The target was set based on improving the 2016/17 performance and the target has been benchmarked on the CIPD national average which is 6.3 days.
Void rent loss	£155,348	The target for the year is based on achieving an average relet time of 18 days.
OSUK (profit before tax & fair value adjustments)	£142,592 profit	This target is set based on the budget agreed by the OSUK Board.
Net new homes (HHT only)	+204	The number of new properties that will be completed in the year less those that are forecast to be sold under RTB
Interest cover	128.9%	This target is based on the budget approved by Board in March 2017.
Digital Contact/Activity	85%	We aim to have 85% of customer led transactions being digital by March 2018.



Appendix 4: Community Benefit Society Summary Business Case



# Q&A

## BECOMING A CHARITABLE COMMUNITY BENEFIT SOCIETY

**We are considering converting Halton Housing Trust Limited from a charitable company into a charitable community benefit society ("CBS"). Below are some key question and answers where we can explain a little more about the move.**

**What is a CBS?**

A CBS is a special type of not-for-profit organisation registered with the Financial Conduct Authority, and specifically formed to benefit the community. CBS used to be known as "industrial and provident societies". Most housing associations were established as industrial and provident societies (and are now therefore CBSs), because of the nature of the work they carry out.

**Why change to a CBS?**

The Government is removing a number of regulatory requirements made of social landlords, like Halton Housing. A knock on effect of this change is that charitable companies like Halton Housing will fall into a more complicated regulatory regime, when compared to other social landlords. We do not want to waste scarce resources (which are already under increasing pressure), and so we are proposing conversion to a CBS to allow us to be in a comparable position with other housing associations.

Many other housing organisations are converting from companies to CBS too - it is happening across the social housing sector as landlords try to streamline processes, increase value for money, and protect funding for housing services and providing new homes.

**Are CBSs regulated?**

Halton Housing would continue to be regulated with and regulated by our primary regulator, the Homes and Communities Agency, as social housing regulator.

Halton Housing is currently also registered with the Charity Commission. On conversion, we would no longer be registered with the Charity Commission, and would become known as an "Investment Charity". However Halton Housing would still be a charitable organisation and we would still be required to comply with charity law.

**What effect would conversion have on tenants' rights?**

The simple answer to this is that Halton Housing becoming a CBS would not affect any of your rights under your tenancy agreement or lease, and any statutory rights that you may have, such as the preserved right to buy or right to acquire, would not be affected.

Qualifying leaseholders would also retain the statutory right to claim an extension to their leases or to collectively purchase the freehold to their building.

There would be no changes to the type of services we offer as a result of this proposal, and these would be provided by the same people who provide them now. Neither would this proposal affect your rent, or any services charges that you may pay.

**Will my rent increase as a result of this change?**

Halton Housing will remain as a provider of social housing, registered with the HCA. As such Halton Housing will continue to be required to comply with the HCA's Rent Standard and any associated government guidance. In line with government guidelines, the majority of customers will receive a 1% reduction on their rent each year for the next 2 years. From then on, it is not yet clear what will happen to rents. This is the situation regardless of whether this change happens.

**Without charitable status will HHT have to pay any additional taxes they would have previously been exempt from which could increase overheads that are passed on to the customer?**

Halton Housing will retain all of the benefits of being a charity including an exemption from paying corporation tax. It is envisaged that there will be a small cost saving as a result of this change.

**Will the change in status offer Halton Housing the chance to expand into other areas outside of the normal scope of social housing to generate income?**

Halton Housing will retain its status as a charity. It will just not be registered with the Charity Commission. As such Halton Housing will continue to restrict it from expanding into other areas of non-charitable activity.

**Is there a threat that Halton Housing could be bought out by a bigger company?**

There is always the threat that Halton Housing could be with or become part of a bigger company. This situation is unaffected by this change. Halton Housing's board members would need to approve such a significant step such as merger. Any decision taken must be demonstrably in the best interests of Halton Housing and its customers.

**Is there a chance Halton Housing will just sell off some of its stock in less desirable areas to private landlords?**

Halton Housing has always had the ability to dispose of stock, in the past any disposal would have had to be approved by the HCA. However, following the implementation of the deregulatory measures from 6th April 2017, HCA approval is no longer required for disposals. As a registered charity, Halton Housing now has to satisfy Charity Commission rules for disposals.

This change will mean that Halton Housing is not required to comply with Charity Commission rules for disposals. However, the Halton Housing Board will need to ensure that it can demonstrate that any disposal is in the best interests of Halton Housing and its customers.

Halton Housing will only dispose of stock as a last resort. In fact over the past 11 years Halton Housing has not voluntarily disposed of any stock. However, Halton Housing is under pressure from the HCA to ensure that it achieves Value for Money. This places a requirement on Halton Housing to regularly evaluate its return on its assets and take action to improve the return, if appropriate.

The HCA has recently introduced a change to its Tenant Involvement and Engagement Standard which Halton Housing has to comply with. The changes require Halton Housing to consult with tenants when a change in landlord or significant change in management arrangements is proposed. The change has been introduced in response to the removal of the HCA consent regime which means that the HCA no longer has the opportunity to gain assurance on the quality of consultation of this type. As a result the requirement has been strengthened and is now more prescriptive.

**Will Halton Housing be able to deal with customers who breach their tenancies?**

We will continue to deal with customers who breach their tenancies in the same way that we do at the moment.

**What are the benefits of changing?**

There is a current trend towards less regulation from the HCA, as part of the Government's attempts to have housing associations reclassified as independent bodies by the Office for National Statistics (ONS). The consequence of this is that as the HCA retreat from the regulatory field, it is likely that the Charity Commission will step in. Currently, as long as a registered charity such as ourselves is regulated by another body, the Charity Commission defers to that other regulator.

A consequence of greater Charity Commission regulation would be for us to lose the very opportunity for self-determination on offer from the HCA to the housing association sector. We would be at a distinct disadvantage compared to non-registered charities as we would be subject to a new, unfamiliar (for both parties) arrangement. The Charity Commission has not had an active regulatory role with housing associations previously and the resulting uncertainty could prove a liability. An early indication of the sorts of difficulties created comes from the recent decision by the HCA to dispense with approvals for land disposal. The Charity Commission has quickly stepped in with a much more rigorous, time consuming and expensive approach.

At a time when boards need to be more agile to respond to fast paced and often unexpected policy changes, it makes sense to adopt a company status that facilitates such an approach.

**What are the risks of changing?**

The risks are mainly in relation to the process of the change rather than the change itself. To make sure the process is done correctly, we will commission professional advice from experts.

There is a risk of Halton Housing remaining with its current company status that it will become subject to even more restrictive, inconsistent and arbitrary regulation which acts as an obstacle for Halton Housing achieving its objectives. This potentially places Halton Housing at a competitive disadvantage compared to many of its peers. There is a risk that this would negate any of the freedoms argued upon the sector by Government and the HCA. This risk will be mitigated by conversion to CBS.

<b>REPORT TO:</b>	Executive Board
<b>DATE:</b>	14 December 2017
<b>REPORTING OFFICER:</b>	Strategic Director – Enterprise, Community and Resources
<b>PORTFOLIO:</b>	Resources
<b>SUBJECT:</b>	Annual External Audit Letter 2016/17
<b>WARD(S):</b>	Borough Wide

### **1.0 PURPOSE OF REPORT**

- 1.1 To present the Annual External Audit Letter 2016/17 for approval.

### **2.0 RECOMMENDATION: That the Annual External Audit Letter for 2016/17 be approved.**

### **3.0 SUPPORTING INFORMATION**

- 3.1 The Annual External Audit Letter summarises the findings from the 2016/17 audit completed by Grant Thornton, the Council's external auditors. It includes messages arising from the audit of the financial statements and the results of the work undertaken in assessing the Council's arrangements to secure value for money in the use of its resources.
- 3.2 A copy of the 2016/17 Annual External Audit Letter is attached to the report. Grant Thornton will attend the Board to present the letter and answer any questions.

### **4.0 POLICY IMPLICATIONS**

- 4.1 The Council is a publicly funded body and, as such, is required to receive and consider annual reports from externally appointed auditors. The external audit function provides an important contribution to the stewardship of resources and the corporate governance of public services.
- 4.2 The Annual External Audit Letter provides an unqualified opinion on the Council's 2016/17 financial statements. It also provides an unqualified conclusion that the Council has adequate arrangements to secure economy, efficiency and effectiveness in its use of resources.

### **5.0 FINANCIAL IMPLICATIONS**

5.1 None.

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

6.1 **Children and Young People in Halton**

6.2 **Employment Learning and Skills in Halton**

6.3 **A Healthy Halton**

6.4 **A Safer Halton**

6.5 **Halton's Urban Renewal**

The economic, efficient and effective use of the Council's resources is a major factor in delivering better and sustainable outcomes for local people and therefore contributes to all of the Council's priorities.

## **7.0 RISK ANALYSIS**

7.1 The Annual External Audit Letter states that no significant weaknesses were identified in the Council's internal control arrangements. However, the key risks identified through the audit process are reflected in the recommendations for improvement made in the report.

## **8.0 EQUALITY AND DIVERSITY ISSUES**

8.1 None.

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

9.1 There are none under the meaning of the Act.

# The Annual Audit Letter for Halton Borough Council

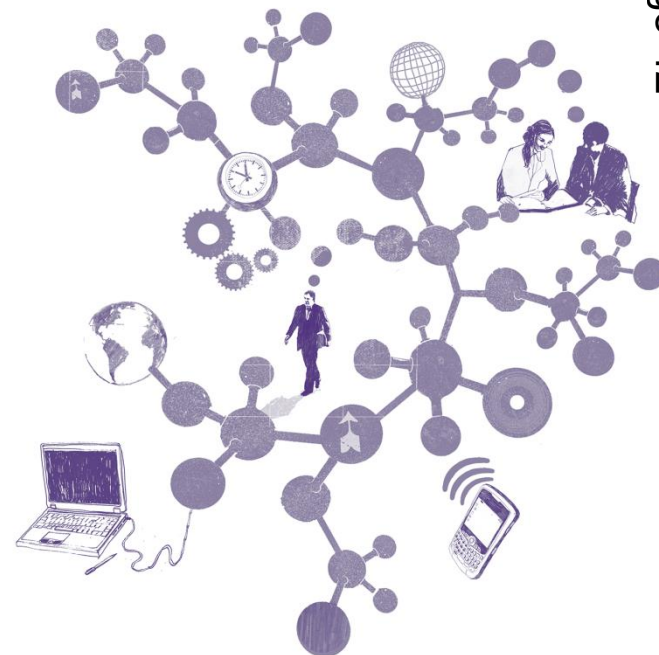
**Year ended 31 March 2017**

October 2017

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# Contents

<b>Section</b>	<b>Page</b>
1. Executive summary	3
2. Audit of the accounts	4
3. Value for Money conclusion	10

**Appendices**

A Reports issued and fees

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# Executive summary

## **Purpose of this letter**

Our Annual Audit Letter (Letter) summarises the key findings arising from the work we have carried out at Halton Borough Council (the Council) for the year ended 31 March 2017.

This Letter provides a commentary on the results of our work to the Council and its external stakeholders, and highlights issues we wish to draw to the attention of the public. In preparing this letter, we have followed the National Audit Office (NAO)'s Code of Audit Practice (the Code) and Auditor Guidance Note (AGN) 07 – 'Auditor Reporting'.

We reported the detailed findings from our audit work to the Council's Business Efficiency Board (as those charged with governance) in our Audit Findings Report on 27 September 2017.

## **Our responsibilities**

We have carried out our audit in accordance with the NAO's Code of Audit Practice, which reflects the requirements of the Local Audit and Accountability Act 2014 (the Act). Our key responsibilities are to:

- give an opinion on the Council's financial statements (section two)
- assess the Council's arrangements for securing economy, efficiency and effectiveness in its use of resources (the value for money conclusion) (section three).

In our audit of the Council's financial statements, we comply with International Standards on Auditing (UK and Ireland) (ISAs) and other guidance issued by the NAO.

## **Our work**

### **Financial statements opinion**

We gave an unqualified opinion on the Council's financial statements on 28 September 2017.

### **Value for money conclusion**

We were satisfied that the Council put in place proper arrangements to ensure economy, efficiency and effectiveness in its use of resources during the year ended 31 March 2017. We reflected this in our audit opinion on 28 September 2017.

### **Certificate**

We certified that we had completed the audit of the accounts of Halton Borough Council in accordance with the requirements of the Code on 28 September 2017.

### **Certification of grants**

We also carry out work to certify the Council's Housing Benefit subsidy claim on behalf of the Department for Work and Pensions. Our work on this claim is not yet complete and will be finalised by 30 November 2017. We will report the results of this work to the Business Efficiency Board in our Annual Certification Letter.

## **Working with the Council**

We would like to record our appreciation for the assistance and co-operation provided to us during our audit by the Council's staff.

**Grant Thornton UK LLP**  
**October 2017**

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# Audit of the accounts

## **Our audit approach**

### **Materiality**

In our audit of the Council's accounts, we applied the concept of materiality to determine the nature, timing and extent of our work, and to evaluate the results of our work. We define materiality as the size of the misstatement in the financial statements that would lead a reasonably knowledgeable person to change or influence their economic decisions.

We determined materiality for our audit of the Council's accounts to be £6.902 million, which is 2% of the Council's gross revenue expenditure. We used this benchmark as, in our view, users of the Council's accounts are most interested in how it has spent the income it has raised from taxation and grants during the year.

We also set a lower level of specific materiality for senior officer remuneration and related party transactions.

We set a lower threshold of £250,000, above which we reported errors to the Business Efficiency Board in our Audit Findings Report.

### **The scope of our audit**

Our audit involves obtaining enough evidence about the amounts and disclosures in the financial statements to give reasonable assurance that they are free from material misstatement, whether caused by fraud or error. This includes assessing whether:

- the Council's accounting policies are appropriate, have been consistently applied and adequately disclosed;
- significant accounting estimates made by the Operational Director – Finance are reasonable; and
- the overall presentation of the financial statements gives a true and fair view.

We also read the narrative report and annual governance statement to check that they are consistent with our understanding of the Council and with the accounts included in the Statement of Accounts on which we gave our opinion.

We carry out our audit in line with ISAs (UK and Ireland) and the NAO Code of Audit Practice. We believe the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

Our audit approach was based on a thorough understanding of the Council's business and is risk based.

We identified key risks and set out overleaf the work we performed in response to these risks and the results of this work.

# Audit of the accounts

These are the risks which had the greatest impact on our overall strategy and where we focused more of our work.

Risks identified in our audit plan	How we responded to the risk	Findings and conclusions
<p><b>The expenditure cycle includes fraudulent transactions</b> Practice Note 10 requires us to consider the risk of material misstatement due to fraudulent financial reporting that may arise from manipulation of expenditure recognition, especially where the body is required to meet targets.</p>	<p>As part of our audit work we:</p> <ul style="list-style-type: none"> <li>• identified and documented the processes and controls in place around expenditure at the Council</li> <li>• tested journal entries, control environment review and walkthrough</li> <li>• tested non-pay expenditure as set out within 'Operating Expenses' on page 6</li> <li>• reviewed unusual significant transactions</li> </ul>	<p>Our audit work has not identified any significant issues in respect of expenditure recognition.</p>
<p><b>Valuation of pension fund net liability</b> The Council's pension fund asset and liability as reflected in its balance sheet represent a significant estimate in the financial statements.</p>	<p>As part of our audit work we have:</p> <ul style="list-style-type: none"> <li>• identified the controls put in place by management to ensure that the pension fund liability is not materially misstated. We also assessed whether these controls were implemented as expected and whether they were sufficient to mitigate the risk of material misstatement.</li> <li>• reviewed the competence, expertise and objectivity of the actuary who carried out your pension fund valuation. We also gained an understanding of the basis on which the valuation is carried out.</li> <li>• undertaken procedures to confirm the reasonableness of the actuarial assumptions made</li> <li>• reviewed the consistency of the pension fund asset and liability and disclosures in notes to the financial statements with the actuarial report from your actuary.</li> </ul>	<p>Our audit work has not identified any issues in respect of the valuation of the pension liability.</p>



# Audit of the accounts

These are the risks which had the greatest impact on our overall strategy and where we focused more of our work.

Risks identified in our audit plan	How we responded to the risk	Findings and conclusions
<p><b>Operating Expenses</b> Year end creditors and accruals are understated or not recorded in the correct period.</p>	<p>As part of our audit work we:</p> <ul style="list-style-type: none"> <li>• identified and documented the processes and controls in place around operating expenditure at the Council</li> <li>• walked through a sample item to confirm our understanding</li> <li>• completed compliance testing of key controls within the system</li> <li>• completed substantive testing of a sample of non-pay expenditure</li> <li>• reconciled the accounts payable system to financial ledger and financial statements</li> <li>• reviewed the accruals process and completed substantive testing of a sample of manual accruals and creditor balances</li> <li>• sample tested payments around the year end</li> <li>• reviewed and tested other items and disclosures including Minimum Revenue Provision (MRP) and members' allowances</li> </ul>	<p>Our audit work has not identified any significant issues in relation to the risk identified</p>
<p><b>Employee Remuneration</b> Employee remuneration accruals are understated</p>	<p>As part of our audit work we:</p> <ul style="list-style-type: none"> <li>• identified and documented the processes and controls in place around employee remuneration at the Council</li> <li>• walked through a sample item to confirm our understanding</li> <li>• completed compliance testing of key controls within the system</li> <li>• completed substantive testing of a sample of non-pay expenditure</li> <li>• reconciled payroll data to financial ledger and financial statements</li> <li>• completed a substantive analytical review of payroll costs for the year</li> <li>• completed substantive testing of senior officer remuneration disclosures</li> <li>• reviewed and tested other pay disclosures including exit packages notes</li> </ul>	<p>Our audit work has not identified any significant issues in relation to the risk identified.</p>

# Audit of the accounts

These are the risks which had the greatest impact on our overall strategy and where we focused more of our work.

Risks identified in our audit plan	How we responded to the risk	Findings and conclusions
<p><b>Valuation of property, plant and equipment</b>            The Council revalues its assets on a rolling basis over a five year period. The Code requires that the Council ensures that the carrying value at the balance sheet date is not materially different from the current value. This represents a significant estimate by management in the financial statements.</p>	<p>As part of our audit work we:</p> <ul style="list-style-type: none"> <li>• reviewed management's processes and assumptions for calculation of the estimate</li> <li>• reviewed the competence, objectivity and expertise of any management experts used</li> <li>• reviewed the instructions issued to valuation experts and the scope of their work</li> <li>• discussed with the valuer the basis on which the valuation is carried out and challenge of the key assumptions</li> <li>• reviewed and challenged the information used by the valuer to ensure it is robust and consistent with our understanding</li> <li>• tested revaluations made during the year to ensure they are input correctly into the Council's asset register</li> <li>• evaluated the assumptions made by management for those assets not revalued during the year and how management has satisfied itself that these are not materially different to current value</li> </ul>	<p>Our audit work has not identified any significant issues in relation to the risk identified.</p>

# Audit of the accounts

These are the risks which had the greatest impact on our overall strategy and where we focused more of our work.

Risks identified in our audit plan	How we responded to the risk	Findings and conclusions
<p><b>Changes to the presentation of local authority financial statements</b></p> <p>CIPFA has been working on the 'Telling the Story' project, for which the aim was to streamline the financial statements and improve accessibility to the user and this has resulted in changes to the 2016/17 Code of Practice.</p> <p>The changes affect the presentation of income and expenditure in the financial statements and associated disclosure notes. A prior period adjustment (PPA) to restate the 2015/16 comparative figures is also required.</p>	<p>As part of our audit work we:</p> <ul style="list-style-type: none"> <li>documented and evaluated the process for recording the required financial reporting changes to the 2016/17 financial statements</li> <li>reviewed the re-classification of the Comprehensive Income and Expenditure Statement (CIES) comparatives to ensure they were in line with the Council's internal reporting structure</li> <li>reviewed the appropriateness of the revised grouping of entries within the Movement In Reserves Statement (MIRS)</li> <li>tested the classification of income and expenditure for 2016/17 recorded within the Cost of Services section of the CIES</li> <li>tested the completeness of income and expenditure by reviewing the reconciliation of the CIES to the general ledger.</li> <li>tested the classification of income and expenditure reported within the new Expenditure and Funding Analysis (EFA) note to the financial statements</li> <li>reviewed the new segmental reporting disclosures within the 2016/17 financial statements to ensure compliance with the CIPFA Code of Practice.</li> </ul>	<p>Our audit work has not identified any significant issues in relation to the risk identified.</p>

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# Audit of the accounts

## **Audit opinion**

We gave an unqualified opinion on the Council's accounts on 28 September 2017, in advance of the 30 September 2017 national deadline.

The Council made the accounts available for audit in line with the agreed timetable, and provided a good set of supporting working papers. The finance team responded promptly and efficiently to our queries during the audit.

## **Issues arising from the audit of the accounts**

We reported the key issues from our audit of the accounts of the Council to the Business and Efficiency Board on 28 September 2017.

## **Annual Governance Statement and Narrative Report**

We are required to review the Council's Annual Governance Statement and Narrative Report. It published them on its website with the draft accounts in line with the national deadlines.

Both documents were prepared in line with the relevant guidance and were consistent with the supporting evidence provided by the Council and with our knowledge of the Council.

## **Other statutory duties**

We also have additional powers and duties under the Act, including powers to issue a public interest report, make written recommendations, apply to the Court for a declaration that an item of account is contrary to law, and to give electors the opportunity to raise questions about the Council's accounts and to raise objections received in relation to the accounts.

We did not need to exercise these additional statutory duties.

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# Value for Money conclusion

## Background

We carried out our review in accordance with the NAO Code of Audit Practice (the Code), following the guidance issued by the NAO in November 2016 which specified the criterion for auditors to evaluate:

*In all significant respects, the audited body takes properly informed decisions and deploys resources to achieve planned and sustainable outcomes for taxpayers and local people.*

## Key findings

Our first step in carrying out our work was to perform a risk assessment and identify the key risks where we concentrated our work.

The key risks we identified and the work we performed are set out in the table overleaf.

## Overall VfM conclusion

We are satisfied that in all significant respects the Council put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources for the year ending 31 March 2017.

# Value for Money

**Table: Value for money risks**

Risk identified	Work carried out	Findings and conclusions
<p><b>Financial outlook</b></p> <p>The Council does not have a history of financial difficulty but the position is beginning to become more challenging. When we carried out our risk assessment, the Council was forecasting a year-end outturn overspend position of around £1million against a budget of £98.5million, which it was intending to fund from general reserves.</p> <p>For 2017/18 a budget gap of £11.7million was identified. Savings and efficiencies have now been identified to address this gap, but the Council continues to face a challenging financial position.</p>	<p>We reviewed budget monitoring reports and updates to the Medium Term Financial Plan. We discussed with officers plans to address future potential budget gaps and how the Council is identifying, managing and monitoring financial risks. We reviewed revenue and capital reports.</p>	<p>The Council continues to manage its finances in order to deliver services aligned to the needs of the local community. In terms of overall financial performance the Council over spent on its budget by £0.559million against a budget of £98.468million in 2016/17. The overspend position had been highlighted throughout the year and at the end of December 2016 was forecast to be in the region of £1million by year-end so was reduced in the last quarter. The over spend was due to a number of spending pressure areas against the Council's budget; the most significant of these was within Children in Care.</p> <p>The over spend has been funded from the general reserve but the Council recognises it would not be prudent to continue to fund any future budget shortfalls from general reserves and is taking steps to ensure this does not happen. Although the Council over spent in 2016/17, arrangements were in place to identify this and monitor it through the year and via this the Council was able to reduce the forecast over spend. Therefore we are able to conclude appropriate arrangements are in place.</p> <p>A balanced budget has been set for 2017/18 including a £1million contingency. Initially there was a £11.7million gap in the budget funding for 2017/18. The Council has identified savings to bridge this gap with £7.9million initially identified and the final savings needed confirmed as part of the budget setting process. The gap in the Medium Term Financial Plan over the subsequent three financial years (2018/19 to 2020/21) is forecast to be in the region of £23.426million. The Council are working on identifying savings and alternative ways of working in order to bridge these gaps.</p> <p>On that basis we concluded that the risk was sufficiently mitigated and the Council has proper arrangements.</p>

# Appendix A: Reports issued and fees

We confirm below our final fees charged for the audit and other audit related services

## Fees

	Proposed fee £	Actual fees £	2015/16 fees £
Statutory audit of Council	105,294	105,294	105,294
Housing Benefit Grant Certification	8,055	8,055	6,828
<b>Total fees (excluding VAT)</b>	<b>113,349</b>	<b>113,349</b>	<b>112,122</b>

The proposed fees for the year were in line with the scale fee set by Public Sector Audit Appointments Ltd (PSAA)

## Reports issued

Report	Date issued
Audit Plan	April 2017
Audit Findings Report	September 2017
Annual Audit Letter	October 2017

## Fees for other services

Service	Fees £
<b>Audit related services:</b>	
• Department for Transport grant – Mersey Gateway	<b>2,500</b>
• Teachers Pension	<b>TBC</b>

## Non- audit services

- For the purposes of our audit we have made enquiries of all Grant Thornton UK LLP teams providing services to the Council. The table above summarises all other services which were identified.
- We have considered whether other services might be perceived as a threat to our independence as the Council's auditor and have ensured that appropriate safeguards are put in place.

# Reports issued and fees continued

We have considered whether other services might be perceived as a threat to our independence as the Council's auditor and have ensured that appropriate safeguards have been applied to mitigate these risks.

	Service provided to	Fees	Threat identified	Safeguards
<b>Audit related services</b>	Halton Council – Mersey Gateway grant claim The fee for the work on this claim is yet to be agreed for 2016/17 however has been £2,500 in previous years and is likely to be the same for 2016/17	2,500	No specific threat identified	The fee is of a low amount compared to the overall audit fee of £105,294 so would not impact on our independence as auditors. An Ethical Standards form is completed prior to work commencing to ensure all threats have been identified and considered.
	Halton Council – Teacher's Pension grant claim The fee for the work on this claim is yet to be agreed for 2016/17 however has been £3,750 in previous years and is likely to be the same for 2016/17	TBC	No specific threat identified	The fee is of a low amount compared to the overall audit fee of £105,294 so would not impact on our independence as auditors. An Ethical Standards form is completed prior to work commencing to ensure all threats have been identified and considered.
<b>Non-audit services</b>	Halton Council – VAT advice	14,250	No specific threat identified	This work took place in 2016/17. Under the new ethical standard which came into force on 1 April 2017 we are no longer able to complete this work for the Council.
	<b>TOTAL</b>	TBC		





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<b>REPORT TO:</b>	Executive Board
<b>DATE:</b>	14 December 2017
<b>REPORTING OFFICER:</b>	Strategic Director Enterprise, Community & Resources
<b>PORTFOLIO:</b>	Resources
<b>SUBJECT:</b>	Agency Worker Contract Procurement – 2018 to 2022.
<b>WARDS:</b>	All

### 1. PURPOSE OF REPORT

- 1.1 To seek Executive Board approval to award a collaborative contract for the supply of Agency Workers, beyond 2018 for the Liverpool City Region.

2. **RECOMMENDED: That in accordance with Standing Order 2.10.1, the Executive Board authorise the Strategic Director Enterprise, Community & Resources to enter into a contract with the preferred supplier who has been assessed as being the most economically advantageous and effective organisation to supply agency workers to the Council, and three other authorities within the Liverpool City Region. The contract will be awarded for a period of 4 years.**

### 3. SUPPORTING INFORMATION

- 3.1 In 2014 the Council, as part of the Merseyside Procurement Partnership (MPP), accessed a contract through a framework procured by the Eastern Shires Purchasing Organisation (ESPO) for the supply of agency workers.
- 3.2 The framework, known as MSTAR1 (Managed Services for Temporary Agency Resources) had been procured by ESPO, and then subsequently made available to other public sector bodies via a procurement framework.
- 3.3 This meant that the contract was pre-procured and the Council / Merseyside Procurement Partnership did not need to go through a tender process. Instead, a contract could be directly awarded to a supplier within the framework.
- 3.4 The framework contained a number of suppliers, referred to as 'Neutral Vendors', these being companies who offer a managed service to source agency workers from individual employment agencies covering a wide range of operational disciplines likely to be used by public sector bodies.
- 3.5 Following evaluation by the Merseyside Procurement Partnership, a direct

award was made to Matrix for the provision of a Neutral Vendor Managed Service for Agency Workers. Matrix is a neutral vendor supplier within the framework. The award was collaborative, and in place for the six Councils in the Liverpool City Region.

3.6 The contract awarded in 2014 comes to an end in February 2018. In order to secure a new contract, new procurement activity has taken place.

3.7 Halton are the lead Authority for the review of Agency provision on behalf of the Liverpool City Region and have led the re-procurement of a collaborative contract for agency worker supply to Liverpool City Region authorities.

3.8 An options appraisal was conducted, and the following options considered;

**Option 1** Do Nothing

**Option 2** Direct Award to a single provider accessing the YPO framework – Ref: 00569 HR Services and Solutions

**Option 3** Direct Award to a single provider accessing the ESPO framework – Ref: 653F – Managed Services for Temporary Agency Resources (MSTAR2)

**Option 4** Award the contract as a result of conducting a mini competition with the nominated providers on the Eastern Shires Purchasing Organisation (ESPO) or Yorkshire Purchasing Organisation (YPO) framework.

**Option 5** Undertake a new tender process from scratch on behalf of LCR

3.9 Option 1 presented a risk of increased cost per placement as current rates could not be guaranteed beyond the end of the contract in February 2018.

3.10 Options 2, 4 did not deliver new savings and in addition carried the risk of additional cost were the provider to change as a result of the procurement process, which might have required some redesigning of internal processes, system design, and re-training.

3.11 Option 5 would require significant resource to undertake the full tendering process, with no guarantee that rates could be any more favourable than those secured by ESPO with suppliers in their framework. In addition the same risks were present as in options 2 and 4.

3.12 Option 3 was assessed as being the most economically advantageous, identifying contract savings of £104,790 per annum across the Liverpool City Region, based on active placements at 20<sup>th</sup> June 2017. This equates to circa 8% of spend.

3.13 Option 3 mirrors the procurement route followed by the Merseyside

Procurement Partnership in 2014. The framework is in accordance with the Public Contract Regulations 2015 and was procured, by ESPO, via the restricted procedure.

- 3.14 The ESPO Framework is open for access by the Liverpool City Region members, via a direct award option within Lot 1: Neutral Supply Chain Management, which has 7 shortlisted providers. The preferred supplier will be the incumbent provider, Matrix.

#### **4.0 POLICY IMPLICATIONS**

- 4.1 The contract is awarded in line with Halton Borough Council's Procurement Policy and the contract will support peripheral resourcing where it is required to ensure that services are sufficiently resourced to deliver a range of provision to Halton residents.
- 4.2 Peripheral resourcing is strictly controlled and monitored across the Council through the Policy, People, Performance and Efficiency Division.

#### **5.0 FINANCIAL IMPLICATIONS**

- 5.1 The value of Halton's use (known as 'call-off') from the current agency contract is £1.7m per annum. This has reduced from £3.6m per annum in 2014/15. The aggregate contract spend across the four year period of the new contract (2018 – 2022) is anticipated to be £6.8m.

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

- 6.1 Use of the contract may contribute to any or all of the Council's priorities from time to time, by providing peripheral resources to any services where a requirement is identified in order to ensure continuity of provision of service to residents in Halton.

#### **7.0 RISK ANALYSIS**

- 7.1 Financial risk is minimised by awarding the contract within confirmed budgets.
- 7.2 As part of the procurement process, Halton Borough Council has carried out a financial assessment on the preferred supplier and has confirmed that they are a financially viable organisation.

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

- 8.1 The preferred supplier will be required to demonstrate that they embrace and comply with the Equality Act, and their services will be monitored to ensure

this is the case.

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

9.1 None.

**REPORT TO:** Executive Board

**DATE:** 14 December 2017

**REPORTING OFFICER:** Strategic Director, People

**PORTFOLIO:** Children, Young People & Families

**SUBJECT:** Council Provision of Residential Care for Children

**WARD:** Borough-wide

**1.0 PURPOSE OF REPORT**

1.1 To seek approval of the preferred option for the future delivery of children's residential care in Halton

**2.0 RECOMMENDATION: That Executive Board approve the option to commission a third party provider.**

**3.0 SUPPORTING INFORMATION**

3.1 A number of options have been considered for the future delivery of residential services for children in care following the de-registration and review of Edinburgh Road Children's Home.

3.2 The review highlighted that significant financial investment in the service would be required to meet the requirement of registration if the local authority was to re-register and manage the provision directly.

3.3 A children's home managed by another organisation could be a more cost effective model and would limit some of the Council's liability and risk in running its own service. The review of the home identified that in order to meet required standards, investment would be required in a larger, more skilled staff team and in the management capacity to oversee it. This is significant when the Council has just one children's home. An external provider would already have access to a larger staff team and the management structure to support it.

3.4 The infrastructure is present. The home has planning permission, is fully equipped and has been established in the community. This would make it an attractive prospect for an external provider.

3.5 The focus for the provision would be on caring for young people aged 8-13yrs, with significant attachment issues, in small 4 bed

group living. The home would be a short to medium term option for young people with the aim of providing them with the support and therapeutic services that will allow them to either return to their own family, or to move on to permanent family based care such as fostering. The home would maintain them in local education provision, possibly utilising some of the alternative provision that has been developed, and will also promote contact with family and access to support from other services in the borough.

- 3.6 The service would be procured on the basis of the Council maintaining ownership of the building and leasing it to a provider as part of the contract.
- 3.7 Such a process is likely to take 5-6 months. The service would need to be procured, the home re-registered, staff team recruited and appropriate training delivered. There would be TUPE implications for the 3 remaining staff from Edinburgh Road.
- 3.8 There are plenty of providers of residential care in the region, some of whom Halton would be happy to work directly with, and who may be interested in this opportunity. Other local authorities have developed this model, either as part of a mixed economy (Manchester, Wigan) or by procuring all their residential provision (Cheshire East).
- 3.9 If Halton had no children to place in such provision, or the match with others already resident was not positive, there is the option that any spare capacity in the home could be offered to other authorities, possibly at a premium, and therefore generate income for the Council.
- 3.10 The initial focus for any such provision would be to return some of those young people who are currently placed outside the borough in external, purchased provision.
- 3.11 The cost of the provision would be funded by utilising Edinburgh Road's existing budget which would be sufficient to fund the procurement of the provision and the placement of up to 4 young people. If up to 4 young people are returned to the borough from external provision, there would be a reduction in the current out of borough spend as a result.
- 3.12 This option maintains a children's home in the borough and allows Halton Children and Families Service to work with a provider in ensuring the quality of service and its availability to Halton young people.
- 3.13 In the future, there may be other options to consider. Early discussions with Cheshire West and Chester Council have

commenced to see if there is any opportunity to do some joint work across the children's residential sector. This may also provide some additional/alternative options to consider but none that have come to fruition so far.

- 3.14 Cheshire West and Chester Council have also recently had a successful bid to the Innovation Fund agreed and have received funding via a social impact bond to develop a 'step down to foster care' service. This will aim to recruit foster carers for young people who have been in residential provision but are ready to live within a family setting. Halton has been named as a partner in this proposal and although it is very early stages, a step down service could be an option for children placed at Edinburgh Road.
- 3.15 Within Children and Families Services, a plan to train social work and other staff in systemic family therapy will commence in January 2018. It will take two years to train the first cohort, with other cohorts following on an annual basis. This service could contribute well to preparing young people to move from residential to family based care.
- 3.16 This whole approach would provide a new working model for some of the 8-13 year old children in care. Within 2-3 years the model could be reviewed and along with it, the role of Edinburgh Road. When a sufficient cohort of staff are trained, consideration could be given to Edinburgh Road offering a base for the delivery of intensive family therapy. This would be directed at preventing children coming into care and supporting them to both remain and return home. There could be a short break residential component to this service.

#### 4.0 **POLICY IMPLICATIONS**

- 4.1 The proposals are consistent with providing services to meet the needs of children and families in the borough.

#### 5.0 **FINANCIAL/RESOURCE IMPLICATIONS**

- 5.1 Edinburgh Road has an allocated budget of £501,100 per annum.
- 5.2 This would be sufficient to fund the procurement of an external provider and may result in some savings.
- 5.3 The first placements for the home would be young people returning from out of borough provision. Future placements would prevent the need for out of borough provision and would reduce the spend on external provision.
- 5.4 There are currently 7 young people (2 female, 5 male) aged between 8 and 13 years in external residential provision. The total



cost of their placements is over £17,700 per week, £920,000 per annum.

- 5.5 The average cost of an external children's home placement is approximately £2,885 per week, with a current range between £2,300 per week and £6,000 per week. If 4 young people were returned from out of borough to Edinburgh Road provision, this would represent a minimum reduction to the Out of Borough budget of £9,200 per week, £479,688 per annum.
- 5.6 Procurement for the service would take place using a clear service specification that would outline the requirements of the service both in terms of delivery, and the impact and outcomes to be achieved for young people. The specification and tender submission would have a strong focus on safeguarding and quality. Young people would work alongside offices in the procurement process. References would be obtained regarding the previous track record in children's residential care of any company who submits a tender.
- 5.7 As part of the tendering process, potential providers would be asked to outline how they would deliver a social value impact for the borough, for example, training, employment or work placement opportunities for children in care and care leavers
- 5.8 Once awarded, a performance management framework would be developed incorporating formal compliance processes as well as regular review meetings.
- 5.9 Having taken advice from Commissioning colleagues, the view appears to be that the building should be offered as part of the contract, with the provider picking up all running costs. Leasing the building to a provider was discussed but the view both regionally and locally is that leasing the building out to a provider will only result in an 'inflated' unit/contract cost and will therefore be of no financial advantage.
- 5.10 Commissioning colleagues also advise that a specific budget would not be attached to the tender but that the expectation is that a bed/unit cost would be around £2,000 per week. This would need to be tested and determined within the procurement process.

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

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

This revised service and specification would support children in care to remain in the borough.

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

None

6.3 **A Healthy Halton**

None

6.4 **A Safer Halton**

None

6.5 **Halton's Urban Renewal**

None

7.0 **RISK ANALYSIS**

7.1 The lack of a children's home which Halton Borough Council can solely utilise, presents a risk to the ability to place children locally, in a service whose performance and quality can be closely monitored. While there is an associated risk that such a home may not always be able to meet the needs of Halton children, there would be the ability to offer places to other local boroughs and therefore minimise any 'void' placements

7.2 Commissioning such a service reduces the liability on the Council but there would still need to be considerable oversight and monitoring in place to ensure it was delivering the type and quality of service that Halton children require.

7.3 There are 3 members of staff whose substantive posts remain at Edinburgh Road. They are currently working on a supernumerary basis within Children and Families Services, funded by the Edinburgh Road budget. If the service was to be commissioned then the remaining staff would be placed at risk and TUPE would apply if they transferred to the new provider.

8.0 **EQUALITY AND DIVERSITY ISSUES**

8.1 Being able to provide appropriate placement choice for children in care, which achieves positive outcomes for them by working alongside the relevant support services, and is locally based, is crucial to offering a good service to Halton's children in care.

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

None.

<b>REPORT TO:</b>	Executive Board
<b>DATE:</b>	14 December 2017
<b>REPORTING OFFICER:</b>	Strategic Director, People
<b>PORTFOLIO:</b>	Children, Young People & Families
<b>SUBJECT:</b>	Supported Accommodation for Children in Care and Care Leavers
<b>WARD:</b>	Borough-wide

## 1.0 **PURPOSE OF REPORT**

1.1 To seek approval to a revised approach to supporting care leavers in their own accommodation via:

- Phase 1 – directly commissioning the majority of accommodation related support; and
- Phase 2 – leasing a small group living setting, possibly with the provision of an emergency bed.

2.0 **RECOMMENDATION: That the proposed approach is endorsed.**

## 3.0 **SUPPORTING INFORMATION**

3.1 The planning for all children in care needs to consider their most appropriate accommodation options as they approach 18 years of age and leave care.

3.2 For many, there is a transition period between residential or foster care and taking up their own tenancy. This is usually referred to as semi-independent or supported living. Under this arrangement, the Council secures a property for the young person from a RSL or a private landlord. The support that the person needs to develop sufficient independence skills and become tenancy ready is then spot purchased from one of the recognised providers on the North West Leaving Care Framework.

3.3 The level of support can range from 24 hours a day at the beginning of such an arrangement, to 5-10 hours per week as a young person approaches 18 years of age.

3.4 The spot purchase nature of the current arrangements present a number of challenges –

- (i) it is difficult to coordinate the range of packages across the borough.
- (ii) the number of providers results in some inconsistent approaches/practice and varying quality of outcomes. During 2016, 10 different organisations have been utilised to provide support.
- (iii) the individual cost is high and more difficult to influence
- (iv) where housing can't be sourced via a RSL or private landlord, the organisations who provide the support charge a premium for also providing the accommodation.
- (v) there is no flexibility in a spot purchase arrangement to allow for support to be 'diverted' to where it was required.

3.5 The number of care leavers in Halton has historically been around 60 at any one time. However, due to recent increases in the number of children in care, particularly the number of older young people entering the care system, the number of care leavers is also rising. Currently there are 68 and this figure is predicted to be increased or at least maintained for the next few years.

3.6 In addition to the increased number, the complexity of those leaving care is also greater, with a significant number of them presenting anti-social behaviour linked to substance misuse, offending, mental health and the impact of their home experiences. This means that they require significant support to make progress towards independent living.

3.7 There are currently 45 young people in care between the age of 16 and 17 (18<sup>th</sup> birthday) that Halton is responsible for providing with accommodation. Of those, 17 are in accommodation and receiving related support through semi-independent living arrangements.

3.8 The types of semi-independent living for 16-18 year olds include:

- 2 bedroom properties where they can be intensively supported during the day and also, at least initially, during the night as well with the presence of staff sleeping in
- 1 bedroom properties where young people live alone, with no 'sleep in' support but the assessed amount of support during the day/evening
- Group accommodation where several young people share a property.

3.9 A number of internal and external factors have put pressure on service to change the way they operate. Ongoing reductions to government funding mean that there is still a need to make

significant savings. Changes to the benefits and housing systems are also impacting on affordability and sustainability.

- 3.10 The Care Leaver service is striving to change the way they deliver services to meet the challenge of efficiency, while ensuring customer focus, achieving value for money, demonstrating best practice and achieving positive outcomes.
- 3.11 Ensuring appropriate, stable and safe accommodation for children in care and care leavers is the subject of much national discussion. Ensuring that provision is sufficient, high quality and in line with young people's wishes, feelings and needs is essential. Often this means more provision of different types is needed within the borough. Many of these issues were highlighted as part of the second Education Select Committee report on 16 plus care options (Into Independence, Not Out of Care) and in the Government's strategy to improve opportunities for care leavers (Keep on Caring). This strategy has two main themes –
- (i) developing and driving new ways to deliver better and more effective support for care leavers, both in terms of what is provided and how it is delivered, and
  - (ii) embedding a culture of corporate parenting across the whole of society making the past, present and future of care leavers everybody's business.
- 3.12 In order to develop the offer for Halton care leavers, Phase 1 of the proposal would be to commission support for young people where this is required. This will include the delivery of the following outcomes:
- reducing the number of individuals not in education, employment or training (NEET)
  - ensuring young people receive appropriate financial support
  - promoting personal safety
  - enabling young people to become valuable members of their local community
  - increasing individual self-esteem and resilience
  - developing tenancy ready young adults
- 3.13 It is envisaged that the Leaving Care outcomes and outputs will be delivered through the Leaving Care Specification which will focus on
- A requirement, as part of pathway planning, for increased independence for the young person
  - To ensure health needs are met
  - To motivate to attend education, employment and training, thereby achieving potential

- Each young person working towards an independent living plan, subject to regular review
- To promote family contact where appropriate
- For each property to be well maintained
- For properties to be sustainable post-18

3.14 The type of support required and how many hours of it would need to be clearly defined within the contract specification.

3.15 Cheshire West and Chester entered into a similar contract over 12 months ago and report a better and more consistent quality of service, improved outcomes for care leavers and efficiencies in cost. If the proposal is agreed, there may be some options in the future for joint contracting and the achievement of further efficiencies.

3.16 Phase 2 of the proposal would be to work with local housing providers to develop a small group setting for care leavers. This ideally would be a block of 3-4 flats where young people could live with staff on site 24 hours a day to provide tailored support. This could also be an additional base for Personal Advisors to work from and offer support, and if large enough, could offer an emergency bed for homeless 16 and 17 year olds. Identifying such a property will be challenging and careful consideration needs to be given to the impact of possible voids within such a setting. However, if the approach is agreed, these issues can be considered with any provider.

#### 4.0 **POLICY IMPLICATIONS**

4.1 This approach is consistent with meeting the needs of care leavers, is a more efficient model and is in line with the government's drive to see new delivery models and creative approaches.

4.2 The majority of care leavers are currently supported until they are 21 years of age. The Children and Social Work Act 2017 which became law in May, will require local authorities to support all their care leavers until 25 years of age. If care leavers get good housing and support when they need it, fewer should require intensive support from Personal Advisors between the ages of 18 and 25.

#### 5.0 **FINANCIAL/RESOURCE IMPLICATIONS**

5.1 In the current financial year, the Council is committed to fund accommodation and support for 16-17 year olds totalling more than £1.2m. This consists of the costs of 1 and 2 bedroom accommodation plus a variety of support packages for young people, all of which is currently on a spot purchase basis.

5.2 The Care Leaver Service has an agreement with HHT to lease 1 or 2 bedroom properties as required and as they become available. It

is hoped that other local housing providers, including RSL's and private landlords can be encouraged to consider a similar arrangement. Under this proposal, support would then be commissioned using a block purchasing approach.

- 5.3 Efficiencies would be achieved if the housing costs for each young person could be reduced. Identifying suitable housing for 16-17 yr olds remains a challenge, not least because of the reluctance of some RSL's and private landlords to provide housing for young people under 18 and because of the limited availability and completion for 1 bedroomed properties. If housing cannot be identified in this way, and it has to be sourced from one of the private support providers, the cost is approx. £325 per week as opposed to the cost of a RSL property at approx. £100 per week. A saving of £225 per week on accommodation costs would be equivalent to £11,700 per year per young person, £398,000 per year in total. It is also an option that young people could fund post 18 and is therefore more sustainable and a better outcome.
- 5.4 In addition to improving quality and co-ordination, a contract for the delivery of dispersed housing support would also allow the Council to set some volume requirements that are anticipated to see a reduction in the hourly support cost from £25 per hour to approx. £17-£19 per hour. Given that support packages range from 24 – 10 hours support per week, there is the potential for some significant savings.
- 5.5 The proposed contact value is for £450k. Further, and more substantial savings would be achieved in Phase 2 of the project if 4-6 units of 'shared' accommodation could be made available to care leavers, and more RSL's could be encouraged to provide care leavers with tenancies. The shared accommodation would result in economies of scale for the delivery of support with the additional option that some of the support could potentially be offered by Personal Advisors being based within the property.
- 5.6 HHT are presenting a report to their Board in June 2017 to present options for their housing stock. The report does not specifically outline the plan for a Shared Accommodation resource as yet, but there is a commitment to ask a group within HHT to consider the viability of securing a specific block for CiC/care leavers over the coming months. The action has become part of the revised CiC and Care Leavers Strategy with a deadline of the end of the financial year.
- 5.7 It is also hoped that as part of both Phase 1 and 2, care leavers themselves will have a voice and a role to play. A social enterprise called the Stoke-on-Trent House Project provides an example of a new approach to supporting care leavers to take control of their transitions to independent living and to have greater involvement

and choice in creating their own long term home after care. The Project is funded and evaluated by the Innovation Fund but may offer some ideas for Halton to create a service that is care leaver led.

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

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

Under the Children and Social Work Act 2017, additional duties are being placed on the local authority to support and prepare care leavers for independence.

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

Appropriate accommodation and support are key to supporting care leavers with access to and sustaining employment, education and training.

### 6.3 **A Healthy Halton**

None

### 6.4 **A Safer Halton**

None

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

None

## 7.0 **RISK ANALYSIS**

7.1 Without a different approach, the costs of supporting care leavers in their own accommodation are likely to continue to rise and will not necessarily deliver the quality of service desired.

7.2 One provider could bring increased risk as there may not be the flexibility or capacity required, hence spot-purchasing of support may continue and costs may not reduce.

7.3 Under the Children and Social Work Act 2017, additional duties are to be placed on local authorities from April 2018 as corporate parents and in how services are delivered for care leavers. The age to access support is increasing from 21 to 25 and as yet there has been no comment as to whether these additional duties will have additional funding. When this is known, it may be that the funding and approach proposed may need to alter and as such the contract will be on a short-term basis which may deter potential providers.



8.0 **EQUALITY AND DIVERSITY ISSUES**

8.1 Support for care leavers to develop the skills and confidence to become good tenants is essential to them living successfully in their communities

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

None.

**REPORT TO:** Executive Board

**DATE:** 14 December 2017

**REPORTING OFFICER:** Strategic Director, People

**PORTFOLIO:** Children, Young People & Families

**SUBJECT:** Services to encourage participation in education and training tender

**WARD:** Borough-wide

**1. PURPOSE OF REPORT**

- 1.1 To seek Executive Board approval to award a contract to deliver services to encourage, enable and assist young people to participate in education and training to the preferred supplier determined at the conclusion of the evaluation process on 23<sup>rd</sup> November 2017.

- 2. RECOMMENDED: That the Executive Board authorise the Strategic Director, People, to enter into a contract with the provider (will be named at the Executive Board meeting on 14<sup>th</sup> December if successful) who, through an open tender process, has been assessed as being the most effective organisation to deliver services to encourage, enable and assist young people to participate in education and training. The contract will be awarded for a period of one year with the option of three additional one year contracts.**

**3. SUPPORTING INFORMATION**

- 3.1 In July 2017 the Executive Board granted authority to the Strategic Director, People to lead a joint procurement process with Liverpool, Wirral and Knowsley Local Authorities. The joint procurement process sought to procure a service from April 2018 for a period of 4 x 12 month periods, allowing consistency of service from 2018 to 2022 but with the option to reduce or terminate the service annually should the Council's statutory duties change or further budget savings require a reduction.

- 3.2 The maximum total contract value annually would be:
- Halton = £130,000  
Combined Knowsley, Liverpool, Wirral= £1,460,000  
*Maximum total annual value = £1,590,000*

- 3.3 The tender opportunity was advertised via Halton's e-procurement system, Due North (The Chest) on 18<sup>th</sup> October 2017, with a closing date of 8<sup>th</sup>

November 2017. The evaluation will be completed on 23rd November 2017. The details will be presented to the Executive Board on 14<sup>th</sup> December 2017.

- 3.4 The tender documentation was assessed based on 25% price and 55% quality with one successful applicant invited through to a clarification interview stage. The Provider will be asked questions about key aspects of service delivery which have been highlighted at tender evaluation stage. The presentation stage represents a further 20% of the overall assessment score.
- 3.5 Following the clarification interview stage, the tender scores will be determined and, if the provider has been successful, the provider name will be presented to the Executive Board.

#### **4.0 POLICY IMPLICATIONS**

- 4.1 The contract is awarded in line with Halton Borough Council's Procurement Policy and the service will support Halton's Participation Strategy. The Service will support the Council in meeting its statutory duties with regards to careers support for young people.

#### **5.0 FINANCIAL IMPLICATIONS**

- 5.1 The tender price submitted by the preferred supplier is within the indicative budget set for the service.

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

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

The service contributes to the delivery of the objectives of the Halton Children's Plan.

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

The Halton Participation Strategy supports Key priorities in encouraging young people to access learning or training that will lead to longer term, more sustainable employment options.

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

None identified.

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

None identified.

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

None identified.

**7.0 RISK ANALYSIS**

- 7.1 Financial risk is minimised by awarding the contract within confirmed budgets, and on a one year basis, with option to extend.
- 7.2 As part of the procurement process, Halton Borough Council has carried out a financial assessment on the preferred supplier and has confirmed that they are a financially viable organisation.

**8.0 EQUALITY AND DIVERSITY ISSUES**

- 8.1 None identified.

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

- 9.1 None.

<b>REPORT TO:</b>	Executive Board
<b>DATE:</b>	14 December 2017
<b>REPORTING OFFICER:</b>	Strategic Director, People
<b>SUBJECT:</b>	The national funding formula for schools and high needs update
<b>WARDS:</b>	Borough wide

## **1.0 PURPOSE OF THE REPORT**

This report seeks to provide an update on the financial modelling that has been undertaken for 2018/2019 and seeks permission to fund schools on the transitional national funding formula model for the two year transitional period.

## **2.0 RECOMMENDATION: That the Board approves funding of schools based on the transitional National Funding Formula model.**

## **3.0 SUPPORTING INFORMATION**

- 3.1 On 16<sup>th</sup> November 2017 Executive Board considered a report on the National Funding Formula for schools. In order to try and protect small schools in the borough the report recommended that during the interim funding period of 2018/2019 and 2019/2020 that schools continue to be funded at the 2017/2018 lump sum value.
- 3.2 Extensive modelling has been undertaken to try and retain the lump sum and minimise losses to Halton schools and to keep within the funding available. Unfortunately retaining the existing lump sum has not proved possible.
- 3.3 There are a number of reasons it has not be possible to introduce our own interim funding formula and these include the following:
  - The funding factors available for use, upon which the formula is built are limited to 12 of which Halton Schools can use only nine and actually use eight.
  - Some of the funding factors have minimum or maximum funding levels.
  - The 0.5% per pupil increase announced by the Secretary of State in July (the funding floor) and the gains cap move funds around outside of the funding factors, so a minor adjustment to a funding factor can have a major impact on a school's funding.
  - The net increase to schools funding, after the transfer of 0.5% to the High Needs Block is insufficient to give an increase to all schools within the total grant allocation.

- If an interim formula had been found to work, there is no guarantee it would continue to work once the October 2017 census data is released and the grant allocations received.

3.4 It is therefore now recommended that Executive Board agree to the use of the transitional National Funding Formula model for 2018/2019 and 2019/2020.

#### **4.0 FINANCIAL IMPLICATIONS**

4.1 The majority of schools will see an increase in their budgets in 2018/2019 and 2019/2020.

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

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

It is essential the funding allocated to schools ensure that they are sustainable and have the resources to invest in improving outcomes for all Halton children and young people.

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

None.

##### **5.3 A Healthy Halton**

None.

##### **5.4 A Safer Halton**

None.

##### **5.5 Halton's Urban Renewal**

None.

#### **6.0 RISK ANALYSIS**

6.1 Implementation of the national funding formula will have an impact on our small schools. This issue has been raised with the Schools Minister. Although no changes were agreed at this meeting DfE Officials confirmed a review of sparsity funding would be undertaken.

6.2 Despite the guaranteed per pupil increase and minimum funding level per pupil amount, secondary schools will see a real terms reduction in their funding. Halton traditionally funded a pupil teacher ratio at secondary

above the national average the national funding formula will deliver a national average rate. Schools report that they are already facing financial difficulties and seeing an increase in pupils with challenging behaviour, increases in persistent absence, fixed term and permanent exclusions. Their concern is that without sufficient funds there will be a direct impact on pupils' educational outcomes.

6.3 A Protocol for supporting schools with pupils with challenging behaviour has been developed and will be rolled out to all schools in November and over the next few months a new Behaviour Service will be established.

6.4 The DfE has also published a Schools' Buying Strategy (January 2017) to support schools to get the best value from their non-staff expenditure. It will also be providing information to support schools on the most effective deployment of staff and implementing flexible working. In addition, schools are advised to utilise the benchmarking tools available.

## **7.0 EQUALITY AND DIVERSITY ISSUES**

7.1 The aim of the introduction of the national funding formula to create a system that supports opportunity, is fair, efficient, delivers funding straight to schools, transparent, simple and predictable.

7.2 Under the full implementation of NFF the level of funding allocated to small primary schools is a concern as a small number of schools may struggle to remain sustainable.

## **8.00 REASON FOR DECISION**

8.1 To ensure that there is a fair distribution of resources across the schools in the borough.

## **9.0 ALTERNATIVE OPTIONS**

9.1 Consideration was given to either retaining the existing funding formula with uplift for the increase, and retaining the 2017/2018 lump sum level but retaining the principles of NFF, however, this has not proved to be affordable or practically possible to introduce and would create some significant reductions to the budgets of some schools.

## **10.0 IMPLEMENTATION DATE**

10.1 1<sup>st</sup> April 2018.

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

<b>Document</b>	<b>Place of Inspection</b>	<b>Contact Officer</b>
The national funding formula for schools and high needs (Policy document) September 2017	DFE website	Ann McIntyre – Operational Director – Ann McIntyre – Operational Director- Education, Inclusion and Provision & Operational Director - Resources
Indicative Schools Budgets – EFA – October 2017	Ann McIntyre	Ann McIntyre – Operational Director – Education Inclusion and Provision & Operational Director Resources
Schools Block National Funding Formula – Technical note (September 2017) Central School Services Block National Funding Formula - Technical note - (September 2017) High Needs Funding Formula – Technical note (September 2017)  School Revenue Funding 2018/2019 – Operational Guide – 2018/2019	DFE Website	Ann McIntyre – Operational Director – Education, Inclusion and Provision & Operational Director Resources
School Forum agenda, papers and minutes	HBC website	Ann McIntyre – Operational Director – Education Inclusion and Provision & Operational Director Resources
Executive Board The national funding formula for schools and high needs – 16 <sup>th</sup> November 2017	HBC website	Ann McIntyre – Operational Director – Education Inclusion and Provision & Operational Director Resources



**REPORT TO:** Executive Board

**DATE:** 14 December 2017

**REPORTING OFFICER:** Strategic Director, People

**PORTFOLIO:** Health and Wellbeing

**SUBJECT:** Redesign of Night Time Support

**WARD(S)** Borough-wide

## **1.0 PURPOSE OF THE REPORT**

1.1 To inform Executive Board of the outcome of a pilot scheme initiated to improve night time care in the Council's Supported Housing Network for people with learning disabilities.

## **2.0 RECOMMENDATION: That**

- 1) the report be noted; and**
- 2) Executive Board are requested to approve the recommendations as outlined in paragraph 3.4.**

## **3.0 SUPPORTING INFORMATION**

3.1 Executive Board agreed in November 2016 to initiate a pilot scheme to consider the feasibility of replacing Waking Night staff with Sleep-ins at Halton's Supported Housing Network. The pilot is now completed and the results of the evaluation of the data are presented here

3.2 The pilot scheme utilised a variety of methods to evaluate the feasibility of replacing Waking Night Staff with Sleep-in arrangements, including shadowing night staff, feedback from night staff and electronic sensors which focused on outcomes and the extent to which these have been achieved.

3.3 The pilot had three main intended outcomes:

3.3.1 Safety should be maintained and any risks associated with the change from Waking Nights to Sleep-ins should be anticipated and managed. This included a focus on; Incontinence and undetected discomfort, Seizures and wandering at night leading to harm. These perceived risks were addressed within the pilot utilising assistive technology with no adverse effect on safety.

3.3.2 There should be an improvement in the quality of life for service users. Less intrusive forms of night support should promote dignity and independence. Improved sleep should lead to improved health and wellbeing. It is generally accepted that Sleep-ins as opposed to waking Nights encourages normalisation, better sleep patterns and increased autonomy. It is clear from the pilot that many of the expected quality of life enhancements had occurred, including; individuals experiencing, better sleep patterns, more settled with better sleep patterns, more privacy and early indications of increased autonomy

3.3.3 There should be a reduction in costs for the night time support. The results of the pilot are clear that Waking nights are not required in the numbers currently utilised and savings can be achieved by switching some roles to Sleep-ins. Since the commencement of the pilot there has been some legislative changes in how we pay employees for sleep-in shifts, this has reduced the opportunity for efficiencies. Financially despite the complications to the contracts and rates brought about by the changes to sleep-in payments it is still more cost effective to use Sleep-ins over Waking nights

#### 3.4 **Conclusion and Recommendations**

3.4.1 At the end of the evaluation it is clear that it is safe, prudent and in the interests of the service users to make changes to the night time support elements of the service at the 4 bungalows in Ashley Green.

3.4.2 The study revealed that the number of occasions during which assistance was required during the night did not necessitate the need for two fulltime Waking Night staff.

3.4.3 However, the nature and needs of the services users can and do change over time. There is a fundamental and overriding principle that the types and levels of support should always be dictated by the assessed needs and specific requirements of the individual service users. Managers of the service must be able to tailor the support to meet the needs on assessment and agreement with Care Managers. This may mean reducing or increasing levels and types of night time support.at short notice.

3.4.4 If agreed by Executive Board, we will progress to implementation; which includes:

- Consultation with unions and staff
- Further assessment of other houses utilising a similar method.

#### **4.0 POLICY IMPLICATIONS**

- 4.1 Services delivered to adults need to be both efficient and compassionate. Dignity in care means that all those supported by social care and health, are treated with respect, given the time and attention that they need and the opportunity to gain greater autonomy.

#### **5.0 FINANCIAL IMPLICATIONS**

- 5.1 The current cost of a Sleep-in is £49 per night. This includes on-costs (29%), and is costed at 57 weeks a year to allow for costs of holiday cover.

The current cost of a Waking Night is £159.38. This also includes on-costs, and is costed at 57 weeks to allow for staff cover.

The study demonstrates we can replace 3 out of 6 Waking Night staff with sleep-ins, At the current rates this works out at a saving of:

£374 per night,  
£2,618 per week

**£136,172** per year based on 3 staff costed at 57 weeks.

- 5.2 However, new employment practices mean that Sleep-ins can no longer be paid as a one-off payment but must be paid for each hour of the sleep-in which is typically 8 hours this means that there is still a saving if somewhat diminished:

The new cost of a Sleep-in is £84.20 per night (£7.50 per hour min wage plus on-costs).

The current cost of a Waking Night is £159.38 (on-costs at 57 wks)

The study demonstrates we can replace 3 out of 6 Waking Night staff with sleep-ins. At the new rates this works out at a saving of:

£225 per night,  
£1,575 per week

**£81,900** per year based on 3 staff costed at 57 weeks.

- 5.3 Based on the pilot we can extend the system across the rest of the services where there is the potential to achieve further efficiencies, however, this depends on the assessed needs of individuals.

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

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

Will improve the quality of life for those younger people with profound and multiple disabilities living in halton and receiving services from the Network.

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

Will develop staffing expertise and increase their ability to provide tailored, needs led support.

**6.3 A Healthy Halton**

Will improve the health of those service users to whom the proposals will apply.

**6.4 A Safer Halton**

Not Applicable

**6.5 Halton's Urban Renewal**

Not Applicable

**7.0 RISK ANALYSIS**

7.1 The changes will result in a reduction in a number of posts, however there are alternative options within the existing structure for employment.

7.2 Sleep-ins can no longer be paid as a one-off sum. They must now be paid at the National Minimum Wage level of £7.50. This rate usually rises annually so costs will go up consistently.

7.3 In view of the change to Sleep-in payments the hours covering a Sleep-in need to be standardised across the service. Currently some Sleep-ins are 9 or 10 hours in duration. It is proposed to make them all 8 hours in length.

**8.0 EQUALITY AND DIVERSITY ISSUES**

8.1 This will improve levels of independence and dignity for service users.

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

Document	Place of Inspection	Contact Officer
Valuing People, A New Strategy for Learning Disability for the 21 <sup>st</sup> Century	Runcorn Town Hall	Sue Wallace-Bonner

<b>REPORT TO:</b>	Executive Board
<b>DATE:</b>	14 December 2017
<b>REPORTING OFFICER:</b>	Chief Executive
<b>PORTFOLIO:</b>	Health and Wellbeing
<b>SUBJECT:</b>	One Halton and the development of an Accountable Care System
<b>WARDS:</b>	Borough wide

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

This report seeks to provide an update on One Halton and the development of an Accountable Care System (ACS) and seeks endorsement of the the revised One Halton strategic vision and approval for the proposed governance structure.

### **2.0 RECOMMENDATION: That the Board**

- 1) endorses the One Halton (ACS) Vision;**
- 2) agrees the memorandum of understanding for the One Halton Accountable Care System Board; and**
- 3) agrees the Terms of Reference for the One Halton Accountable Care System Board.**

### **3.0 SUPPORTING INFORMATION**

- 3.1 An accountable care system (ACS) is one in which several social and health care organisations agree to provide all health and social care for a given population. There are three core elements to this system. The first involves an alliance of providers collaborating to meet the needs of a defined population. Secondly, these providers take responsibility for a budget allocated by a commissioner, or alliance of commissioners, to deliver a range of services to that population. Finally, an accountable care organisation will work under a contract that specifies the outcomes and other objectives they are required to achieve within the given budget, often extending over a number of years. Significantly, the ACS will centre on the involvement of general practitioners in the network of providers delivering care along with local authorities as providers and commissioners of services.
- 3.2 NHS England has, through sustainable transformation plans (STPs), committed to the development of accountable care systems.

- 3.3. In 2014/15, Halton as a borough committed to the development of an integrated model of health and social care. The Council with all its health partners developed the concept of One Halton, and agreed a shared vision:

*“To improve the general health and wellbeing of the people of Halton, working together to provide the right level of treatment close to home, so that everyone in the borough can live longer, healthier and happier lives.”*

- 3.4 The Executive Board has previously agreed that the development of an Accountable Care System (ACS) fits the original One Halton concept. Recent work with partners has focused on the vision for One Halton and the principles and values by which the partnership would operate and agree that any ACS that is developed is place based, i.e., delivering across the Halton Local Authority footprint.
- 3.5 The revised One Halton Accountable Care Strategic Vision (Appendix 1) builds on the initial commitment of partners to improve the delivery of health and social care by ensuring:
- Services enable people to take more responsibility for their own health and wellbeing;
  - People stay well in their own homes and communities as far as possible; and
  - When complex care is required it should be timely and appropriate.
- 3.6 To achieve the ACS, and achieve the goals set out in the strategy, partners have established the “One Halton Accountable Care System Board” with a memorandum of understanding (Appendix 2) and Terms of Reference (Appendix 3) which underpin the commitment to move towards a more integrated community based system reducing the demand on acute services and providing care closer to home.
- 3.7 The *One Halton* Accountable Care Programme Board is not a decision making body. Through the MoU it provides the forum by which the partners provide system leadership and meaningful engagement in the development of the *One Halton* Accountable Care System. The Board will provide oversight of any necessary work streams and be the reporting body to the Halton Health and Well Being Board.
- 3.8 The Board will have an independent chair, Dr David Colin-Thome. Membership of the Board is set out in the terms of reference for the Council the lead officer is the Strategic Director for People, and the Chief Executive is the senior responsible officer for the development of the ACS.

#### **4.0 FINANCIAL IMPLICATIONS**

- 4.1 The ACS will necessarily be funded through existing resources. There will be project development costs but these are yet to be determined.

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

**5.1 Children & Young People in Halton**

An ACS will provide integrated, multi-disciplinary health and social care services for all families, and improve services specifically for children with learning difficulties and disabilities.

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

None.

**5.3 A Healthy Halton**

An ACS priorities and operation will be driven by the Health and Wellbeing Strategy and outcomes monitored by the Health and Wellbeing Board.

**5.4 A Safer Halton**

None.

**5.5 Halton’s Urban Renewal**

None.

**6.0 RISK ANALYSIS**

6.1 NHS England through the Sustainability Transformation Programme are committed to the development of accountable care organisations. These do not necessarily require the inclusion of local authorities nor do they need to be confined to local authority boundaries.

6.2 The final version of what an accountable care system, and any associated new organisational structures, look like are unclear but the potential impact on Council services and staff will be closely monitored and reported back to the Council.

**7.0 EQUALITY AND DIVERSITY ISSUES**

7.1 The ACS will operate fairly and transparently.

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

Document	Place of Inspection	Contact Officer
NHS Five Year Forward View	<a href="https://www.england.nhs.uk/five-year-forward-view/">https://www.england.nhs.uk/five-year-forward-view/</a>	Mil Vasic Strategic Director

The King's Fund (2016). Accountable care organisations (ACOs) explained	<a href="http://www.kingsfund.org.uk/ACOs">www.kingsfund.org.uk/ACOs</a>	Mil Vasic Strategic Director
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**Appendix 1. One Halton Accountable Care Strategic Decision**

# **One Halton Accountable Care Strategic Vision**

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Welcome to OneHalton



One System, One Plan, One Halton



Warrington and Halton Hospitals NHS Foundation Trust





## Contents

Background and introduction	page 2
Transformation	page 6
Design principles and objectives	page 9
Scope	page 10
Goals	page 12
Prioritisation	page 13
Our commitments	page 14
Governance	page 18
Project planning and control	page 20
Benefits and outcomes	page 22

## Background and Introduction

The Health and Social Care Act 2012 placed a statutory duty on the NHS and local authorities to promote and enable integrated care, further reinforced by the Care Act 2014. A raft of policy initiatives and incentives have been implemented to support greater integration and partnerships including the Better Care Fund, a national pioneer programme and, most recently, actions to support the vision for the NHS in England described in the Five Year Forward View. The new care models proposed in the Five Year Forward View are particularly aimed at overcoming barriers between hospital and community services. They are aligned with the wider policy direction of organising care in the community around the needs of service users, shifting the focus from episodic and acute care to whole life care, expanding preventative support that encourages “self-care”, independence and wellbeing.

In 2014/15 Halton as a borough started its journey towards an integrated model of care with a shared vision across health and social care.

### **Our Strategic Vision**

*To improve the general health and wellbeing of the people of Halton, working together to provide the right level of treatment close to home, so that everyone in the borough can live longer, healthier and happier lives.*

We are building from the strong legacy and foundation of **One System, One Plan, One Halton**.

Our **values** are based on strong partnerships; Collaboration (engagement & participation), System leadership (values based approach) Strong relationships, shared goals and an agreed set of outcomes.

Ultimate responsibility for the implementation of One Halton lies with the Halton Health & Wellbeing Board, however, in order to deliver our vision and priorities we need everyone who lives and works in Halton to take an active role. We are passionate about improving the health and wellbeing of people living in Halton. Local

residents, statutory, voluntary, community and commercial organisations all have an important role to play in achieving this goal.



The One Halton Health and Wellbeing Strategy sets the framework for the commissioning of health and wellbeing services in Halton with a particular emphasis on “self-care” prevention and early intervention. It does not replace existing strategies, commissioning plans and programmes, but influences them.

Integration is key to our strategic approach with all partners working together to deliver:

***joint commissioning, culture change through community development, training for all staff in how to deliver health messages so every contact***

*counts, development of multi-disciplinary teams and joint advocacy and policy work.*

A governance structure for One Halton will oversee the development and delivery of our priorities. Specific groups will be responsible for the development of an action plan setting out what all stakeholders will do to deliver the outcomes we want. They will use a life course approach and ensure each action plan includes action to maximise “self-care” prevention and early intervention, provide high quality treatment and care based on need close to home where this is possible and supports people in both the short and long term.





## Transformation

Partners across Halton are developing new models of integrated working, based around the two towns of Runcorn & Widnes. These two towns will for this document be referred to as ***Service Delivery Footprints (SDFs)***.

The SDFs are effectively a “functional geography” that can help us better plan and deliver our local services. SDF footprints are natural communities that are big enough to base services on but small enough to be sensitive to the populations needs. This work builds on the successful early implementation of hubs either side of the river, with integrated community services such as community nursing, social care in practice, wellbeing practitioners and the development of a single operating model.

Our ambition is for these SDFs to connect a number of services including community health services, GP surgeries, adult social care, housing, schools, children’s services and others. This is about creating integrated working that takes joint responsibility, working with residents, using new conversations, scaling our early intervention work to prevent reactive and unplanned cost, and knowing the assets of the community. services will work together in multi-disciplinary teams to offer early intervention and, if necessary, intensive support to families and individuals who are dealing with issues including mental health; debt; drug and alcohol misuse; domestic abuse; worklessness and long term health conditions.



Some of the wider could (but not

potential integration incorporate exclusively):

- Integrated Community Services (including Community Nursing, Therapies and Adult Social Care)
- Primary care out of hospital services (Extended access/Out of hours)
- Mental Health
- Public Health Based Interventions
- Wellbeing
- Health Improvement teams
- Start Well, Live Well, Age Well
- Primary School Alignment
- Housing
- CCG Primary Care Commissioning and Improvement Capacity
- Consultant Outpatient Transitions (Tiers 3 & 4)
- Early Intervention and Prevention Services
- Improving Healthy Lifestyles
- National Probation Service
- Cheshire Fire and Rescue Services
- Alcohol and Drug Treatment Services
- Community Link Workers
- Children's centres
- Nursing and Residential Care
- Admiral (Dementia) nurses







## Design principles and objectives

We will;

- Manage demand for services by promoting self-care independence and prevention;
- Enable health and social care service integration wherever possible and appropriate;
- Design services around users and not organisations;
- Incentivise providers to work together to meet the needs of the whole person;
- Treat people in the home and community for as long as it is appropriate and possible;
- Reduce dependence on oversubscribed and expensive specialist resources such as emergency services, non-elective admissions and care homes;
- Manage length of stay in hospitals, avoid delays to discharge and prevent readmissions where possible;
- Allow system efficiencies to be realised – duplication and over supply is eliminated while “cost shift” from one service line or organisation to another is avoided;
- Create the climate for staff from different professional backgrounds to work together in a positive, open and trusting multi-disciplinary climate;
- Allow every member of staff to be trained in having new conversations with residents that focus on assets rather than need; and
- Make full use of digital technology, including development of a joined-up electronic record

An asset based approach is at the heart of One Halton, enabling staff to have a different conversation with patients and residents to promote self-care and independence and improved links to positive opportunities within the community to improve health and wellbeing.

## Scope

NHS Halton Clinical Commissioning Group (HCCG), Halton Borough Council, Bridgewater Community Healthcare NHS Foundation Trust, North West Boroughs Healthcare NHS Foundation Trust, St Helens and Knowsley Teaching Hospitals NHS Trust, Warrington & Halton Hospital NHS Foundation Trust (WHHFT) and local GP federations have come together to develop a One Halton Accountable Care System model for Halton.

In the **first instance** the model will be formed around 2 GP service delivery footprints (SDFs) across Runcorn and Widnes and the integration of health and social care services.

In the **medium to long term** there is an ambition to extend this to integrate with public health and a wider set of public, voluntary and community services, such as leisure, housing and others.

In the **long term** there will be a badgeless provision of services with integration across organisational boundaries, increased investment in community based services and a sustainable primary care.

The approach is place based, based on SDFs using registered GP lists and a whole population budget to deliver a range of services against an agreed set of outcomes.

The scope of the One Halton Programme is to develop the vehicle to support both commissioner and provider integration to deliver a set of improvement outcomes delivering health and social care services across a whole population.



## Goals

Through this process we will deliver a set of key goals for the health and wellbeing system in Halton;

### Goal 1

Services should enable people to take more responsibility for their own health and wellbeing

### Goal 2

People should stay well in their own homes and communities as far as possible

### Goal 3

When complex care is required it should be timely and appropriate



## Prioritisation

*It is our desire to change or ‘transform’ health and social care to make sure the people of Halton get the right care and support, the right way, when and where they need it.*

To help us achieve this, we’ve identified the six themes prioritised within our **One Halton Health & Wellbeing Strategy**:

Our priorities for 2017-2022:

1. **Children and Young People**: improved levels of early child development
2. **Generally Well**: increased levels of physical activity, healthy eating and reduction in harm from alcohol
3. **Long-term Conditions**: reduction in levels of heart disease and stroke
4. **Mental Health**: improved prevention, early detection and treatment
5. **Cancer**: reduced level of premature death
6. **Older People**: improved quality of life

Our priorities contribute to our shared outcomes:

- More Halton children do well at school by reaching a good level of development educationally, socially and emotionally
- Healthy fit workforce to drive economic prosperity with fewer people suffering long term conditions from the age of 50
- More people will be supported to stay well and live independently for as long as possible
- People lead full, active lives using a wide range of facilities within local communities including good quality housing, parks, arts and cultural facilities, leisure services and safe cycling routes
- Reduced demand on services, improved quality and access
- More efficient use of financial resources

## Our Commitments

Through signing up to deliver this One Halton Accountable Care Vision we are jointly:

- Taking ownership of where we are now. We all recognise progress has been made but that there is more work to do

- Being responsible for delivering on the agreed priorities and actions set out within our plans
- Making a commitment to make things better. For us to be successful all partners in Halton need to play their part including our local people
- Being accountable for developing systems that deliver more joined up approaches to delivering services



### Strong leadership

Leadership is critical in the context of developing integrated systems and services. Stakeholders have different agendas and levels of understanding. A locally tailored leadership programme, supported by management is an essential component of One Halton.

Through our leadership we will talk to staff, ensure they understand the change and are motivated to change at both a strategic level and operational level. We are

committed to work across all agencies with all staff and our population to collaboratively transform services for the future.

### **Integrated Strategic Commissioning**

There is recognition that there are constraints that apply nationally and limit the flexibility in relation to local commissioning arrangements. Commissioning arrangements sit within NHS Halton ~~CCG~~ and Halton Borough Council. We will embrace learning from areas that have progressed in this area and take the opportunities that have arisen.

We will commit to and where permitted to, develop an integrated strategic commissioning function that will develop an alliance contracting model in line with our vision of “one system, one budget, one plan”.

### **Provider Partnerships (Alliance)**

Providers are often constrained by contractual, legal and statutory constraints. Providers will need to work together to identify and agree who is best placed to deliver the best treatment and care for our population. They will need to agree a set of working principles that align with the national and local agendas.





## Financial Resilience

Development and implementation of the detailed proposals will need to be completed from within existing expertise within partner organisations supported by the One Halton Programme Board.

In order to commission integrated services NHS Halton CCG and Halton Borough Council will be responsible for the commissioning budget allocation and the alignment of this to any decisions on pooling financial budgets. Proposals for pooled budgets will need to take into account that “health population” is funded by GP registered lists and LA funding by geographical population.

Partners will need to ensure any future integrated arrangements have robust financial accountability and governance. Estimates of the financial benefits of integration are constrained by the limited nature of the current evidence base.



## **Co-Located Service Provision (where appropriate)**

Providers and commissioners will need to work together to build a community based service provision that supports patients, clinicians and multi-disciplinary workforce. Co-location of service provision should be the ultimate goal in the medium to long term. In the short term consideration of the constraints of existing building stock will need to be considered.

## Governance

*The integration of Health and Social Care in Halton will require the involvement of different commissioning and provider organisations, from both the statutory and non-statutory sector, working together in new ways.*

Poor governance arrangements are one of the most frequently cited organisational barriers to successful integration so it will be vitally important to the success of this programme that robust governance arrangements are in place to oversee the delivery and evaluation of this complex work programme.

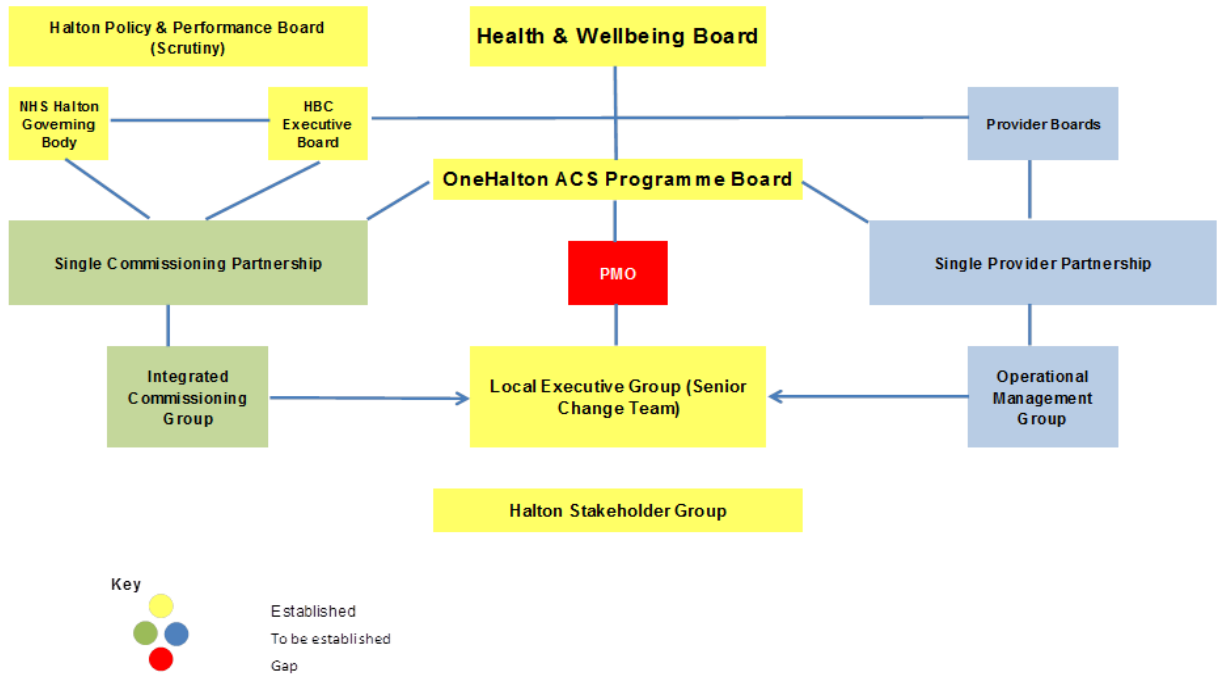
The following strategic groups and Boards will ensure effective governance of the programme:

- Halton Health and Wellbeing Board
- Halton Policy & Performance Board (Scrutiny)
- NHS Halton Governing Body
- Halton Borough Council Executive Board
- One Halton Accountable Care System Programme Board
- One Halton Single Commissioning Partnership
- One Halton Single Providers Partnership
- Local Executive group
- Halton Stakeholders group
- Engagement & Involvement of Population

Each agreed work stream will have a separate project group that will report into the One Halton Programme Management Office (PMO) reporting to the One Halton ACS Programme Board. Terms of reference and memorandum of understanding for the One Halton ACS Programme Board is attached in appendix 1. Each group will develop its own work plan to achieve the stated outcomes. Part of this work will involve engaging service users and residents in the co-production of new approaches. Project leads will also ensure alignment of activity with existing enabling programmes/groups.



### Governance



Project implementation plans will be created which will form the basis of the monitoring process. This will be updated by the One Halton PMO as the project progresses, and referenced by the highlight reports. Regular reporting will be via a monthly highlight report, and will be produced by the programme/scheme lead to show actual and projected progress against plan.

The report will be submitted to the One Halton ACS Programme Board on a bi-monthly basis.

## Project planning and control

The overall control of the project will be in line with Prince 2 methodology and adopts the “manage by exception” approach.

The Senior Responsible Officer (SRO) will have oversight of the whole programme and will be held to account by the Chief Executive Officer of Halton Borough Council and the Interim Chief Officer of NHS Halton CCG. The programme manager (when appointed) will carry out day-to-day management of the project within the delegations of authority.

Members of the project Team will raise or review project issues/changes/risks at the monthly project meetings. Project issues and risks will be reviewed and assessed for impact against the project timescales, cost and quality.



## Programme approach

- Current services have been reviewed and evaluated against a number of criteria to establish which services should be in scope for the first phase of implementation.
- Phase 1 identifies the core services within the initial scope.
- Work is already progressing on these programs to redesign care pathways and integrate services from the bottom up.



## Benefits & Outcomes

People will be supported to live longer healthier lives.

People with health and/ or social care needs will know how to navigate the health and social care system;

People with health and/or social care needs will be able to access the right information at the right time and will be able to access the support they need;

People will have an increased understanding of the benefits of wellbeing and will utilise local community resources to put this into practice;

People in local communities will have a range of locally grown support mechanisms such as carer led support groups, patient led self-management groups for long term conditions;

Through social prescribing GPs will support people to get to the right support and avoid more expensive and often unnecessary interventions;

Integrated teams will work closely with GP practices and will envelop individuals and work closely with provider services including local community and voluntary sector services;

People with long term conditions will have the ability to hold their own personalised care records and use Personal Budgets and Personal Health Budgets to manage their own care;

People with long term conditions and those defined at risk will have the ability to see and share their health and social care records;

People will be able to have repairs, adaptations and improvements made to their homes quickly and within timescales acceptable to them;

Carers will be supported to have a life outside of caring and will be supported in their caring role;

There will be improved access to services (parity of esteem) for all patients/clients, including children and young people, with mental health issues. Mental health conditions will be treated and assessed on a par with physical conditions;

Over time we will create a flexible workforce that can deliver more than one service for the benefit of patients and carers and the health and social care

system;

We will manage demand for unplanned, emergency and urgent care services across the Borough where people choose the right place first time every time.

We will have greater control of our local pound and annual spend.

There will be Improved Value for Money through identifying cross-organisational efficiencies and economies of scale

Maintain financial resilience & sustainability of the Halton Health and Social Care System





Appendix 2: Memorandum of Understanding

One Halton Accountable Care System Board

## **Draft Memorandum of Understanding**

The signatories to this MoU have come together to improve health and wellbeing services for local people and to encourage self-health.

In doing so we are committed to:

- Improving health and wellbeing outcomes for local people
- Collaboration between health and social care services, providing accessible high quality services to local people
- Developing new ways to prevent and better detect illness
- Reducing the levels of demand on hospital, acute care and healthcare services generally
- Delivering service closer to home and within local communities

### Our Commitment

We agree to the following principles in the development of an integrated health and social care eco system in Halton Borough:

1. We agree that an integrated system of health and social care is the best way to ensure optimum health, wellbeing and care outcomes for our population and to ensure collective financial sustainability.
2. We agree that the Halton Health & Wellbeing Strategy provides the focus for our work together and sets out our vision to work together to reform health and social care services to improve the health outcomes of our residents and reduce health inequalities, as quickly as possible,.



3. We agree the One Halton ACS Board will provide a focal point for prevention and early intervention, proactively identifying potential future demand and shifting the focus from unplanned and reactive services to planned and targeted interventions.
4. We agree to put patients and residents at the heart of what we do.
5. We agree to put General Practice and other community practitioners at the centre of our care model.
6. We agree to design and plan services around functional geographical footprints with populations of 30,000 to 50,000 based on registered patient lists.
7. We agree to design services for users and not our organisational needs.
8. The Commissioners agree to deliver a single approach to commissioning health, wellbeing and care services in order to transform services and improve outcomes. This will enable collaboration integrated working and include the development of pooled budgets.
9. We agree that we will consider the options available to us, and select the best delivery model for the integrated care system in Halton, but not withstanding this, we will continue to integrate our services on the ground, at pace, using the existing options available to us to do so.
10. We acknowledge that creating a Locality Care Partnership will not resolve the significant budget challenges facing all organisations but it will go some way to reducing it and it will be necessary to continue to work closely together with all stakeholders to manage the deficit around health and social care

#### Asset Based Approach

11. We agree in an asset based approach to the design and delivery of our integrated services including:
  - a) A commitment that staff delivering services in Halton will be trained and updated in having new conversations with residents that focus on assets rather than need.
  - b) Managerial arrangements within our organisations create the climate for staff from different professional backgrounds to work together in a positive, open and trusting climate
  - c) That people are supported to be in control of their own lives
  - d) That services are co-ordinated in a place, in a way, that is informed by a deep understanding of the community assets and capability in that place to support residents to be connected to their community and each other.
  - e) That service administration is organised in agreed functional geographical footprints, allowing alignment with key service providers organised on the same footprint.
  - f) That the partnership encourages its workforce to be positive, courageous and accountable in the way they deliver their services to the public.



- g) That our partnership embraces positive risk taking and permission based working, with the workforce liberated to demonstrate innovation and creativity on a daily basis.

### Governance

- 12. We agree to working together to reform health and social care services to improve health outcomes for residents, as quickly as possible, and enable system wide change to develop transparent, robust and inclusive governance structures.
- 13. The key principles of our governance arrangements will be:
  - a) The objective of providing governance arrangements which aim to provide streamlined decision making; excellent co-ordination of services for the residents of Halton; mutual co-operation; partnering arrangements, and added value to the way we deliver our services.
  - b) An acknowledgement that the arrangement does not affect the sovereignty of any party and the exercise and accountability of their statutory functions.
  - c) A commitment to open and transparent working and proper scrutiny and challenge of the work of the One Halton Accountable Care Services Board and any party to the joint working arrangements.
  - d) A commitment to ensure that any decisions, proposals, actions whether agreed or considered at the One Halton ACS Board carry with them an obligation for the representative at the One Halton ACS board to report these to their own constituent bodies, and seek agreement if required through the appropriate governance route.
- 14. We agree that the governance arrangements will be kept under regular review and be revised from time to time to reflect the changing status of the integrated care delivery vehicle.
- 15. We agree that any decision affecting the statutory duties of an organisation will be referred through that organisation's governing processes.
- 16. We agree to provide mutual assurance to the constituent bodies and that the minutes of the One Halton ACS board will be circulated to the Boards of the constituent bodies.

### Resources

- 17. We agree to the formation of the One Halton ACS PMO to manage the implementation of our work programme, with a commitment to seek resources and expertise from partner organisations, as appropriate, to support our integration journey.
- 18. We agree to use the assets and resources available to us within our organisations, such as buildings, IM&T and other infrastructure to support the adoption and enablement of integrated working arrangements.
- 19. We agree to work together to transform our collective workforce to ensure we have the right skills, capabilities and resources to deliver sustainable integrated working arrangements across health and social care now and in the future.



## Appendix 3: Terms of Reference

### One Halton Accountable Care Programme Board

#### Terms of Reference

The *One Halton* Accountable Care Programme Board (One Halton ACPB) is a forum for development and partnership working. It is not a decision making body but will seek delegated decision-making responsibilities from Joint Committee status at a later stage. For any strategic and/or significant decision-making, Programme Board members will be expected to make recommendations to appropriate bodies and committees.

#### **Overall Objective**

To secure, via partnership working, the provision of system leadership and meaningful engagement in the development of the *One Halton* Accountable Care System. This aims to secure sustainable, high quality services which meet patient needs and optimise the health of the borough, delivering organisational sustainability.

#### **Membership (to be confirmed)**

Chief Executives / Chairs / Clinical Executive Officers from the following organisations:-

- Independent Chair
- NHS Halton Clinical Commissioning Group
- Halton Borough Council
- GP Health Connect
- Widnes Highfield Health Ltd
- St Helens & Knowsley Teaching Hospitals
- Warrington & Halton Hospital NHS Foundation Trust
- Bridgewater Community Healthcare NHS Foundation Trust
- North West Boroughs Partnership NHS Foundation Trust
- Halton & St Helens Voluntary and Community Action
- Halton Housing Trust
- Halton 3<sup>rd</sup> sector consortium (rota basis)

#### **Key Tasks**

- To ensure effective leadership in the *One Halton* AC Programme, ensuring SMART plans for future service models and that are ambitious, sustainable and achievable;
- To make recommendations for actions as appropriate to Halton Health & Wellbeing board but not to take decisions which are binding on other organisations;
- To ensure alignment between the *One Halton* AC Programme and the plans for each organisation, highlighting any tensions or interdependencies, and agreeing with all how these should be resolved;
- To ensure key staff from each constituent organisation are enabled to participate in the Programme work streams;
- To review the results of the programme at the end of Phase 1, and to advise on how these are taken forward;



- Develop and deliver a strategic vision for Halton with an agreed set of co produced outcomes;
- Support the development of a shadow integrated commissioner and local delivery partnership by 2018.

### **Reporting Arrangements**

The *One Halton* AC Programme Board will meet on a bi-monthly basis. Standard progress reports will be produced for presentation to all relevant committees to ensure consistency of message.

It will be accountable to the Halton Health and Well Being Board

### **Administrative Support**

NHS Halton CCG

### **Review Date**

November 2017

**REPORT TO:** Executive Board

**DATE:** 14 December 2017

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

**PORTFOLIO:** Physical Environment and Transportation

**SUBJECT:** Runcorn De-Linking of the Silver Jubilee Bridge

**WARD(S)** Mersey

## **1.0 PURPOSE OF THE REPORT**

- 1.1 The purpose of the report is to present to Members options for delivering the de-linking of the Silver Jubilee Bridge (SJB) in Runcorn.
- 1.2 The report also seeks approval to allocate financial resources to progress the delinking work as quickly as possible.

## **2.0 RECOMMENDATION: That**

- 1) Members agree to the development of the option as outlined in section 5.2 of the report;**
- 2) Members recommend to Full Council a variation to the capital programme to cover the costs as outlined in section 5.3 of the report; and**
- 3) The Strategic Director Enterprise, Community and Resources be authorised, in consultation with the Portfolio Holders for Physical Environment and Transportation to take the necessary steps to ensure value for money through the appropriate procurement processes.**

## **3.0 SUPPORTING INFORMATION**

- 3.1 Members will recall that a 10-15 year vision document for Runcorn Town Centre has been produced and was approved at the Executive Board in September 2017. Runcorn Town Centre is one of 8 key impact areas contained within the Council's Mersey Gateway Regeneration Plus Plan, which was considered and approved by the Executive Board in March 2017.
- 3.2 The opening of the new bridge and temporary closure of the Silver

Jubilee Bridge presents a unique opportunity to redefine the existing road infrastructure in the area of the Runcorn Town Centre which is in close proximity to Runcorn Main-Line station and support the development of the Runcorn Station Quarter concept and the Town Centre. (Plan Attached as Appendix 1).

- 3.3 It is proposed that changes to the road layout and removal of certain structures would not only improve the visibility of the town centre and its connectivity to and from Runcorn station, but would also make it easier to create and release new sites for future development.
- 3.4 In developing a Masterplan for the area, an approach which was approved by the Executive Board in October 2017, it will be necessary to assemble and prepare sites for development; engage with existing land owners; and proactively market the benefits that a developed station quarter will bring to the wider Runcorn Town Centre.
- 3.5 The closure of the Silver Jubilee Bridge will make it easier to do this work and, therefore, resources would be required to commence the de-linking and redesign of the road infrastructure as quickly as possible.
- 3.6 The Council commissioned a delinking report which set out options for promoting positive access and movement in regard to the SJB, Expressway and Station Quarter. Both options also took into account the aspiration to 'unlock the locks' in Runcorn. For information, the 'Unlocking the Locks initiative seeks the restoration of the first of the two lines of locks which were constructed in Runcorn to connect the Bridgewater Canal, originally to the River Mersey and later to the Manchester Ship Canal.
- 3.7 Having considered the delinking report, a preferred option has been identified and is recommended for approval. Section 5 of this report summarises the other available options. The preferred option has considered costs and technical feasibility, but also focuses on the best option for releasing the longer-term economic regeneration benefits of the station quarter and surrounding area. It proposes a new major Gateway to Runcorn being formed around a junction, located at the bottom of a two-way eastern slip. The new junction would tie the SJB, Expressway and Greenway road into one junction. The new junction would also connect to Devonshire Place. (See Appendix 2).
- 3.8 It was felt that this scheme would also significantly boost accessibility into the retail core by car. Station Quarter traffic would be served through a new link to connect Greenway Road, south of the proposed new junction.
- 3.9 Further assessment work has also been undertaken to determine



how this preferred option could be taken forward. Clearly, there are a number of permutations and choices associated with this. Further information is provided in section 5.0 below.

#### **4.0 POLICY IMPLICATIONS**

4.1 The Runcorn Vision document sets out the Council's ambition and priorities to shape Runcorn's future. It also illustrates the interconnectivity between key opportunity sites and could be used to inform policy decisions that the Council will take regarding future investment in the area.

#### **5.0 OTHER/FINANCIAL IMPLICATIONS**

5.1 The main elements of the proposed works are:

1. To demolish Runcorn Approach Viaduct West (RAVW) and other associated structures along the length of highway known as Trumpet Loop.
2. To construct a new cantilever edge and parapet to Runcorn Approach Viaduct following demolition of RAVW
3. To construct a new roundabout which will link to both directions of the Expressway, Runcorn Approach Viaduct and a link towards the proposed station quarter site.

5.2 The estimated cost of undertaking these works are:

Roundabout Junction £6.1m  
Parapet Replacement £1.9m  
Full Demolition and Earthworks £1.61m  
TOTAL: £9.61m

5.3 These costs would need to be tested through a formal tendering process and also through the existing 'Balvac Scape' Procurement Framework.

5.4 Other options that were considered included the following:

- i) 'A Do Minimum Option' which results in the construction of 3-way traffic signals onto Greenway Road only (£777k); parapet replacement (£1.9m) and demolition of the RAVW (£310k), TOTAL £2.99m
- ii) 'A Do Minimum Plus option which results in the construction of a 3 way traffic signal junction onto Greenway Rd with Runcorn Approach Viaduct, with emergency/ad hoc provision to the eastbound Expressway

carriageway (£1m); Parapet replacement (£1.9m); Demolition (£1.61m), TOTAL £4.51m.

- iii) 'A do nothing' option'. This option acknowledges that the Council's budget is under significant pressure and funding is required to deliver other services across the Council. However, a do nothing option will still require funding of between £1.49m and £2.6m to maintain the existing structures and road network in the project area. For example, a recent inspection report dated August 2014 made several recommendations for repairs and refurbishment. The document reported heavy corrosion of the disc bearings on the south abutment which were suspected to have seized. Further remedial work such as deck drainage and reapplication of a paint protection system would be required.

5.5 There are a number of advantages to proceeding with the preferred option. Firstly, it releases more land for development within the station quarter; secondly it is more likely to draw people from the station to the town centre, and thirdly, it reaffirms the operation of the SJB as a bridge for local usage.

5.6 The project would be financed by prudential borrowing and would require the Council to vary its capital programme to accommodate this.

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

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

There are no specific implications arising from this report.

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

It is anticipated that new jobs will be created through the undertaking of the works, but in the long-term it is hoped that new jobs will be created as a result of an enhanced leisure, business, retail and cultural offer in Runcorn town centre.

### **6.3 A Healthy Halton**

There are no specific implications arising from this report.

### **6.4 A Safer Halton**

There are no specific implications arising from this report.

6.5 Halton’s Urban Renewal

The proposals present a number of Urban Renewal opportunities:

- The creation of a new gateway into Runcorn
- A high quality arrival and destination point, in the town
- The improvement of links to Runcorn Town Centre
- The release of development land and improvement of existing sites.

**7.0 RISK ANALYSIS**

7.1 The proposed works will require planning permission. In addition, a stopping up order will be required, as well as, substantial earthworks removal and demolition. Consequently, key risks to the programme could be costs over-run and delays in the completion of the works. To mitigate these risks, a detailed project plan outlining a project timeline has been developed. The Council has also commissioned Mott McDonald to formulate the high-level costs for the advanced works as identified in this report. Whilst the costs are estimates at this stage a tendering exercise will seek to ensure that best value is secured.

**8.0 EQUALITY AND DIVERSITY ISSUES**

8.1 There are no immediate Equality and Diversity issues arising from this report.

**9.0 REASON(S) FOR DECISION**

9.1 To unlock sites for development in and around the Runcorn Station Quarter.

**10.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

10.1 The options considered and rejected are outlined in section 5 of this report.

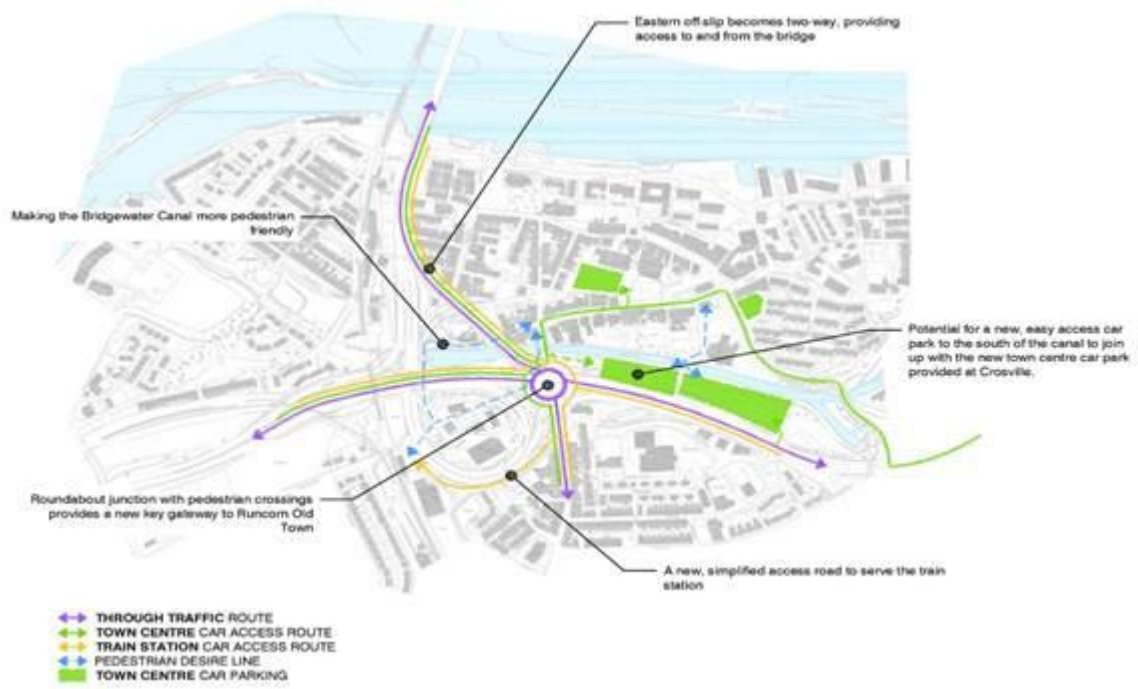
**11.0 IMPLEMENTATION DATE**

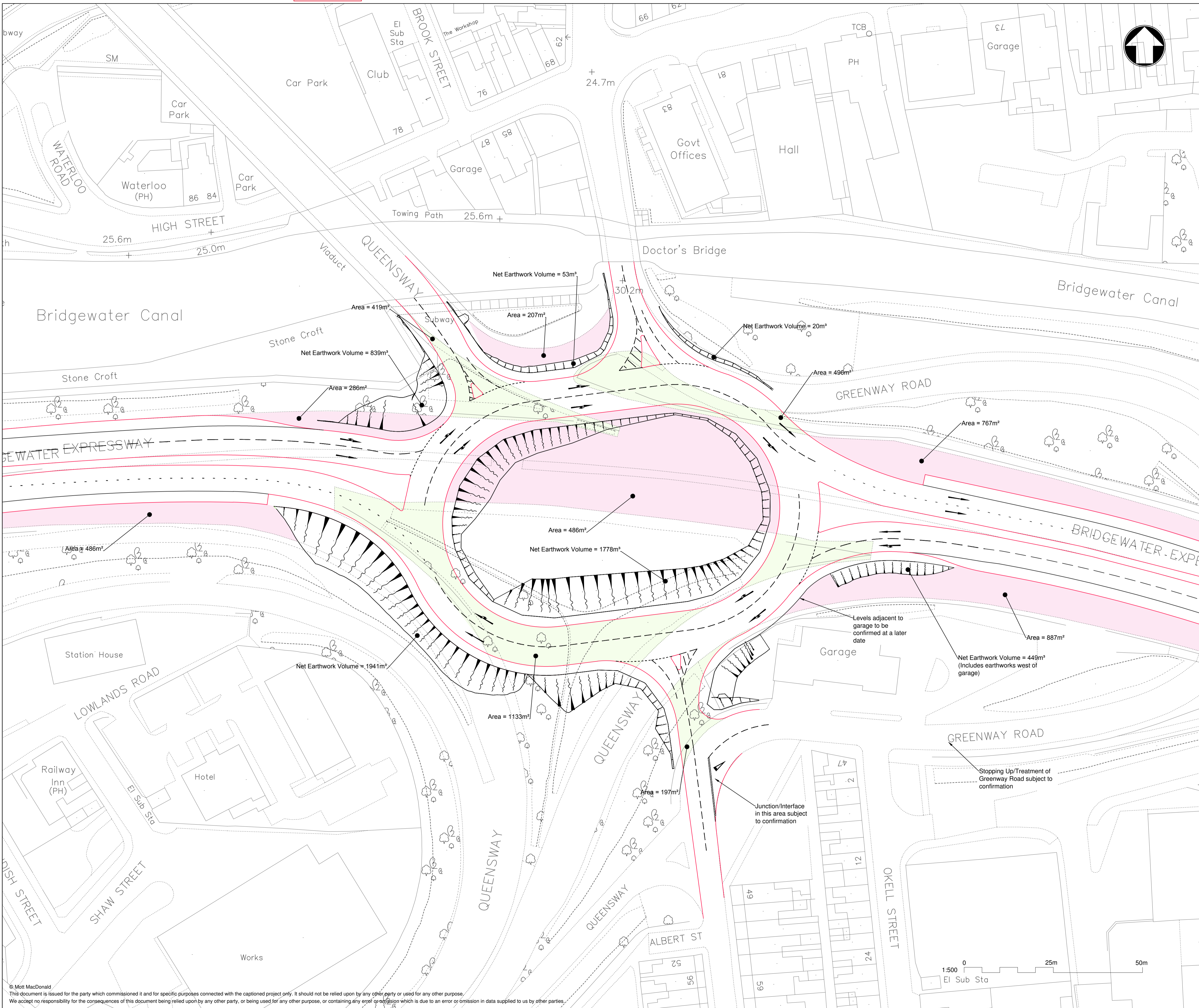
11.1 March 2018.

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

Document	Place of Inspection	Contact Officer
SJB De-linking Advance Works Report	5 <sup>th</sup> Floor Municipal Building	Ian Jones

Runcorn Vision Document	5 <sup>th</sup> Floor Municipal Building	Wesley Rourke
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- Notes
1. Outline design based on LIDAR data available. Confirmation of existing levels subject to completion of local topographical survey.
  2. All units are in metres unless specified.
  3. All earthworks slopes shown at 1 in 3. Earthworks profile may be reduced subject to ground conditions. See Note 1.
  4. Indicative road markings are shown. Lane allocation and road marking layout to be developed at a later date.
  5. Redundant areas of former carriageway to be broken out

Key to symbols

- Top of Embankment
- Bottom of Embankment
- New Carriageway
- Redundant Carriageway

Reference drawings

P1	26-04-17	PA	For Information	SH	MB
Rev	Date	Drawn	Description	Ch'k'd	App'd

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Policy, Planning and  
Transportation Department  
Municipal Building, Widnes  
WA8 7FQ**

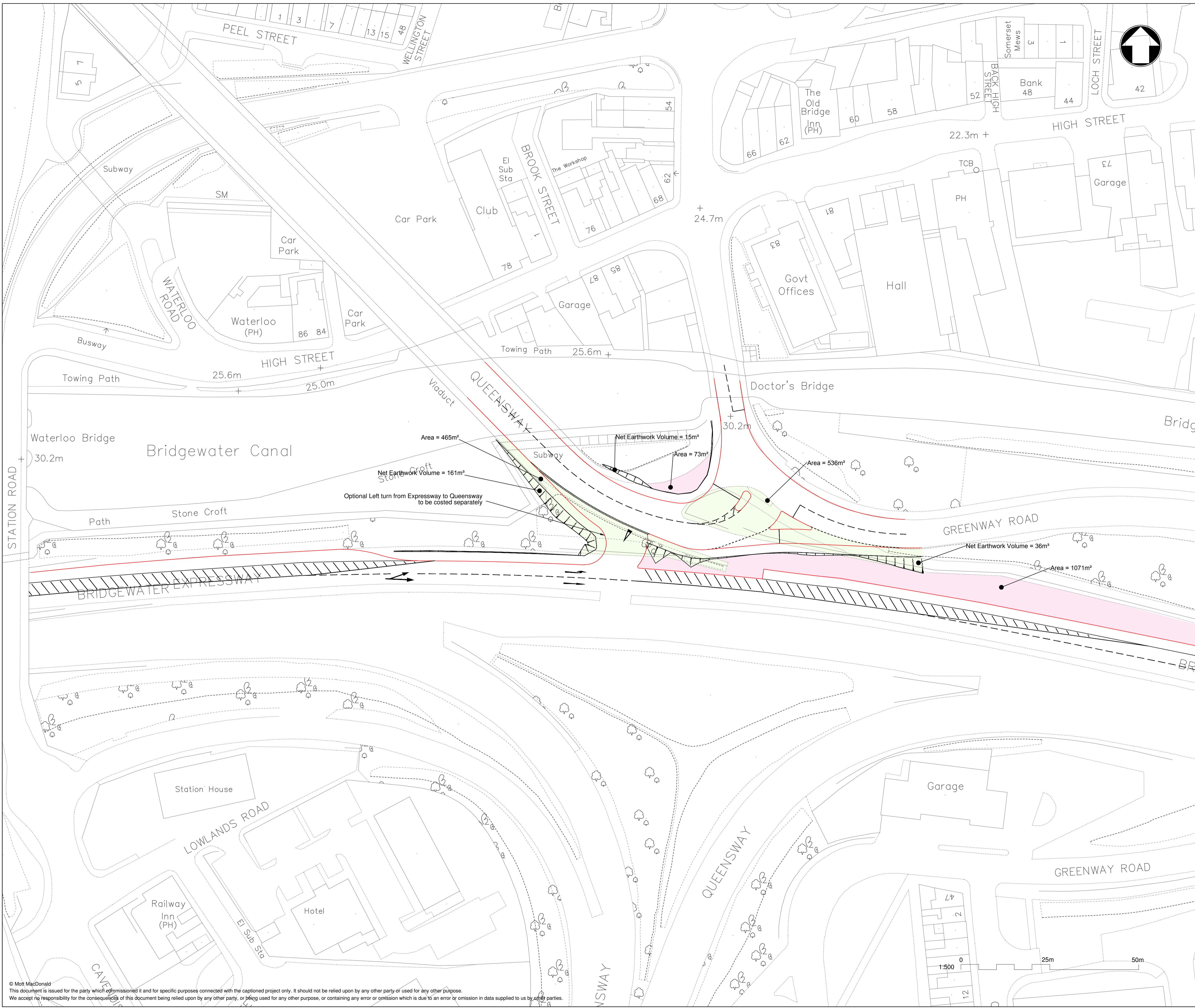
Title  
**Silver Jubilee Bridge  
Runcorn De-Linking Advanced Works  
General Arrangement  
Sketch 1 of 2**

Designed	P Allotey	PA	Eng check	P Whittaker	PW
Drawn	P Allotey	PA	Coordination	I Towler	IT
Dwg check	S Horsfall	SH	Approved	M Basting	MB
Scale at A1	Status	Rev	Security		
1:500	PRE	P1	STD		

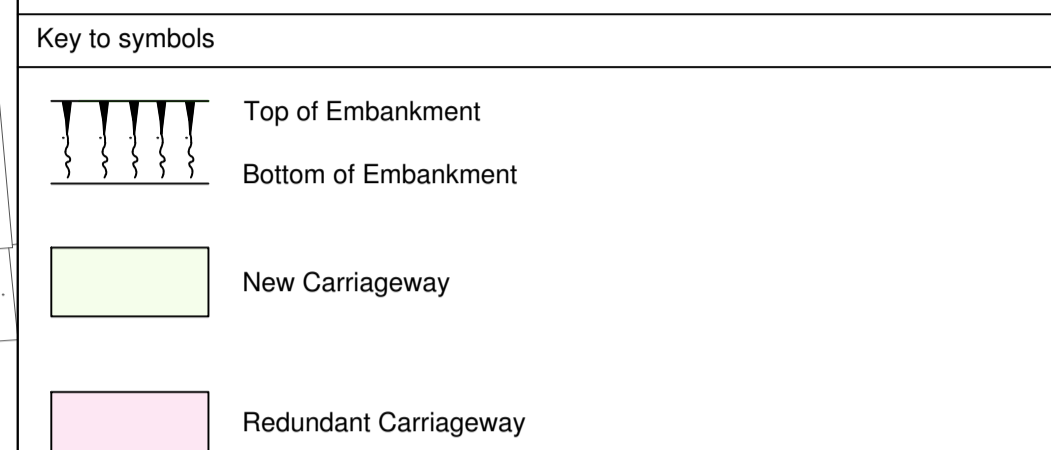
Drawing Number  
**MMD-384250-C-SK-00-ZZ-0001**

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- Notes
1. Outline design based on LIDAR data available. Confirmation of existing levels subject to completion of local topographical survey.
  2. All units are in metres unless specified.
  3. All earthworks slopes shown at 1 in 3. Earthworks profile may be reduced subject to ground conditions. See Note 1.
  4. Indicative road markings are shown. Lane allocation and road marking layout to be developed at a later date.



Reference drawings

P1	26-04-17	PA	For Information	SH	MB
Rev	Date	Drawn	Description	Ch'k'd	App'd

**M M**  
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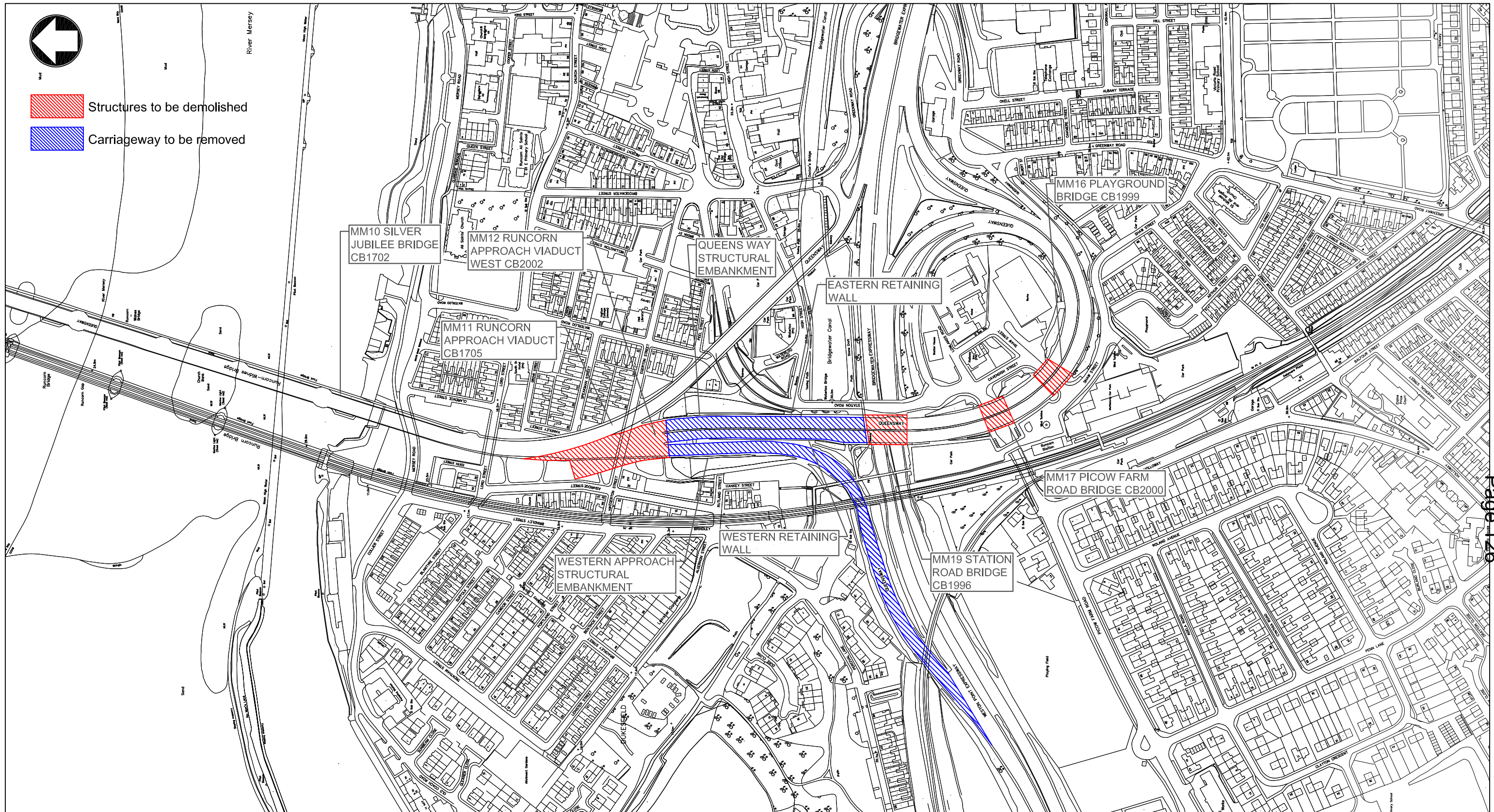
Client  
**Halton Borough Council**  
 Policy, Planning and  
 Transportation Department  
 Municipal Building, Widnes  
 WA8 7FQ

Title  
**Silver Jubilee Bridge**  
**Runcorn De-Linking Advanced Works**  
**General Arrangement**  
**Sketch 2 of 2**

Designed	P Allotey	PA	Eng check	P Whittaker	PW
Drawn	P Allotey	PA	Coordination	I Towler	IT
Dwg check	S Horfall	SH	Approved	M Basting	MB
Scale at A1	Status	Rev	Security		
1:500	PRE	P1	STD		
Drawing Number <b>MMD-384250-C-SK-00-ZZ-0002</b>					

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	Spring Bank House 33 Stamford Street Altrincham Cheshire, WA14 1ES  T +44 (0)161 926 4000 F +44 (0)161 926 4100 W mottmac.com	Client  Halton Borough Council Policy, Planning and Transportation Department Municipal Building, Widnes WA8 7FQ	Rev	Date	Drawn	Description	Ch'k'd	App'd	Title	Drawn	T Wilkinson	04/05/17		
			P01	13-04-17	TW	Preliminary Issue	DM	IT	Silver Jubilee Bridge Runcorn De-Linking Advanced Works Demolition Plan	Checked	D Miller	04/05/17		
										Approved	I Towler	04/05/17		
			Location Plan - Sheet 1 of 1									Scale at A3 1:300		
			Drawing Number MMD-384250-C-SK-00-ZZ-0003									Security STD	Status PRE	Rev P01



**REPORT TO:** Executive Board

**DATE:** 14 December 2017

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

**PORTFOLIO:** Physical Environment

**SUBJECT:** Response to Warrington Local Plan Consultation

**WARDS:** All Wards

## **1.0 PURPOSE OF THE REPORT**

- 1.1 Warrington Borough Council has recently undertaken public consultation on their 'Preferred Development Options' for its replacement Local Plan. Warrington's proposals raise significant issues that affect Halton.
- 1.2 This consultation ended on Friday 29<sup>th</sup> September. Given the timescale, it was not possible to bring a report to Members prior to the close of the formal consultation period. A 'holding response' by Officers was submitted. This report seeks endorsement of a formal response to Warrington.

## **2.0 RECOMMENDATION: That Executive Board endorses the response (Appendix A) to the Warrington Local Plan Preferred Development Options Consultation (Appendix B).**

## **3.0 SUPPORTING INFORMATION**

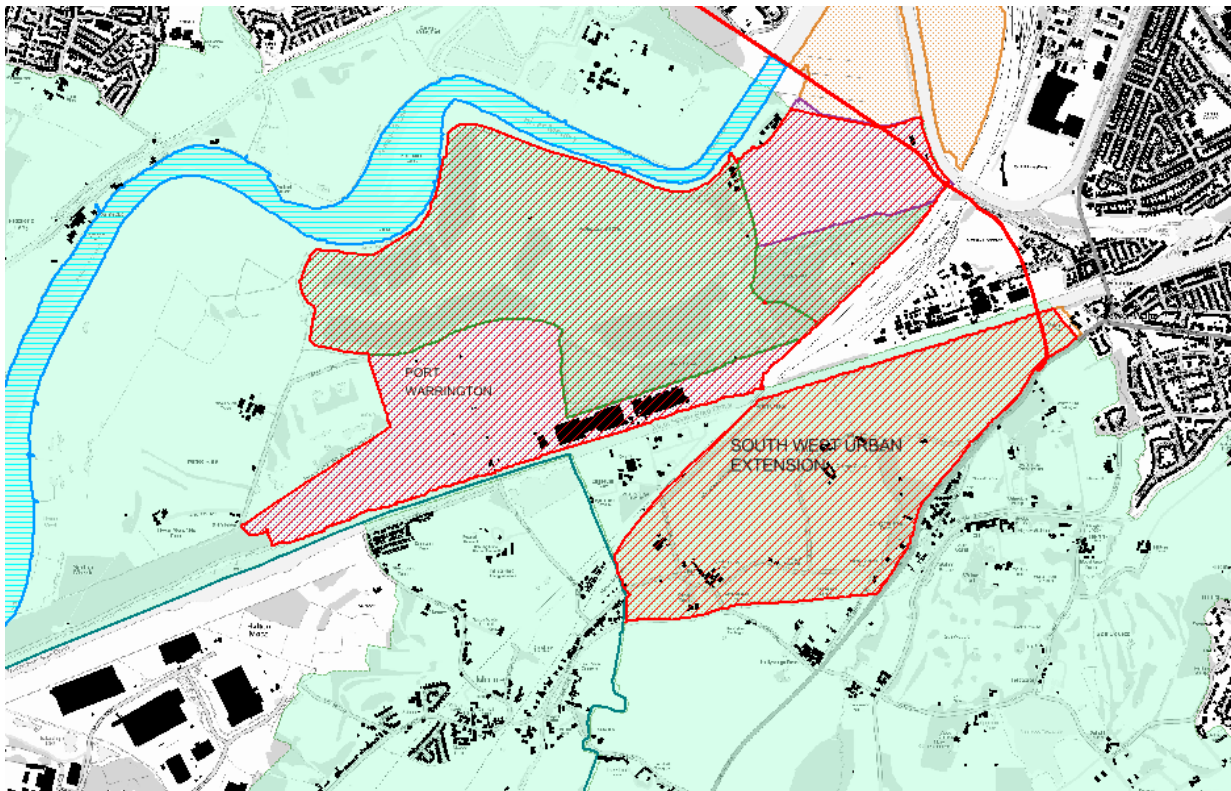
- 3.1 Warrington has published 'Preferred Development Options' for a period of public consultation (Appendix B), together with evidence base and supporting documentation. This consultation document contains 'summary information' about the level of housing and employment development Warrington intends to plan for, together with diagrammatic representations / conceptual masterplans for the key development areas.
- 3.2 The proposals include;
- 22,260 dwellings (20 years at 1,113 per annum)
  - 381 ha. of employment land accommodating jobs growth of 31,000.
  - Green Belt release to accommodate 8,791 dwellings and 251 Ha. of employment land.

The proposed development areas include,

Development Area	Dwellings	Employment Land (Ha.)	Jobs
City Centre	3,526	26.95	
Other Urban	4,869	92.42	
Garden City Suburb	7,274	116.8	
<b>South West Urban Extension</b>	<b>1,831</b>		
<b>Warrington Waterfront</b>	<b>4,032</b>	<b>110.23</b>	<b>7,000</b>
Outlying settlements	1,190		

- 3.3 Halton's principal concerns are the 'Port Warrington' element (75 ha) of the wider Warrington Waterfront proposal and the South West Urban Extension (Walton to Moore). These two proposals see Warrington extend across the Green Belt to join Halton's boundary (see map below).

**Extent of Warrington Preferred Development Options Green Belt Release (hatched):  
Port Warrington (Warrington Waterfront) & South West Urban Extension**



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- 3.4 Warrington is at an early stage with its Local Plan, and as such there are significant gaps in the information provided, with the consultation based upon broad development preferences. As such the recommended response (Appendix A) raises general concerns and seeks additional information regarding the potential impacts on Halton.
- 3.5 Warrington intends to have two further consultations, aiming to publish a "draft Local Plan" for consultation in the first quarter of 2018. This will be

followed by another consultation on the “proposed Submission Draft” before the document is submitted to the Secretary of State for Communities and Local Government for examination. Officers from the two authorities will endeavour to find mutually acceptable solutions to address Halton’s objections.

#### **4.0 POLICY IMPLICATIONS**

4.1 Warrington’s proposals include the removal of Green Belt between Runcorn and Warrington, potentially having an impact on possible development options within Halton’s own Delivery and Allocations Local Plan.

#### **5.0 FINANCIAL IMPLICATIONS**

5.1 As Warrington’s Plan progresses, it may be necessary to engage planning consultancy services, either individually or in partnership with others where specialist expertise or independent scrutiny is required.

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

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

A number of Warrington’s proposals include provision for additional schools; however this is to meet new, locally arising need, and as such should have no impact on children and young people in Halton.

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

Warrington is proposing employment development for around 31,000 jobs, including development of 100 ha. (7,000 jobs) within the Warrington Waterfront (Arpley Meadows) area. Delivery of the Warrington Waterfront proposal will be dependent upon the delivery of the Warrington Western Link (separate consultation).

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

Warrington’s proposals may increase the job opportunities available to Halton residents, potentially reducing worklessness with attendant positive health impacts.

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

No impacts envisaged.

##### **6.5 Halton’s Urban Renewal**

Warrington is proposing significant new employment development under the ‘new city’ concept, including the creation of new (Port Warrington / Warrington Waterfront) or expanded employment estates (Omega /

Barleycastle). This will increase the competition for inward investment along key corridors, potentially to the detriment of Halton.

**7.0 RISK ANALYSIS**

7.1 Warrington is progressing a pro-development ‘New City’ concept. Given their locational advantages and strong economic performance, this will increase competition for investment for surrounding boroughs.

7.2 Officers will seek resolutions to Halton’s concerns. If unsuccessful, Halton may have to lodge and maintain formal objections to Warrington’s Plan through to independent examination. .

**8.0 EQUALITY AND DIVERSITY ISSUES**

8.1 Warrington is consulting development principals. No detail is included at this stage to suggest that their Plan will raise any equality or diversity issues for Halton at this stage.

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

<b>Document</b>	<b>Place of Inspection</b>	<b>Contact Officer</b>
Warrington Preferred Development Option – Consultation (July 2017)	Municipal Building, Widnes	Alasdair Cross

**WARRINGTON LOCAL PLAN**  
**PREFERRED DEVELOPMENT OPTION (REG 18) CONSULTATION**  
Halton Borough Council's representations to Preferred Development Options consultation

Concerns principally relate to the Green Belt Gap between Runcorn/Moore (Halton) and Warrington as affected by the proposals for:

1. the Port Warrington element of Warrington Waterfront
2. South West Urban Extension (SWUE)

Consideration of the 'preferred development option' leads to the inclusion of issues which Halton, as a neighbouring authority, would not normally consider strategic issues, but in this case have a direct bearing on the wider consideration of the Port Warrington and SWUE proposals and alternative patterns of development.

Halton therefore makes comments on the following:

3. Supporting evidence base, especially the Green Belt Assessment
4. Retail

Halton welcomes more discussion on these proposals, together with alternatives, as Warrington progresses its Local Plan. To aid future discussions a series of questions (1 – 18) have been framed to assist cooperation between Boroughs. It is acknowledged that this is an initial consultation on broad development options and that significant work remains to be undertaken, which may address many of the issues set out below.

### **1. Port Warrington - Warrington Waterfront**

Halton objects to the proposed Port Warrington element of the Warrington Waterfront proposal as currently drafted on grounds a – f, below:

- a. Green Belt – Merging of Settlements:  
The development would result in the physical and perceived merging of Warrington and Runcorn contrary to national Green Belt policy.
- b. Supporting Evidence – Green Belt Study  
The Green Belt Study concludes (for General Area 15), the nearest parcel for which an assessment is provided;  
*"The GA forms an essential gap between the Warrington urban area and Runcorn in the adjacent neighbouring authority of Halton, whereby development of the whole of the GA would result in the actual merging of the towns."*

Of the six Study Parcels covering Port Warrington, the study concluded that four performed a 'strong' green belt function. Regarding the two parcels assessed as having a weak function, Halton disagrees with the assessment of Purpose 1 (see below).

c. Supporting Evidence – Need for additional port facilities

It is unclear what evidence supports the exceptional circumstances to promote Green Belt release in this location;

- Q1 What, if any, weight has been given to the potential for intermodal (ship-to-road) transport in this location, and if so, what consideration been given to how intermodal use can be secured?
- Q2 Is Warrington in possession of evidence supporting the need for a port development in this location, including any assessment of alternative (non-Green Belt) sites such as the currently unused facilities in Runcorn?

d. Supporting Evidence – Highways and Access

Warrington has chosen to consult on both the Preferred Development Options and the Warrington Western Link (road proposal) in advance of completing work on its new Transport Model. The lack of this information, and resultant testing of options, limits respondent's ability to assess potential impacts of the proposals and identify potential issues. Particular questions remain concerning the scale and nature of the proposed development and potential access measures;

- Q3 **Scale**; Floorspace / Jobs?
- Q4 **Access**: Weekly ship movements / direct rail access?
- Q5 **Traffic**; HGV / car movements?
- Q6 **Access**; The latest Western Link plan shows a single new road access from the north?
- Q7 **Access**; Moore Lane Swing Bridge;
- retain or remove the existing vehicular access?
  - retain or remove the existing pedestrian/cycle access?
- Q8 Any assessments on the potential impacts (e.g. rat-running / parking) on Moore?
- Q9 When does Warrington envisage being in a position to share assessments of the potential impact of the Preferred Development Options proposals on the wider road network, particularly;
- Runcorn Road, Moore
  - Moore Lane
  - A56 and A558
  - Junction 11, M56

e. Impact on Residential Amenity (Moore / Promenade Park)

The Port Warrington proposal extends along the north bank of the Ship Canal past the existing residential area of Promenade Park located on the south bank within Halton Borough. Halton has significant concerns regarding impacts on residential amenity in this location;

- Q10 Have assessments of potential impacts on residential amenity and any mitigation measures been undertaken? In particular;
- Is 24 hour operation envisaged?
  - What materials does Warrington envisage the port handling, i.e. containerised traffic, bulk materials (e.g. salt, cement, waste)?
  - What sort of materials handling equipment does Warrington envisage being utilised at the port?
  - What levels of nuisance (i.e. noise, dust, light) are envisaged?

- What controls, if any, are envisaged on the open storage of materials?
- f. Loss of valuable recreational resource  
The potential loss of Moore Nature Reserve is a concern and additional information would be welcomed on;  
Q11 Assessment(s) of current recreational use of this site?  
Q12 Assessment(s) of potential displacement of current usage to more sensitive locations, e.g. Mersey shoreline and resultant negative impacts on the RAMSAR / Special Protection Area?  
Q13 Assessment(s) of impact on Protected Species?

## 2. South West Urban Extension (SWUE)

Halton objects to the proposed South West Urban Extension (SWUE) as currently drafted. Halton wishes to investigate options for retaining a satisfactory Green Belt gap (physical and perceived) between the towns of Runcorn and Warrington.

### a) Supporting Evidence – Green Belt Merging of Settlements:

The development would result in the physical and perceived merging of Warrington and Runcorn contrary to national Green Belt policy.

For GA14 (SWUE) Warrington's Green Belt Study concludes;

*“Moderate contribution: The GA forms a **largely essential gap** between the Warrington urban area and Runcorn in the adjacent neighbouring authority of Halton, whereby a reduction in the gap would significantly reduce the actual distance between the towns but would **not result in them merging**. Overall the GA makes a moderate contribution to preventing towns from merging.*

Halton disagrees with this conclusion, the presence of Moore Village and the ribbon development linking into Runcorn is ignored. Current proposals therefore fail to address issues of 'perceived' gap leading to the creation of an unbroken line of development between Runcorn and Warrington.

### b) Supporting Evidence – Highways and Access

Q14 The potential impact of the Preferred Development Options proposals on the wider road network needs scrutiny particularly;

- Runcorn Road, Moore
- Moore Lane
- A56 and A558
- Junction 11, M56

When will supporting studies be available?

### c) Bridgewater Canal Marina

Peel Holdings have previously identified a need for additional marina facilities on the Bridgewater Canal in this general area. Consideration therefore should be given to the inclusion of a canal marina as part of the SWUE.

### 3. Supporting Evidence

Halton wishes to understand better elements of Warrington's evidence base that justify its current 'preferred development option'.

a) Green Belt Study

Concerns have been raised with the Green Belt Study methodology and remain unresolved:

- Comprehensiveness

Warrington's Green Belt Study has been undertaken in three parts

- **'General Areas'** Borough divided into 'General Areas' with assessments undertaken.
- **'Parcels'**, Where General Areas assessed as performed 'weak' or 'moderate' Green Belt function, smaller parcels identified and assessed
- **Call for Sites** - Third stage was undertaken assessing Call for Sites submission sites.

Halton is concerned that this does not represent a comprehensive approach. The chosen 'selective' approach limits respondent's ability to understand Warrington's choices and to compare the Green Belt function of the proposed releases with areas to be retained. For example an individual assessment for the specific area of Green Belt proposed to be released through the Warrington Waterfront proposal is required.

- Parcel WR65.

This very large parcel is transected by a watercourse (a potential strong green belt boundary) running north south through the middle of the site which would suggest this site should have been dealt with as two separate parcels.

- Green Belt Purpose 1: To check the unrestricted sprawl of large built up areas.

The assessment for *Purpose 1* only considers the development of sites contributing to outward sprawl from Warrington. The '*Justification for the [overall] assessment*' (summary) for individual parcels effectively 'marks down' the contribution of parcels not adjoining Warrington Town where Purpose 1 is scored as 'no contribution'. This will skew the results for sites adjoining Runcorn and Moore (and other settlements) undermining the validity of the study.

The assessments against Purpose 1 appear inconsistent in places with some assessments discussing the strengths of boundaries that do not form an existing green belt edge. The assessments for GA14 (Moderate) and R18/ 125-SWUE (Weak) are a case in point.

- Green Belt Purpose 2: Prevent neighbouring towns merging into one another

The Green Belt Study's assessment of 'remaining gap' appears to simply consider the remaining width of the currently adopted Green Belt. This disregards the presence of existing built development (i.e. Moore Village), and the effects on the remaining 'perceived gap' on the ground.

- Green Belt Purpose 4: To preserve the setting and special character of historic towns



A further understanding of the assessments under Purpose 4, particularly the identification of 'historic towns' and the measure of 'views of the Parish Church' is welcomed.

The Study attributes special significance to two Conservation Areas, Warrington Town Centre and Lymm. Discussion would be welcomed on;

Q15 the special significance of Warrington Town Centre and Lymm Conservation Areas on Green Belt function

Q16 the impact on the overall assessment, of discounting the presence of Conservation Areas elsewhere in Warrington and neighbouring authorities e.g. Walton Village and Moore Village.

- Minor Correction

Para 145, the final Green Belt Study report (Oct16) states that "*minor amendments were made to the methodology to account for comments from neighbouring authorities*", and Para 80 reads "*Prior to being finalised, the parcels and the boundaries used were reviewed with neighbouring authorities and agreed under Duty to Co-operate arrangements*". Halton did not see Parcel boundaries until publication of the final report (Oct16).

- b) Development Needs

Halton and St.Helens, as authorities within the same defined strategic Housing Market Area (HMA), have previously aligned our assessments of housing need (Strategic Housing Market Assessment) with Warrington. As such Halton officers have a good understanding of the work behind the housing figures.

There has been less close working on employment needs. Normally, Halton as a neighbouring authority would not consider this to be a strategic cross-boundary issue. However, in this instance, as Warrington's New City ambitions appear to be a significant component affecting the level of Green Belt release proposed, and given Warrington's preferred locations for this Green Belt release (e.g. Port Warrington), Halton would appreciate additional discussions concerning:

Q17 Background to the proposed employment land figures

Q18 Details of any sectoral priorities, with particular regard to the Port Warrington proposal

- c) Land Supply (SHLAA)

Halton and St.Helens, as authorities within the same defined strategic Housing Market Area (HMA) have previously aligned our assessments of housing land supply (SHLAA) with Warrington, allowing the collation and assessment of figures across the HMA. Unfortunately, this close alignment to be maintained. Halton would welcome the opportunity to fully understand any divergence of approach and the potential impact on strategic planning across the HMA.

#### **4. Retail**

It is understood that additional work has yet to be undertaken to fully quantify the level of additional retail floorspace that Warrington will plan for. This work will account for the elevated housing and hence population numbers, being promoted. This is of

interest to Halton has as Warrington draws significant expenditure from within Halton Borough.

Whilst competition between town centres is not usually a planning matter, impact on Halton Town Centres from out-of-centre developments may be a concern. Halton therefore looks forward to the completion of Warrington's additional retail calculations and details of locational preferences. Halton would appreciate information and early engagement concerning impact on Halton's town centres of any substantial out-of-centre proposals.



**WARRINGTON**  
Borough Council

# **Warrington Borough Council Local Plan**

## **Preferred Development Option Regulation 18 Consultation July 2017**





## Contents

- 1 Introduction
- 2 Responding to Scope and Contents Consultation
  - Evidence Base Issues
    - Housing Needs
    - Employment Land Needs
    - Aligning Housing Need with Job Growth
    - Land Supply
    - Green belt Assessment
  - Proposed Scope of Local Plan Review
  - Duty to Co-operate
- 3 Call for Sites
- 4 Towards a Preferred Development Option
  - Stage 1 - Development Needs and Associated Land Requirements
    - Confirming Development Needs - Planning for Growth
    - Maximising Urban Capacity
    - Land requirements for homes and employment
    - Safeguarding Requirements
    - Gypsies and Travellers and Travelling Showpeople Provision
    - Mineral and Waste Provision
  - Stage 2 - Strategic Objectives for the Local Plan
    - Defining the Strategic Objectives
    - Defining Assessment Criteria
    - Exceptional Circumstances for releasing Green Belt
  - Stage 3 - Assess high level spatial options to accommodate development
    - Preparation of Area Profiles and Growth Scenarios
    - Defining High Level Spatial Options
    - Confirmation of preferred growth level and preferred high level spatial option
  - Stage 4 - Assess options for main development locations
    - Define options for main development locations
    - Initial Confirmation of Preferred Main Development Locations
    - Confirmation and Elaboration of Preferred Main Development Locations
    - Outlying Settlements
  - Employment Development- Assessment of Employment Land Locations
  - Gypsies and Travellers
  - Minerals and Waste
    - Minerals
    - Waste
- 5 Preferred Development Option
  - Overall Approach - Warrington New City
  - City Centre
  - Wider Urban Area
  - Warrington Waterfront
  - Warrington Garden City Suburb
  - South Western Warrington Urban Extension

Outlying Settlements  
Gypsies and Travellers  
Minerals & Waste

- 6 Next Steps
- 7 How to get involved and comment

## 1 INTRODUCTION

1.1 The Council is currently undertaking a review of its Local Plan. Following the initial consultation on the scope and contents of the Local Plan review, the Council has now prepared its Preferred Development Option.

1.2 This document provides:

- A summary of the key issues from the previous consultation and the Council's response to them;
- A summary of the sites submitted as part of the Local Plan 'Call for Sites';
- An overview of the process the Council has undertaken to confirm the Preferred Development Option;
- The Preferred Development Option itself;
- The next steps for the Local Plan review; and
- Details on how to respond to the Preferred Development Option consultation.





## 2 RESPONDING TO SCOPE AND CONTENTS CONSULTATION

2.1 The Council undertook a 6 week period of consultation on the scope and contents of the Local Plan review and the Council's initial Local Plan evidence base between 24th October and 5th December 2016.

2.2 The Council received a total of 78 responses to the consultation. The majority were from developers and landowners although responses were also received from Parish Councils, local residents and other stakeholders. A summary of the main issues that were raised during the consultation, the Council's response to them and additional evidence base work undertaken by the Council, is provided below.

### Evidence Base Issues

#### Housing Needs

2.3 The Council has updated its Strategic Housing Market Assessment (SHMA) to take account of the most recent population and household projections. As part of this process the Council's consultants have also reviewed responses from the initial Plan consultation relating to housing need. A copy of the updated SHMA and the consultants' response to representations relating to housing need are available on the Council's [web site](#).

2.4 The majority of consultation comments have not necessitated any amendment to the SHMA and its methodology and therefore do not impact on calculation of housing need.

2.5 The one area which the Council accepts needs to be amended is in respect of economic activity rates. This relates to the proportion of the existing population who are currently not working but who could take up new jobs in the future. This is an important consideration as existing residents taking up new jobs do not put the same demands on housing need as people moving into the area.

2.6 The initial SHMA used economic activity rate forecasts from Oxford Economic which the Council accepts are likely to be overly optimistic, particularly given the existing high economic activity rates in Warrington. The Council has therefore analysed alternative forecasts from Experian and the Office for Budget Responsibility. In conclusion, the Experian forecasts are considered the most robust forecasts for Warrington given the borough's demographic make-up and economic buoyancy.

2.7 Using the Experian rates also ensures consistency with the approach of the Liverpool City Region's Strategic Housing and Employment Land Market Assessment (SHELMA). This is important from a 'Duty to Cooperate' perspective as although Warrington is not within the Liverpool City Region, it remains part of the Mid-Mersey Housing Market Area.

2.8 The result of using the Experian economic activity rate forecast is that Warrington's Objectively Assessed Need (OAN) for Housing increases from 839 homes per annum to 955 homes per annum.

2.9 It also means that the housing requirement to support the level of job growth proposed in Cheshire & Warrington devolution bid, which was the basis for the Council's preferred approach in the initial Plan consultation, increases from 984 homes per annum to 1,113 homes per annum.

2.10 It should be stressed that the Government will shortly be consulting on a standard methodology for calculating housing need across the country. It will be important to ensure Warrington's housing needs are kept under review in the context of this standard methodology.

### Employment Land Needs

2.11 The approach to providing the Objectively Assessed Need for employment land over the plan period in the Council's Economic Development Needs Assessment (EDNA) has been criticised by some representors. Having reviewed the representations the Council is confident that none of the issues raised necessitate any change to the Council's EDNA and its methodology and therefore do not impact on the calculation of need for employment land.

2.12 Planning Practice Guidance is clear that the assessment of future land needs should be determined by looking at both past trends and future forecasting methods, and highlights that these should include historic land take-up and future employment/population change. The methodology employed in the Council's Employment Development Needs Assessment (2016) assessed both historic land take up and labour demand and associated sensitivity testing when assessing the most appropriate approach.

2.13 The key recommendation of the study is that the preferred forecasting method is a projection forward of past take-up rates that considers both strategic and local needs. The evidence concludes that the Borough has a further land need, of 381 ha, to 2037.

2.14 It is important to note that the past take up rates assessed over numerous years cover a wide range of economic circumstances, from steady growth to recession, and this is reflected in the peaks and troughs of employment development activity. The average derived is therefore a good representation of the underlying, long term trend.

2.15 The current adopted Local Plan Core Strategy employment land requirement was also derived on local evidence of past land take up rates (13 ha per annum) plus an additional allowance of 20% to provide for choice and slippage. Take up rates had been monitored annually for over 20 years. They continue to be monitored annually and provide a proven, robust source of information. The approach was validated through the Examination in Public and was endorsed by the Inspector's conclusions. This aspect of the adopted plan was not subject to challenge.

### Aligning Housing Need with Job Growth

2.16 A number of developers considered that Warrington should be uplifting its jobs forecast to match historic rates of job growth in the borough.

2.17 The Council does not agree that continuing past trends is the most robust basis for forecasting jobs growth in Warrington. The borough has undoubtedly experienced a very high rate of jobs growth over the last 20 years, partly as a legacy from its New Town status. Whilst the Council is confident that Warrington will continue to be one of the strongest performing economies in the North West, the predominant growth sector in terms of land for new development is within the distribution sector which has a relative low level of job creation in comparison with other sectors. Technological advances, increased automation and reductions in the size of the public sector are also likely impact on the total number of jobs created. These factors are reflected in the economic forecasts for Warrington, which see the rate of job growth slow down towards the end of the plan period.

2.18 It is also apparent that if the Council was to further uplift its jobs growth figure, then this could result in objections from neighbouring authorities. During 'Duty to Cooperate' discussions, a number of authorities expressed concern that higher levels of job growth in Warrington could undermine their own growth potential and / or risk promoting unsustainable commuting patterns.

2.19 Other representations from residents and other stakeholder organisations considered that the level of growth proposed by the Council was too high and this was resulting in excessive land requirements for future development.

2.20 Warrington has significant ambitions for economic growth, as reflected in the Warrington Means Business regeneration programme, updated in December 2016 and in the scale of development proposed as part of the Cheshire and Warrington Devolution bid. The devolution bid figure has now been embedded in the Cheshire and Warrington Local Enterprise Partnership's (LEP) Strategic Economic Plan (SEP). The LEP has undertaken further work in preparing the SEP, working closely with the Council, to analyse the job growth figures across Cheshire and Warrington as a whole and specifically in respect of Warrington. The LEP and the Council are confident the level of growth proposed is achievable with the interventions set out in the SEP and the scale of public and private sector investment the LEP is seeking to secure. The Council is therefore making the positive decision to plan for this level of growth.

2.21 Nevertheless, given the uncertainties of forecasting future jobs growth, the Council accepts that it is appropriate to test the impacts of a higher and lower job growth rate as 'reasonable alternatives' through the Sustainability Appraisal /Strategic Environmental Assessment (SA/SEA) process. The lower growth rate is derived from the baseline economic forecast for Warrington which is the basis for defining Warrington's Objectively Assessed Need for housing of 955 homes per annum. The updated SHMA has also assessed the housing requirement which would arise if historic levels of job growth are maintained over the entire plan period. This is the higher growth rate and equates to a housing need of 1,332 homes per annum.

#### Land Supply

2.22 The Council produced an Urban Capacity Statement in October last year as part of its initial review of the Local Plan Core Strategy. More detailed work has now been undertaken to determine the available land supply within the existing urban area and on greenfield sites outside of the Green Belt. A more detailed master planning exercise has been undertaken in partnership with Warrington & Co. to produce a comprehensive Masterplan for the Town Centre and Inner Warrington, including the Waterfront & Arpley Meadows Strategic Proposal (identified in the Local Plan Core Strategy) (now known as the Warrington Waterfront Development Area – WWDA). The [Masterplan](#) now provides a more detailed breakdown of specific land uses and phasing, in addition to development capacities (which have been further refined to take account of on-going development proposals / pre-application negotiations).

2.23 The 2016 SHLAA provided an interim assessment of the level of housing supply. A number of developers raised several technical issues with the way that the housing land supply had been calculated. Primarily these concerns related to the way in which the five year supply had been calculated rather than the actual overall level of supply. Although, there were also some issues regarding the longer term supply which were more related to the overall housing requirement. These issues have been considered and where necessary addressed in a more comprehensive assessment (SHLAA 2017) that is published alongside this Preferred Development Option. In most cases this has involved updating the evidence to confirm that the Council's approach to site assessments is still appropriate.

2.24 The [2017 SHLAA](#) comprehensively updates the previous 2015 assessment by reviewing the status and conclusions previously reached for sites already within the SHLAA process and assessing new sites which have emerged.

2.25 Previous iterations of the SHLAA did not utilise a physical size or capacity threshold for the identification of sites, as is now required by Planning Practice Guidance<sup>1</sup>. A revised approach has been applied within this SHLAA to bring it up to date with current practice. To this end, a physical site size threshold of 0.25ha has been adopted and only sites that meet this threshold have been assessed. For sites below this size, an allowance is made for the delivery of small sites within the housing land supply, based

1 - Paragraph: 010 Reference ID: 3-010-20140306

on historic completion information.

2.26 The NPPF requires Local Authorities to demonstrate five years' housing supply of deliverable sites. The NPPF requires an additional buffer of either 5% or 20% (where there has been a record of persistent under delivery of housing) to be added to the housing requirement to: "ensure choice and competition in the market for land". Warrington has a good track record of consistent delivery in excess of plan targets and hence for the purposes of calculating the five year supply, a 5% buffer will be applied.

## Green Belt Assessment

2.27 The Council's Green Belt Assessment was subject to numerous representations from landowners and developers during the previous consultation. The comments received related to the methodology undertaken and the conclusion of individual parcels. A view was often provided by the representor to justify why a different conclusion should be reached for the parcel and subsequently their submitted site.

2.28 The Council's consultants who prepared the Green Belt Assessment have undertaken individual assessments of all of the call for sites where they differ from the parcels originally assessed. They have also reviewed relevant representations and where they have reached a fundamentally different conclusion to the representation, an explanation for this has been provided. The document prepared by Arup can be found [here](#).

2.29 There are no changes to the Green Belt Assessment methodology recommended as a result of the comments received.

2.30 Twenty nine parcels were specifically requested to be changed in the consultation comments. Arup have reviewed these comments and the parcel assessments and recommend that 5 purpose assessments are changed and 1 parcel boundary is changed. This would only result in 2 overall assessments changing. The revised parcel assessments can viewed here

2.31 One specific comment related to the potential impacts of HS2 on the Green Belt Assessment findings. The HS2 route was not used as a boundary in the Green Belt Assessment as paragraph 76 of the assessment explains that 'only existing boundaries were used. Boundaries relating to proposed development or infrastructure were not used'. Given the likelihood and scale of HS2, Arup has subsequently reassessed those parcels adjacent to or in close proximity to the safeguarded route.

## Proposed Scope of Local Plan Review

2.32 There was general support from consultation responses for the proposed scope of the Plan review. This included support for:

- maintaining the current Plan's priority of unlocking major development opportunities in the Town Centre and Inner Warrington whilst addressing existing congestion in the town;
- focussing the Plan Review on identifying land for homes, employment and ensuring delivery of infrastructure;
- the proposed 20 year plan period;
- the need to safeguard land beyond the plan period;
- maintaining current detailed policies where they are consistent with the NPPF (subject to any required minor revisions to bring them up to date); and
- including Gypsies & Travelers and Mineral & Waste sites and policies within the Plan.

2.33 Having further considered the proposed scope of the Review in the context of consultation responses, it is apparent that fundamental elements of the existing Plan - including the amount of development proposed, the Plan period, the approach to Green Belt and the format of the Plan with a Core Strategy and separate Development Plan Documents – will change. The Council has therefore concluded that the Review will result in a new Local Plan, incorporating the elements of the existing Plan that remain up to date, rather than simply resulting in an alteration to the existing Plan.

2.34 The Council has therefore assessed the scope of the Review against the strategic priorities that the NPPF states that a Local Plan should address (as set out at paragraph 156 of the NPPF) to ensure compressive coverage. The only area the Council acknowledges it has not fully considered as part of the Review to date is the provision of retail and leisure development.

2.35 The Council has a relatively recent Retail and Leisure Needs Assessment which was published in 2015, but this pre-dates confirmation of Warrington's objectively assessed need for new homes and employment land. The Retail and Leisure Needs Assessment does however provide a comprehensive basis to understand current retail trends in the borough and the need and that which will arise from development within the existing urban area. It will however be necessary to update this evidence base to inform the submission version of the Local Plan.

### **Duty to Cooperate**

2.36 The Council has held meetings with all neighbouring authorities ahead of preparing the Preferred Development Option through the 'Duty to Cooperate' process.

2.37 No significant issues were raised during these discussions, although neighbouring authorities did express concern that if the level of growth Warrington is planning for was to further increase then this could compete with the level of growth they are promoting through their own Local Plans.

2.38 In discussions with St Helens Council, Warrington has agreed in principle that the extension to the Omega employment site proposed in St Helens' emerging Local Plan should contribute to meeting Warrington's employment land needs. This is however dependent on demonstrating that the development can be accommodated by the improvements to Junction 8 of the M62 which are being undertaken to facilitate the development of the Omega site based on its current extent.

2.39 In addition, the Council has met regularly with Halton and St Helens Councils (the other authorities within the Mid-Mersey Housing Market Area) to specifically discuss housing need issues. Halton and St Helens are part of the Liverpool City Region and they are separately part of an assessment to understand development needs across the City Region area. Warrington is not part of the City Region but remains within the Mid-Mersey housing area so it is important to ensure that Warrington's evidence base work is consistent to that being undertaken by the Liverpool City Region.

2.40 The Council has also engaged early on in the Local Plan process with Highways England and infrastructure providers including United Utilities to understand the potential impacts of the Preferred Development Option on their infrastructure and business planning and to identify any mitigation measures that could be required.

2.41 The Duty to Cooperate requirement is an ongoing and iterative process to inform and shape Local Plan production. A further round of Duty to Cooperate discussions with neighbouring authorities and infrastructure providers will take place after the Preferred Development Option consultation has ended.

### 3 CALL FOR SITES

3.1 At the same time as the Regulation 18 consultation, the Council also invited developers, landowners, the local community and other stakeholders to submit sites they wanted to be considered as part of the Plan review.

3.2 The Council received over 150 submissions for its Local Plan 'Call for sites'. A table showing the number of sites by use, location and their size is provided below. A map showing all of the call for sites by proposed use can be found on the [Council's web site](#).

	Urban		Green Belt		Total	
	No. of Sites	Hectares	No. of Sites	Hectares	No. of Sites	Hectares
Preferred Use (Housing)	9	38.44	92	1503.59	101	1542.03
Preferred Use (Employment)	0	0.00	10	228.72	10	228.72
Preferred Use (Mixed Use)	5	37.51	35	338.57	40	376.08
Preferred Use (G&T)	0	0.00	1	0.48	1	0.48
No Preferred Use	0	0.00	3	39.28	3	39.28
SHLAA Green Belt Sites	0	0.00	95	241.38	95	241.38
<b>TOTAL</b>	<b>14</b>	<b>75.95</b>	<b>236</b>	<b>2349.24</b>	<b>250</b>	<b>2,427.17</b>

3.3 The vast majority of sites are located in the Green Belt. Of these, the predominate use being promoted is residential, although there are significant employment and mixed use proposal sites.

3.4 Based on an average net site area of 75% and an average density of 30 dwellings per hectare, the total amount of land submitted from the 'Call for Sites' and identified in the SHLAA currently within the Green Belt could potentially accommodate approximately 50,000 houses.

3.5 Only a small number of sites within the existing urban area have been put forward for residential development that are not already identified in the Council's Strategic Housing Land Availability Assessment (SHLAA). Whilst a small number of employment and mixed use sites have been put forward for residential development in the urban area through the call for sites exercise, the scale of these sites do not fundamentally change the land supply assessment contained in the Council's EDNA.

3.6 The Council is aware that Fiddlers Ferry power station may come forward for development during the Plan Period. It currently remains an operational coal-fired power station with ash processing operations but its long term future remains uncertain. It may be that the site will continue to be used for power generation but the site could represent a major future brownfield redevelopment opportunity. There is not currently sufficient certainty for it to be allocated as a development site, but given the scale of the site, this will need to be kept under review and the site's future has been taken into account in the Council's approach to flexibility of land supply and safeguarding as set out below.

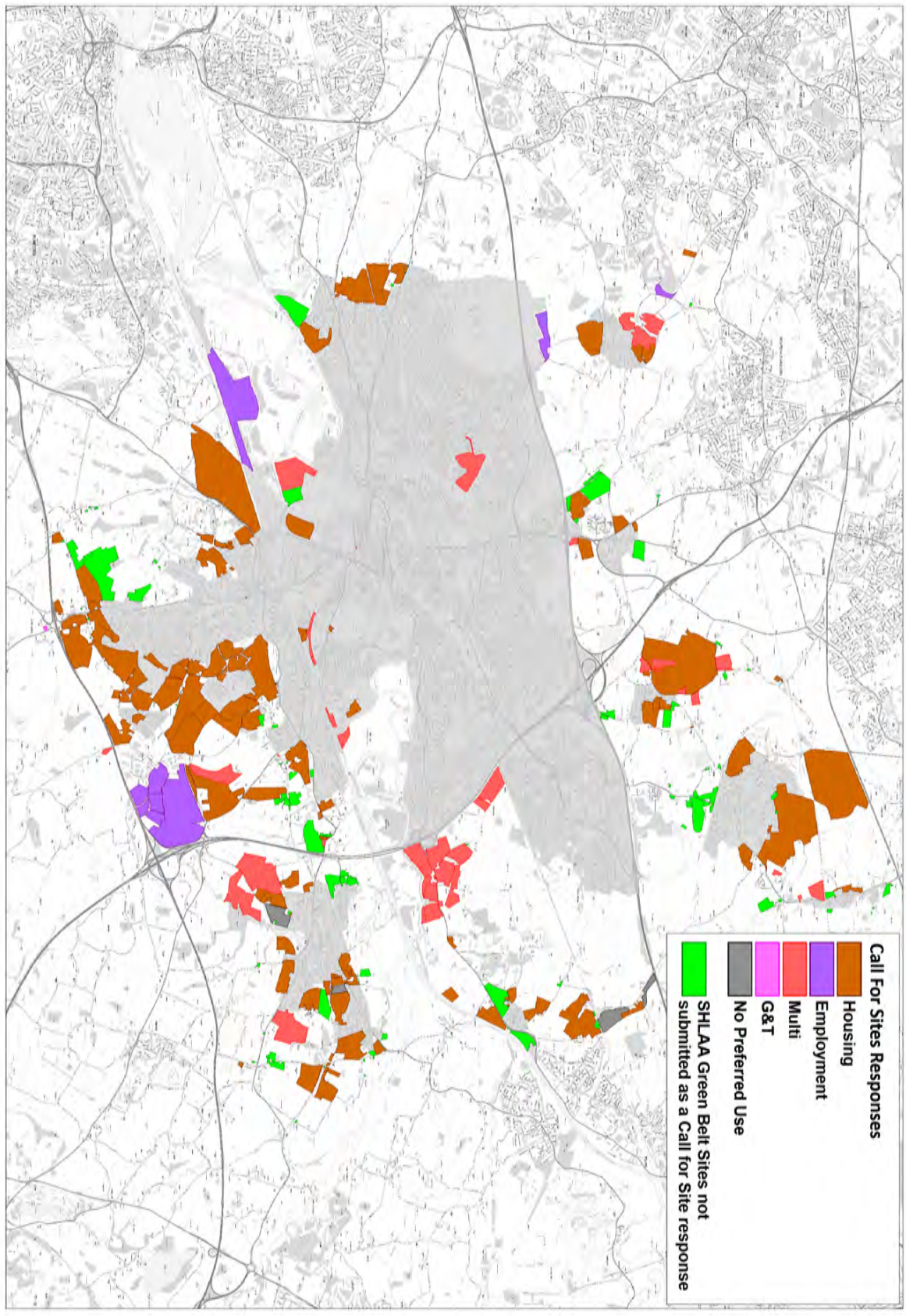


Figure 1: Call for Sites and SHLAA Green Belt Sites

## 4 TOWARDS A PREFERRED DEVELOPMENT OPTION

4.1 In order for the Council to derive the preferred development option for Warrington, there were essentially four main stages of work:

- Stage 1. Confirm Warrington’s development needs and associated land requirements
- Stage 2. Define the Strategic Objectives for the Local Plan
- Stage 3. Assess high level spatial options to accommodate development
- Stage 4. Assess options for main development locations

4.2 The flow chart below illustrates the iterative process undertaken and the evidence base and sustainability appraisal considerations which have informed the development of the preferred option at each stage.

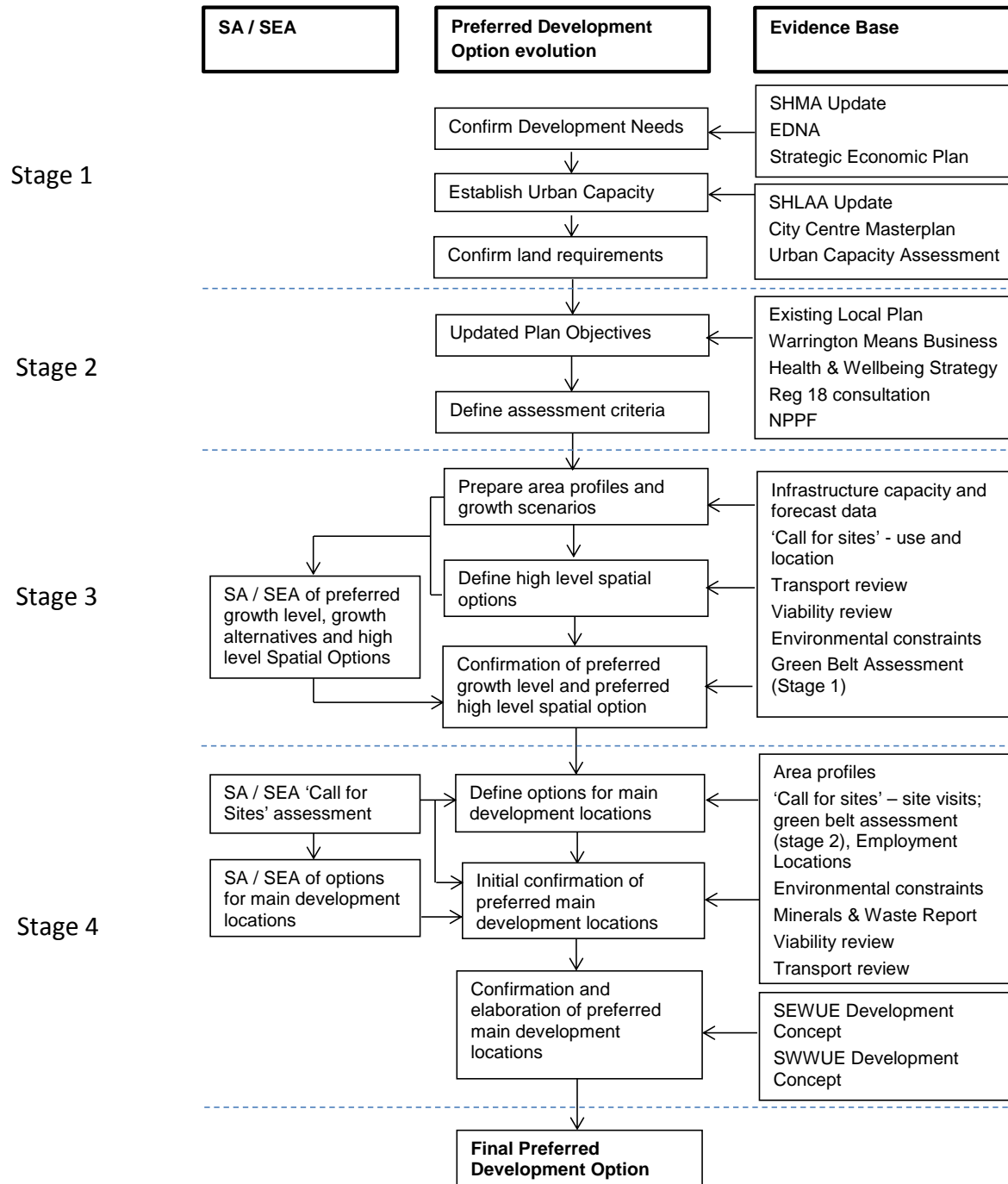


Figure 2: Preferred Development Option Stages



4.3 The process is primarily based on options for assessing the location for new housing. Whilst employment sites have more specific locational requirements, the main employment locations have been considered within the process to understand cumulative impacts on infrastructure and to provide the opportunity to plan for sustainable patterns of development.

4.4 The Council's approach to Minerals and Waste has also fed into the process. Consideration of Gypsies and Traveller sites has been undertaken in parallel to the main Preferred Development Option process but has been cross checked against the main Preferred Development Option to ensure relevant impacts have been considered.

## **Stage 1 - Development Needs and Associated Land Requirements**

### Confirming Development Needs - Planning for Growth

4.5 As confirmed in Section 2 above, the Council has taken the decision to plan for a level of growth in accordance with the LEP's Strategic Economic Plan, over and above the baseline economic jobs forecasts for Warrington. This reflects the Council's ambitions for growth as set out in the Warrington Means Business regeneration programme, Warrington's past track record of economic success and the scale of private sector interest wanting to invest in Warrington.

4.6 The Council believes planning for this level of growth provides a unique opportunity for Warrington to make the transition from a New Town into a New City. In doing so, it can address the severe congestion which impacts on the town, unlock major brownfield development sites and improve the quality of life for existing residents through improved infrastructure as well as enabling the creation of new sustainable communities. Planning for this level of growth will require the Council to work proactively with the public and private sector to ensure the extensive infrastructure required to ensure growth is sustainable is delivered.

**4.7 The Council is therefore proposing a housing target of 1,113 homes per annum over the 20 year Plan period and an overall employment land target of 381 hectares.**

### Maximising Urban Capacity

4.8 In identifying land to meet Warrington's need for housing and employment, the Council has first sought to maximise the capacity of the existing urban area to accommodate new development. The Council has undertaken a detailed assessment of urban capacity through its SHLAA and EDNA. It has also identified the significant additional capacity that can be delivered through the regeneration plans for the Town Centre, Warrington Waterfront and wider Inner Warrington area. This has involved a detailed masterplanning exercise undertaken in partnership with Warrington & Co, the Council's economic development partnership.

4.9 An [updated urban capacity statement](#) is available on the Council's web site which sets out this work in more detail.

**4.10 Through this process the Council has confirmed a total urban capacity for 15,429 homes and 129 hectares of employment land.**

Land requirements for homes and employment

4.11 Warrington's need for new homes over the next 20 years and the land requirements to meet this need are set out below in Table 1.

	955 p.a.	1,113 p.a.	1,332 p.a.
Housing Target 2017 to 2037	19,100	<b>22,260</b>	26,640
Flexibility at 5%	955	<b>1,113</b>	1,332
Backlog (from 2015 against OAN)	847	<b>847</b>	847
Total Requirement	20,902	<b>24,220</b>	28,819
Total Capacity within urban area	15,429	<b>15,429</b>	15,429
Green Belt requirement	5,473	<b>8,791</b>	13,390

Table 1: Housing Land Requirements

4.12 As the Council is also testing its baseline Objectively Assessed Housing Need and the housing need which would be required to support past levels of job growth through the SA/SEA process, the land requirements from these scenarios are also shown in the table.

4.13 It is necessary to include provision for flexibility on top of the overall land supply to allow for market choice and in the event that specific sites do not come forward. The Council has chosen to make provision for an additional 5%. This is at the lower end of flexibility rates considered by Inspectors in recent Local Plan examinations, but it is considered this is justified given Warrington's consistent track record of housing delivery, the commitment of the Council to facilitate development through Warrington & Co and the potential that the Fiddlers Ferry Power Station site may come forward for development during the Plan Period.

4.14 The Council also needs to consider past rates of housing delivery. In the period to 2015, the Council consistently exceeded its housing targets set out in its Unitary Development Plan, Regional Planning Guidance and the subsequent Core Strategy. The Council's Local Plan Core Strategy housing target was quashed in 2015 leaving the Council without a housing target for the last 2 years. In the absence of a housing target the Council acknowledges that its housing delivery should be assessed against its Objectively Assessed Need of 955 homes per annum. In the two years since its housing target was quashed, the Council has delivered 1,063 net additional homes. This means there is a backlog of 847 homes that needs to be added to the housing requirement.

4.15 Warrington's need for employment land over the next 20 years and the land requirements to meet this need are set out below in Table 2.

Employment Land Requirement	381 Ha
Supply within the existing urban area	130 Ha
Green Belt requirement	251 Ha

Table 2: Employment Land Requirements

4.16 A buffer of 20% was already included within the calculation set out in the EDNA, reflecting the more specific locational requirements of employment development and its greater sensitivity to market conditions. As Warrington has consistently exceeded its employment land target there is no requirement to apply any backlog.

**4.17 Despite maximising the capacity of the existing urban area, it is apparent that if Warrington is to meet the development needs arising from its growth aspirations, it can only do so through the release of Green Belt land to provide for 8,791 homes and 251 ha of employment land.**

4.18 The requirement for Green Belt release to provide new homes has increased in the period since the initial consultation. This is primarily due to the overly optimistic economic activity rate forecasts used in the initial SHMA as detailed in Section 2 above, but also due to the application of the flexibility factor and the need to address the backlog since 2015. The requirement for Green Belt release for employment land has fallen slightly due to the Council identifying additional urban capacity through its masterplanning work.

4.19 The Council is confident that exceptional circumstances can be demonstrated to justify this scale of Green Belt release. The case for exceptional circumstances is set out in Section 4 below.

#### Safeguarding Requirements

4.20 The Council is proposing to remove further land from the Green Belt so it can be safeguarded to meet development needs for a further 10 years beyond the Plan period. This is to ensure that once the Council has amended its Green Belt boundaries, they are capable of enduring well beyond the current Plan period. The approach is consistent with guidance contained within the NPPF.

4.21 The calculation for the amount of land to be safeguarded is set out in Table 3 below.

Number of homes per annum (based on OAN)	955
9 year requirement	8,595
Land requirement at 30 dph net density (assuming 75% developable area)	382 Ha
Total land requirement assuming 36% in green belt	137.52 Ha
Employment land per annum	15.24 Ha
5 year requirement	73.25 Ha
Total land requirement assuming 71% in green belt	76.20 Ha
<b>Total safeguarding requirement</b>	<b>213.72 Ha</b>

Table 3: Safeguarded Land Requirement

4.22 Given the uncertainties of forecasting future job growth and the forecast trend for a reduction in the rate of job growth towards the end of the Plan period, the Council is proposing to safeguard for housing based on the OAN figure as opposed to the devolution bid figure. For employment the Council has projected forward the annual land requirement.

4.23 There is already a flexibility of 5% included in the amount of land allocated to meet housing need over the 20 year Plan period. This equates to 1 year of supply and therefore only land for a further 9 years is required to be safeguarded for housing. There is a buffer of 20% included in the amount of land allocated to meet employment need. This equates to 5 years of supply and therefore only land for a further 5 years is required to be safeguarded for employment.

4.24 Of the total housing requirement within the Plan period, 64% is within the existing urban area and 36% is proposed on Green Belt land. For employment 29% is within the existing urban area and 71% is proposed on Green Belt land. Given the likelihood of future brownfield land availability in Warrington, including the Fiddlers Ferry site, it is proposed to continue these ratios of urban to Green Belt land into the safeguarding period.

### Gypsies and Travellers and Travelling Showpeople Provision

4.25 To respond to the needs of the whole community, there is a need to ensure adequate provision is made within the Borough to meet the accommodation needs of Gypsies and Travellers and Travelling Showpeople.

4.26 Through the preparation of Local Plans, the Council therefore needs to set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople which address the likely permanent and transit site accommodation needs of Travellers in their area, while also working collaboratively with neighbouring Local Planning Authorities.

4.27 National Planning Policy requires Local Planning Authorities, through their Local Plan, to identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against its locally set target for Pitches and Plots. Local Planning Authorities are also required to identify a supply of specific, developable sites or broad locations for growth, for years 6 to 10 and where possible, for years 11 to 15.

4.28 The 2014 Gypsy and Traveller Accommodation Assessment (GTAA), jointly commissioned by Warrington Borough Council, Cheshire West & Chester Council, Cheshire East Borough Council, Halton Borough Council and Cheshire Police, is the most up to date evidence available to establish the level of accommodation need and provision across the Borough.

4.29 An updated GTAA has been jointly commissioned in April 2017 by all the previous stakeholders included in the 2014 assessment, to provide an update on provision and need across the Cheshire wide area, for a 15 year period, up to 2032. This piece of work is currently being undertaken and is not yet available to inform the updated Local Plan provision.

4.30 Since the 2014 GTAA, the Government in 2015 changed the definition of what constitutes a 'Traveller' for planning related purposes, so that it excludes those who have permanently ceased travelling. However, this change in Traveller definition is potentially being challenged through the High Court. It should be noted that if this challenge is successful, it could potentially revise the accommodation needs currently established through the 2014 GTAA and Local Plan.

4.31 Given the uncertainty around the potential High Court challenge to the definition of what constitutes a 'Traveller' and until such time the new GTAA is finalised and published, the Council is not in a position to decide what its five year deliverable land supply should be.

4.32 Table 4 below sets out the current provision, needs and provision deficit up to 2028 and the number of unauthorised Gypsy and Traveller pitches across the Borough. This need is based on the findings of the 2014 GTAA.

	2014 GTAA Required Provision (2028)	Approved on a Permanent Basis	Approved on a Temporary Basis	Total Authorised Provision (2017)	Unauthorised Pitches (2017)	Provision Deficit (2017)
Gypsies & Traveller (Number of pitches)	35	5	0	5	$20 + 3(3) + 4$ $= 30$	30
Travelling Showpeople (Number of plots)	18	4	0	4	2	14
Gypsies & Travellers Transit Provision (Number of pitches)	5-10	0	0	0	0	5-10

Table 4: GTAA Overview

4.33 As can be seen from table 4 above, there is currently a shortfall in provision across the Borough for Gypsies and Travellers, Travelling Showpeople and Gypsies and Travellers Transit Pitches up to 2028. This will therefore need to be addressed through the new Local Plan and provision extended to cover the proposed 20 year Plan period up to 2037.

#### Mineral and Waste Provision

4.34 The Council has updated its evidence base in respect of Minerals and Waste issues. A study into the mineral resource (link) that identifies the existing resource and activity in the borough, including storage, handling and processing facilities; assesses future supply (including energy minerals such as conventional oil, gas and Coal Bed Methane); and makes recommendations about the broad extent of mineral safeguarding areas and other policy requirements has been undertaken.

4.35 The Council has also prepared Local Aggregate Assessments (LAA) for the last four years, in association with its sub-regional partners, as required by the NPPF. The latest LAA (link) identifies the sub-regional landbank (as at 31/12/2015) as 8.6 years for sand and gravel and 15.47 years for crushed rock, which is in excess of the minimum required reserves for the sub-region (7 years for sand and gravel and 10 years for crushed rock aggregates). However, whilst the sub-regional landbank is more than the minimum set out in NPPF, it does not reflect the true demand for aggregates and the sub-region is heavily dependent upon imports, mostly from outside of the North West region. Therefore, it is important that this issue is addressed through the Duty to Co-operate process with other mineral planning authorities, particularly those who export minerals to Warrington and the rest of the sub-region.

4.36 In addition, a Waste Needs Assessment (link) that provides estimates of the amount of waste generated in the Borough over the proposed plan period; the capacity of existing and planned treatment facilities; cross boundary waste movements; and an estimate of the capacity gap (together with policy recommendations) has been undertaken.

## Stage 2 - Strategic Objectives for the Local Plan

### Defining the Strategic Objectives

4.37 The starting point for the Strategic Objectives was to reflect on the current objectives from the existing Plan. These were updated in order to:

- reflect the Council's New City development aspirations as set out in the Warrington Means Business Regeneration programme;
- confirm the level of growth the Plan will accommodate;
- recognise that Green Belt land is required to be realised;
- establish the principle that new development will be required to contribute to the strategic infrastructure necessary to deliver the New City and regenerate Inner Warrington;
- ensure the Plan aligns with the Council's Health and Wellbeing Strategy
- meet the requirements of the National Planning Policy Framework (NPPF)
- respond to comments made during the initial Regulation 18 consultation; and
- reflect the Housing White Paper's objectives of increasing and accelerating housing delivery.

4.38 The new objectives are set out in the table below:

<p><b>W1 To enable the transition of Warrington from a New Town to a New City through the ongoing regeneration of Inner Warrington, the delivery of strategic and local infrastructure, the strengthening of existing neighbourhoods and the creation of new sustainable neighbourhoods whilst:</b></p> <ul style="list-style-type: none"> <li>• delivering a minimum of 22,260 new homes (equating to 1,113 per year) between 2017 and 2037, and</li> <li>• supporting Warrington's ongoing economic success by providing 381 Hectares of employment land between 2017 and 2037.</li> </ul>
<p><b>W2 To facilitate the sensitive release of Green Belt land to meet Warrington's long term housing and employment needs, whilst ensuring the revised Green Belt boundaries maintain the permanence of Warrington's Green Belt in the long term.</b></p>
<p><b>W3 To strengthen and expand the role of Warrington Town Centre as a regional employment, retail, leisure, cultural and transport hub, whilst transforming the quality of the public realm and making the Town Centre a place where people want to live.</b></p>
<p><b>W4 To provide new infrastructure to support Warrington's growth, reduce congestion and promote sustainable transport options, whilst reducing the need to travel and encouraging active lifestyles.</b></p>
<p><b>W5 To secure high quality design which reinforces the character and local distinctiveness of Warrington's urban area, its countryside, its unique pattern of green spaces and its constituent settlements whilst protecting, enhancing and embracing the borough's built and natural assets.</b></p>
<p><b>W6 To minimise the impact of development on the environment through the prudent use of resources and ensuring development is energy efficient, safe and resilient to climate change and makes a positive contribution to improving Warrington's air quality.</b></p>

Table 5 – Local Plan Strategic Objectives

### Defining Assessment Criteria

4.39 The Local Plan Strategic Objectives have been an important consideration in the assessment of development options. In order to ensure the practical and comprehensive assessment of options against the objectives, the Council developed a set of assessment criteria from the Strategic Objectives, as set out in the table below. The criteria closely align with the objectives but allow for a more detailed assessment, particularly of infrastructure impacts.

	Assessment Criteria
<b>W1</b>	Contribution to New City Concept
<b>W2</b>	Green Belt implications
<b>W3</b>	Supporting Role of Town Centre
<b>W4</b>	Primary school implications
	Secondary school implications
	Health facility implications
	Local Road Network
	Strategic Road Network
	Public Transport
	Active Travel
	Open Space, Sport and Recreation
<b>W5</b>	Character implications
<b>W6</b>	Environmental considerations & prudent use of resources
<b>All</b>	Delivery issues

Table 6 – Local Plan Objective Assessment Criteria

#### Exceptional Circumstances for releasing Green Belt

4.40 When considered as part of these strategic objectives, the Council considers that the exceptional circumstances can be demonstrated to justify the release of Green Belt. Green Belt release will form part of a comprehensive plan for Warrington which will work in parallel with brownfield development and infrastructure delivery to support the concept of Warrington New City. The Plan will enable the creation of new sustainable communities but in a manner which will unlock strategic infrastructure to support the growth of Warrington as a whole, addressing existing issues of congestion and unlocking major development sites with significant brownfield capacity.

4.41 The Council has also considered the consequences of not releasing Green Belt land and therefore not meeting its development needs. In the short term the Council considers that Warrington's economic strength and attractiveness will result in ongoing development pressure. This may initially be accommodated in the existing urban area through higher density development but it will not provide the Council with the ability to plan comprehensively and as a result infrastructure delivery will be piecemeal and reactive. The consequences are likely to include severe congestion on Warrington's transport network, a risk of worsening air quality, increasing pressure on school places, health facilities, sports and leisure facilities and other community facilities and potential detrimental impact on heritage assets.

4.42 In the medium and longer term Warrington's status as a key driver of the North West economy will be threatened as development land is used up, with potential development and investment lost to other regions of the UK and potentially overseas. From the EDNA it is clear that there is already suppressed demand for employment land.

4.43 From Duty to cooperate discussions it is also apparent that if Warrington does not meet its development needs then this will place pressure on the other boroughs within the Mid-Mersey Housing market area and in other adjoining Council areas.

### Stage 3 - Assess high level spatial options to accommodate development

4.44 Having confirmed the level of future development requirements and the need for Green Belt release in the borough, the next stage was to assess high level spatial options for where new housing and employment development can best come forward to deliver the Strategic Objectives of the Plan.

4.45 It was important at this stage to understand and consider the 'Call for sites' submissions, particularly the broad locations of these to gain an understanding as to where future development could potentially be located. It was apparent from this exercise that there would be spatial options to assess adjacent to the main urban area and around the outlying settlements.

#### Preparation of Area Profiles and Growth Scenarios

4.46 In order to help inform the options appraisal process, the Council prepared Area Profiles for the individual parts of the main urban area of Warrington (central, north, south, east and west) and for each of the outlying settlements. The area profiles can also be found on the [Council's web site](#).

4.47 These profiles provide a detailed assessment of the capacity of local schools, health facilities, open space, leisure facilities, community facilities and the transport network assuming that all sites within the urban area are built out in accordance with the timescales set out in the SHLAA. This then enabled different growth scenarios to be tested to understand the level of growth that existing infrastructure could accommodate, the new infrastructure required to support higher levels of growth and comparison of the growth scenarios against Local Plan objectives.

4.48 Of the scenarios assessed those which were considered to be unreasonable development options were not taken forward to the SA/SEA stage. For example the settlement profiles assessed the possibility of large scale settlement extensions of a scale which could effectively double the size of Lymm and Culcheth, given that the call for sites exercise had presented this possible opportunity. Settlement extensions of this scale were considered unreasonable due to the poor performance against Plan objectives, in particular due to the scale of impact on the character of the existing settlements and as a consequence that such a large proportion of growth would occur away from the main urban area of Warrington.

#### Defining High Level Spatial Options

4.49 Following this process, three options were defined for the spatial distribution of new development:

Option 1 - Green Belt release only in proximity to the main Warrington urban area;

Option 2 - Majority of Green Belt release adjacent to main urban area with incremental growth in outlying settlements; and

Option 3 - Settlement extension in one or more settlement with remainder of growth adjacent to the main urban area.

4.50 The requirement to maximise urban capacity is a constant for each of the options. The difference is their approach to the allocation of Green Belt land for housing. From the number of potential development sites submitted, all three options would be numerically capable of accommodating the level of future development in the borough.

#### Confirmation of preferred growth level and preferred high level spatial option

4.51 These options were then tested against the Local Plan Objectives assessment criteria based on the Council's preferred growth level scenario (1,113 homes per annum). The option testing was informed by the Sustainability Appraisal / Strategic Environmental Assessment (SA/SEA) Process, which also considered the two reasonable growth level alternatives – the lower OAN (955 homes per annum) and the higher historic job growth level scenario (1,332 homes per annum).



4.52 The Council’s detailed assessment and the SA/SEA Report can be found on the Council’s website (link). A summary of the overall conclusions from the Council’s assessment of the three options is provided in the table below.

Option 1	This option has the potential to contribute positively to the objectives of the plan and would enable Warrington to meet its development needs whilst also contributing to the delivery of Warrington New City. Depending on the specific locations for development, it could provide a sustainable, viable and deliverable option for meeting Warrington’s development needs and provides the opportunity to maintain the permanence of the Green Belt at a strategic level through managed green belt release.
Option 2	<p>This option has the potential to contribute positively to the plan objectives and would enable Warrington to meet its development needs whilst directly contributing to the delivery of Warrington New City. Depending on the specific locations for development, it could provide a sustainable, viable and deliverable option for meeting Warrington’s development needs and provides the opportunity to maintain the permanence of the Green Belt at a strategic level through managed green belt release.</p> <p>In addition, incremental growth in the outlying settlements could contribute to longer term sustainability of local services and local business, promote local housing choice and deliver a number of smaller sites in the early part of the plan period.</p>
Option 3	<p>Although a settlement extension in itself could provide a sustainable form of development in principle, the option as a whole does not perform as well against the objectives of the Plan as the other 2 options.</p> <p>It could have detrimental impacts on Green Belt, the character of settlements and may result in secondary school capacity issues. It would also result in less development being focussed on the main urban area and therefore could reduce the ability of the Council to deliver strategic infrastructure and therefore dilute the Council’s New City aspirations.</p>

Table 7 – Summary of High Level Spatial Options Assessment

4.53 Following this exercise, the Council confirmed Option 2 - focussing Green Belt release adjacent to the main urban area of Warrington, with incremental growth in the outlying settlements - as the preferred option.

4.54 Option 2 enables the majority of growth to be delivered adjacent to the main urban area, contributing positively to the Plan Objectives. It performs stronger than Objective 1 in that it also enables incremental housing growth in the outlying settlements to support local services and widen local housing choice without compromising their character. This will also assist in overall Plan delivery by promoting a larger number of smaller sites which are likely to be deliverable early in the Plan period.

4.55 Option 3 does not perform as strongly as the distribution of growth will begin to impact on the character of one or more of the outlying settlements and a greater proportion of growth is being moved away from the main urban area where it can most positively contribute to the Warrington New City concept.

4.56 With regard to the scale of growth, the SA/SEA confirmed that whilst positive economic benefits generally increase in line with higher levels of growth, the highest growth scenario risks having significant environmental impacts. The SA/SEA process therefore reaffirmed the Council's approach to base its development needs on the devolution growth bid.

### **Stage 4 - Assess options for main development locations**

#### Define options for main development locations

4.57 Having established the preferred broad spatial option, the next stage was to assess options for the main development locations.

4.58 From the call for sites exercise, it was established that incremental growth adjacent to the outlying settlements would be capable of accommodating a minimum of 1,000 dwellings. This leaves the remainder of approximately 8,000 dwellings to be accommodated adjacent to the main urban area in order to meet the overall housing requirement.

4.59 Given the large number of sites put forward in proximity to the main urban area of Warrington, the Area Profiles also assisted in selecting the possible components for the location of development. The results from individual sites assessments - undertaken in terms of their contribution to the Green Belt, their merits from an SA/SEA perspective and in terms of their site characteristics – were also used in this stage.

4.60 The components are outlined below:

1. A Garden City Suburb to the south east of Warrington of approximately 8,000 homes – providing a new Secondary school, up to 5 new primary schools, district centre, up to 4 local centres, health facility, leisure centre, sports pitches and country park;
2. A Garden City Suburb to the south east of Warrington of approximately 6,000 homes – providing a new Secondary school, up to 4 new primary schools, district centre, up to 3 local centres, health facility, leisure centre sports pitches and country park;
3. A Garden City Suburb to the south east of Warrington of approximately 4,000 homes – providing a new Secondary school, up to 3 new primary schools, district centre, up to 2 local centres, health facility, leisure centre, sports pitches and country park;
4. An urban extension to the south west of Warrington of up to 2,000 homes – to include a new primary school, local centre, satellite health facility and a local park;
5. An urban extension to the west of Warrington of up to 2,500 homes – to include a new primary school and satellite health facility; and
6. A more dispersed pattern of Green Belt release adjacent to the main urban area – to include a new secondary school, up to 5 primary schools, health facility, leisure centre, sports pitches, country park and local parks.

4.61 The Call for Sites exercise also provided the possibility of a number of development sites which could potentially be located to the north and east of the borough. Through undertaking the area profile assessments and more detailed site assessment work, these areas were not considered to be reasonable development options for urban extensions. The individual sites in these areas are however considered under the dispersed pattern of Green Belt release component.

4.62 From the components, a total of 5 options were defined capable of accommodating approximately 8,000 homes. The options were then assessed against the Plan Objectives assessment criteria and subject to SA/SEA.

Option 1 - A Garden City Suburb to the south east of the Warrington main urban area of approximately 8,000 homes;

Option 2 - A Garden City Suburb of approximately 6,000 homes & an urban extension to the south west of Warrington of up to 2,000 homes;

Option 3 - A Garden City Suburb of approximately 6,000 homes & an urban extension to the west of Warrington of up to 2,500 homes;

Option 4 - A Garden City Suburb of approximately 4,000 homes & an urban extension to the south west of Warrington of up to 2,000 homes & urban extension to west of Warrington of up to 2,500 homes; and

Option 5 - A more dispersed pattern of Green Belt release adjacent to the main urban area.

Initial Confirmation of Preferred Main Development Locations

4.63 These options were then tested against the Local Plan Objectives assessment criteria. The option testing was also informed by the Sustainability Appraisal / Strategic Environmental Assessment (SA/SEA) Process.

4.64 The Council’s detailed assessment and the SA/SEA Report can be found on the Council’s website, together with the site assessment information used to support this stage of the assessment process, including Green Belt assessments and SA/SEA Assessments (link). A summary of the overall conclusions from the Council’s assessment of the 5 options is provided in the table below.

<p>Option 1</p>	<p>Overall, this option has the potential to perform positively against the majority of plan objectives. It will contribute to the wider New City Concept, having the ability to provide infrastructure to support both the Garden City Suburb itself and the town as a whole. It provides the opportunity to maintain the permanence of the Green Belt at a strategic level through managed Green Belt release.</p> <p>However a development of this scale in a single location raises concerns regarding deliverability. More detailed work will be required to understand detailed infrastructure implications, in particular in respect of transport. A development of this will scale will also have significant impacts on the character of this part of Warrington.</p>
<p>Option 2</p>	<p>Overall, this option has the potential to perform positively against the majority of plan objectives. It will contribute to the wider New City Concept, having the ability to provide infrastructure to support the Garden City Suburb and South West Extensions themselves and the town as a whole. It provides the opportunity to maintain the permanence of the Green Belt at a strategic level through managed Green Belt release.</p> <p>The scale of the Garden City suburb in this option is of a sufficient magnitude to be able to deliver necessary infrastructure but provides more scope to address transport and character concerns raised under Option 1. More detailed work will still be required to understand infrastructure and character impacts as this option still presents a significant urban extension.</p> <p>In providing a second development location, the South West extension provides benefits in terms of broadening the supply base of new homes, although it could impact on the character of the wider area. The site is capable of providing local infrastructure to support the development, but more detailed work will be required in terms of assessing transport implications. The benefits provided by the South West Extension are likely to be greater if the Western Link option passes through the site, providing access into the Waterfront Development Area.</p>

Option 3	<p>The Garden City component of this option is the same as Option 2. It therefore provides the same positive benefits to meeting Plan Objectives, although more detailed work will be required to understand infrastructure and character impacts as this component represents a significant urban extension.</p> <p>The Western extension provides the benefit of broadening the supply base of new homes. It does however have significant impacts on the strategic and local importance of the Green Belt. Given the extension would be provided over a number of individual sites, there are concerns regarding deliverability, in particular the ability to plan for comprehensive development and provide the required primary school and satellite health facility. This scale of development is also likely to exacerbate pressure on secondary schools in the west of the Borough. There are limited options to provide additional capacity in this part of the borough and the likely location of new secondary school capacity is some distance from the western extension.</p>
Option 4	<p>This option provides the advantage of further broadening the supply base of new homes from three urban extensions. The assessment of the South West and West components will be the same for this Option as for Option 2 and Option 3 respectively.</p> <p>The smaller Garden City suburb in this option provides potential benefits in term of reducing the impact on the character of the wider south east Warrington area. It may also reduce localised Green Belt impacts in south east Warrington. This needs to be considered against the significant impact on the strategic and local operation of the Green Belt arising from the western extension.</p> <p>The smaller Garden City suburb will reduce the infrastructure requirements and in particular reduce the transport impact. This needs be considered against the ability to deliver new infrastructure and it would need to be demonstrated that this lower level of development could provide the new distributor roads, the new secondary school, the new primary schools and other necessary infrastructure which will still be required. Similarly, there are also uncertainties regarding delivery of infrastructure in the western extension due to the sites being geographically separated. More detailed work would be therefore required to understand detailed infrastructure implications.</p>

## Option 5

This option is able to provide sufficient land to meet Warrington's development needs in principle with the broadest supply base for new homes. However, the more dispersed development is the more poorly it performs against the overall plan objectives, in particular in its contribution to the delivery of the Warrington New City concept. A dispersed development form raises significant concerns about the deliverability of the infrastructure required to support growth, including the delivery of new transport, education facilities, open space and recreational facilities. There is a significant risk that development will exacerbate existing congestion and infrastructure constraints in the main Warrington urban area.

Given the location of sites, the scale of growth and the infrastructure constraints in the main urban area, for this option to be reasonable, it is likely that there would still need to be at least one larger concentration of sites which would effectively still result in an urban extension as part of this option, similar to the urban extension components considered in the options above.

This would reduce the risks around infrastructure and increase the contribution to the new city concept. It would still however result in infrastructure pressures in other parts of the borough, particularly if development is dispersed in the south.

It does however provide the opportunity to maintain the permanence of the Green Belt at a strategic and local level through managed green belt release and provides the opportunity to minimise impact on character and environmental assets, depending on the specific locations for development.

Table 8 – Summary of High Level Spatial Options Assessment

4.65 Based on the assessment above, it was concluded that overall, Option 2 - A Garden City Suburb of approximately 6,000 homes and an urban extension to the south west of Warrington of up to 2,000 homes - performed best when assessed against the strategic Plan Objectives, taking into account the results of the SA/SEA. It should be noted that the performance of this option strengthens significantly if the western link is developed through the south west urban extension area, providing a more direct link to the Waterfront Development area.

4.66 Whilst Option 1 performed well against Plan objectives, there are deliverability and infrastructure risks regarding concentrating such a high level of development in one location. The Options containing the western urban extension did not perform well against the Green Belt objectives given the relative strong performance of the Green Belt in the west of the borough, both at General Area and individual parcel / development site level. The western component also raised issues from an infrastructure delivery perspective given the relatively fragmented nature of available sites. The main concern with Option 5 was the ability to ensure infrastructure delivery, particularly for larger infrastructure requirements including a new secondary school, with the risk of worsening the already severe congestion within the main urban area.

#### Confirmation and Elaboration of Preferred Main Development Locations

4.67 Given the scale of development proposed, the Council undertook additional work to confirm that the preferred development areas were able to accommodate the level of growth required and to provide additional detail relating to infrastructure requirements, constraints and development principles.

4.68 This work is available on the [Council's web site](#) and has provided an additional level of detail for the preferred development option set out in Section 5 below.

4.69 For the Garden City Suburb, the Council has prepared a development concept for the area within General Area 10 of the Green Belt Assessment, which performed poorly in the assessment. Using the General Area as the boundary is considered appropriate when considering this scale of urban extension. This will ensure that the long term Green Belt boundaries that will remain following release of Green Belt land have a high degree of permanence. The Council has also considered safeguarding the adjacent General Area 9 which extends up to the M6, again using the principle of securing long term permanent Green Belt boundaries.

4.70 For the smaller South West Urban Extension, the Council has prepared a Development Concept based on the 'call for sites' put forward in that specific area. This work has confirmed that the capacity of extension is likely to be slightly below the 2,000 homes considered as the upper level in the assessment process.

#### Outlying Settlements

4.71 Due to the large number of sites put forward in proximity to each of the outlying settlements relative to the level of growth required under the preferred spatial option, the Council is confident there are sufficient sites to deliver this element of the preferred spatial option.

4.72 The Council has decided not to progress to identification of specific development sites for the individual settlements at this stage of the Plan making process. The Council has however undertaken a review of each of the call for sites in proximity to the settlements in terms of their basic characteristics and Green Belt performance. This will provide part of the work necessary to confirm the allocation of individual sites in the submission version of the Local Plan.

### **Employment Development- Assessment of Employment Land Locations**

4.73 Having confirmed the capacity of the urban area for future employment development, the Council has considered options for approximately 251 ha of land which will be required to be released from the Green Belt in order to meet the borough's future employment land needs.

4.74 The Council first considered the call for sites submissions which proposed future employment development, both as employment sites in their own right, taking into account the site size and locational requirements for future need set out in the EDNA, and in the context of the spatial options for housing development set out above.

4.75 The process indicated three broad employment locations adjacent to the main urban area which may be able to contribute to Warrington's employment land need. The broad locations are set out in the table below.

Potential Employment Locations	Total in ha
Land at M56 Junction 9 (Total provided is based on consolidation of a number of individual sites into a strategic employment location, as shown in the South East Urban Area Development Concept).	117
Land at Warrington Waterfront <ul style="list-style-type: none"> <li>• Port Warrington</li> <li>• Wider land within waterfront</li> </ul>	75 25
Land adjacent to Omega <ul style="list-style-type: none"> <li>• Call for sites</li> <li>• Westward extension (within St Helens)</li> </ul>	43 30
<b>Total</b>	<b>290</b>

Table 9: Potential Employment Locations

4.76 The table above indicates that the quantitative options for employment locations potentially exceeds the employment land requirement.

4.77 A qualitative assessment is also important in assessing future employment locations. Table 60 within the EDNA looks specifically at locational land needs for future employment development and the Council is confident that many of the locational requirements for B1/B2 uses are already accommodated for or can continue to be enhanced through masterplanning schemes within the town centre and East Warrington at Birchwood and Woolston. However the study clearly concluded that there is a strong requirement for further B2/B8 distribution. Whilst locations such as Omega and Woolston Grange are contributing positively to this need, additional provision is required and clearly this has a specific locational requirement in close proximity to the strategic road network and in terms of ensuring sufficient site size.

4.78 Having reviewed the sites in the context of the EDNA and the wider development options, the Council is proposing Warrington Waterfront and the Land at M56 Junction 9 for inclusion in the Preferred Development Option. These sites will meet the majority of Warrington's employment land requirement.

4.79 The Waterfront, including the expansion of Port Warrington, is a long standing strategic priority and the principle of Green Belt release to facilitate this development was established in the current Local Plan Core Strategy. There are obviously locational specific requirements for Port Warrington to be adjacent to the Ship Canal, although its development will be dependent on Western Link enabling significantly enhanced transport connections.

4.80 Land at M56 Junction 9 performs strongly against the criteria set out in the EDNA and provides the opportunity to be a key component within the wider Garden City Suburb. This provides the potential for future employment development to contribute to and benefit from wider infrastructure improvements. Green Belt release in this location will also provide long term durable boundaries contained by the M56 and M6 motorways.

4.81 The Council has accepted the principle of the western extension of Omega, proposed in the emerging St Helens Local Plan, as being able to contribute to meeting Warrington's employment land needs. This is however dependent on demonstrating that the development can be accommodated by the improvements to Junction 8 of the M62 which are being undertaken to facilitate the development of the Omega site based on its current extent. A further extension to Omega could also be provided to the north of the existing employment location through a call of site submission.

4.82 Given the uncertainties of the status of the St Helens Plan and the capacity constraints of M62 Junction 8, the Council will consider whether further expansion of the Omega is a possibility ahead of the publication of the submission version of the Plan.

4.83 The Council is also aware that a smaller site within the settlement of Burtonwood is being promoted to enable the expansion of a specific business and that there are numerous mixed use development site options which have also been put forward as part of the call for site exercise which could be capable of delivering smaller employment sites. These will also be considered in detail ahead of the publication of the submission draft of the Local Plan to ensure the Council has sufficient land to meet its needs, including any requirement for potential safeguarding.

## **Gypsies and Travellers**

4.84 There is limited capacity within the existing urban area to meet the full needs for Gypsies and Travellers and Travelling Showpeople accommodation, as is the case for the Council meeting its employment land and housing needs. The Council is not aware of any sites within the urban area currently

being promoted or available to meet the needs of Gypsies and Travellers and Travelling Showpeople accommodation. This means that Green Belt release will be needed to ensure the required provision is met.

4.85 The National Planning Policy for Traveller sites (2015) makes it very clear that inappropriate development is harmful to the Green Belt and should not be approved, except in very special circumstances. Traveller sites (temporary or permanent) in the Green Belt are inappropriate development. Subject to the best interests of the child, personal circumstances and unmet need are unlikely to clearly outweigh harm to the Green Belt and any other harm so as to establish very special circumstances.

4.86 However, national planning policy does allow limited alterations to Green Belt boundaries in Exceptional Circumstances, through the Plan making process to meet a specific identified need for a Traveller site. In removing land from the Green Belt through the Local Plan process to meet identified need, the site should be specifically allocated in the Plan as a Traveller site only.

4.87 The council has assessed the three unauthorised sites currently located in the Green Belt:

- Pennington Lane, Collins Green
- Two Acre Caravan Park, Walton and
- Grappenhall Lodge, Cartridge Lane.

4.88 These sites are well established and perform relatively well against the national planning policy criteria for site location. The sites also perform poorly in respect of their contribution to the Green Belt. These sites would provide the following number of pitches:

Site	Number of Pitches
Pennington Lane, Collins Green	4
Two Acre Caravan Park, Walton	20
Grappenhall Lodge, Cartridge Lane	6

Table 10: Gypsy and Traveller Pitch Provision

**4.89 The Council is therefore proposing to remove these sites from the Green Belt and formally allocate them as permanent Gypsy and Travellers sites.**

4.90 The Council is in the process of updating its Gypsy & Traveller Needs Assessment in partnership with the Cheshire authorities and Halton. It is unlikely that these existing sites will meet all of Warrington's need and therefore an additional review of potential sites is proposed to be carried out ahead of the publication of the submission draft version of the Local Plan. This will include further investigation into the potential for sites within the existing urban area and, if required, sites currently in the Green Belt. In addition, the Council is currently looking to identify a Transit site for gypsy and travellers.

## Mineral and Waste

### Minerals

4.91 The NPPF requires that in relation to planning for aggregate minerals, that Mineral Planning Authorities plan for a steady and adequate supply of minerals and make provision for aggregates in the form of specific sites, preferred areas and/or areas of search and locational criteria as are appropriate.



4.92 The following aims and objectives for the Local Plan have been identified to ensure accordance with the NPPF in relation to mineral planning:

- Seek to deliver a steady and sustainable supply of minerals to meet Warrington's needs, contribute to the maintenance of the sub-regional aggregate apportionment and safeguard valuable mineral resources and infrastructure;
- facilitate greater use of recycled aggregates and secondary mineral products;
- ensure effective site restoration is undertaken once operations have ceased; and
- support the development of local energy minerals where required to supplement the energy mix nationally and regionally.

4.93 In order to achieve these, the Local Plan will identify Mineral Safeguarding Areas (MSAs) for the main mineral resources that are present in the borough, principally sand and gravel and sandstone. It will also seek to safeguard a shallow coal deposit and the clay workings near Rixton. In addition to safeguarding mineral resources which may be of economic importance, it is proposed to safeguard existing, planned and potential minerals infrastructure such as rail heads, wharfs, concrete batching sites, and permanent facilities for the processing and distribution of substitute, recycled and secondary aggregate material.

4.94 The Local Plan will also aim to direct minerals development to places where there are opportunities to restore land beneficially, avoiding places with a sensitive natural or built environment or that are close to existing communities. These will be places that are accessible by sustainable modes of transport and close to both the existing highway network and the end user.

#### Waste

4.95 The National Planning Policy for Waste (NPPW) for England directs Councils to deliver sustainable development and resource efficiency, ensuring waste management is considered alongside other spatial planning concerns and providing a framework in which communities and businesses are engaged with and take more responsibility for their own waste. Therefore, local authorities should, within reason, be self-sufficient in managing their own waste. Although it is recognised that waste streams do not always respect local authority boundaries and that this is not always achievable given the need for economies of scale in managing waste flows. In addition, in order to support sustainable development, government policy has an aim for waste management to take place as close to the source of the waste as possible (the proximity principle). In preparing local plans, Councils should; identify the need for waste management facilities and identify suitable sites and areas for new and enhanced waste management facilities.

4.96 The following aims and objectives for the Local Plan have been identified to ensure accordance with the NPPW in relation to waste planning:

- delivery of sustainable development and resource efficiency, including provision of modern infrastructure, local employment opportunities and wider climate change benefits, by driving waste management up the waste hierarchy;
- ensuring that waste management is considered alongside other spatial planning concerns, such as housing and transport, recognising the positive contribution that waste management can make to the development of sustainable communities;
- providing a framework in which communities and businesses are engaged with and take more responsibility for their own waste, including by enabling waste to be disposed of or, in the case of mixed municipal waste from households, recovered, in line with the proximity principle;
- helping to secure the re-use, recovery or disposal of waste without endangering human health and without harming the environment; and
- ensuring the design and layout of new residential and commercial development and other infrastructure (such as safe and reliable transport links) complements sustainable waste management, including the provision of appropriate storage and segregation facilities to facilitate high quality collections of waste.

4.97 As a result the Local Plan will need to take into account the level of waste arisings forecast to occur through to 2037 and plan for facilities and capacities to accommodate the needs for the following waste streams; Local Authority Collected Waste (LACW); Commercial and Industrial (C&I) Waste; Construction, Demolition and Excavation (CD&E) Waste; Hazardous Waste; Agricultural Waste; Low Level (Non-Nuclear) Radioactive (LLR) Waste; and Water Waste/Sewage Sludge.

4.98 Warrington's Waste Disposal Authority is in the process of commissioning a Waste Transfer Station (WTS) to reduce the reliance on the existing transfer facility in the neighbouring borough of Halton, where the recycling from doorstep collections is currently sent for bulking up before being sent for processing as recycle and where residual waste is also managed prior to being sent to its final destination. The commissioning project will consider the need to plan for the provision of recycling facilities to manage LACW from doorstep collections in the long term.

4.99 The Waste Needs Assessment identifies a small requirement for additional treatment capacity for LACW, C&I and C&D wastes during the plan period. Whilst, it is difficult to assess the exact requirements; the small gap could be met by surplus treatment capacity outside of the borough. However, if the Council's current review of waste disposal services concluded that this additional treatment capacity should be within the borough it is anticipated that there would be a requirement of one small treatment facility for C&I waste which included anaerobic digestion, specialized treatment of biodegradable liquids and waste and organic waste treatment by distillation for C&I waste.

4.100 The Waste Needs Assessment also identifies a requirement for a facility to process and treat LACW and C&I waste to produce RDF (or Solid Recovered Fuel (SRF)) for use in energy recovery. RDF/SRF is currently exported and used as a fuel outside the plan area. There are a number of un-built Energy-from-Waste facilities with planning permission and this requirement will need be kept under review to assess to what extent these permitted sites are being built and able to meet any of Warrington's need.

4.101 There is an identified requirement for hazardous waste landfill during the plan period although it is anticipated that this waste will continue to be exported out of the area. There is an identified capacity requirement for non-hazardous landfill from 2018 and for inert landfill from 2031. The Local Plan will provide information on the gaps identified in waste management capacity and show how the gaps will be met during the plan period. This will most likely be by export to other authorities. Where waste is to be exported, the Council will liaise with other authorities under the DtC and show that this waste is accounted for elsewhere.

4.102 In addition, it is proposed to safeguard existing, planned and potential waste management infrastructure from the impact of proposed, non-waste related development, so as to ensure that it does no prejudice the implementation of the waste hierarchy and/or the efficient operation of such facilities.

## 5 PREFERRED DEVELOPMENT OPTION

### Overall Approach - Warrington New City

5.1 The Preferred Development Option provides an ambitious plan for the future growth of Warrington. It aims to significantly boost development in the Town Centre and across Inner Warrington, complemented by the release of Green Belt land and supported by wide ranging infrastructure investment.

5.2 Warrington is already experiencing congestion which is having a detrimental impact on existing residents and businesses. Through the options assessment work it is apparent that Warrington's roads, schools, health facilities and other community facilities are either already at capacity or will be once development sites within the urban area are built out.

5.3 It is therefore important that the Preferred Development Option not only ensures that new areas of development are well served by local infrastructure, but are part of a comprehensive plan to secure the wider infrastructure required to address existing congestion, unlock major brownfield development sites and support the growth of Warrington as a whole.

5.4 It is this overall comprehensive approach to meeting Warrington's development needs which provides the basis for the 'exceptional circumstances' that the NPPF requires to be demonstrated to support the release of Green Belt.

5.5 The Preferred Development Option identifies four main areas of growth – The City Centre, the Waterfront, the Garden City Suburb and the South West Urban Extension. These areas are complemented by the optimisation of development throughout the remaining neighbourhoods of the main urban area and incremental growth in Warrington's outlying settlements. These areas are shown in Figure 2 with the Preferred Development Option summarised in Figure 9 below.

5.6 The Preferred Development Option shows the main areas where the Council is proposing development. At this stage the Council has not allocated individual sites or identified definitive boundaries. This level of detail will be included in the submission version of the Local Plan.

#### Infrastructure Requirements

5.7 In order to deliver this scale of growth there is the need for significant investment in infrastructure. At a City-wide scale this includes the 'Western Link', which will connect the A56 or A5060 Chester Road to the A57 or A562 in Great Sankey, opening up the Waterfront Development Area and providing significant congestion relief throughout Warrington. This in turn will facilitate wider development in the Town Centre and the inner urban area. The Council also has longer term aspirations for a new Ship Canal crossing to the east of the Town Centre which may be required to deliver the full extent of the Garden City Suburb. A summary of the key transport infrastructure proposals is shown on Figure 10 below.

5.8 The Preferred Development Option also requires the need for new and expanded primary and secondary schools as well as health, recreation and community facilities. This provides the opportunity to improve the quality of facilities for existing as well as future residents of Warrington.

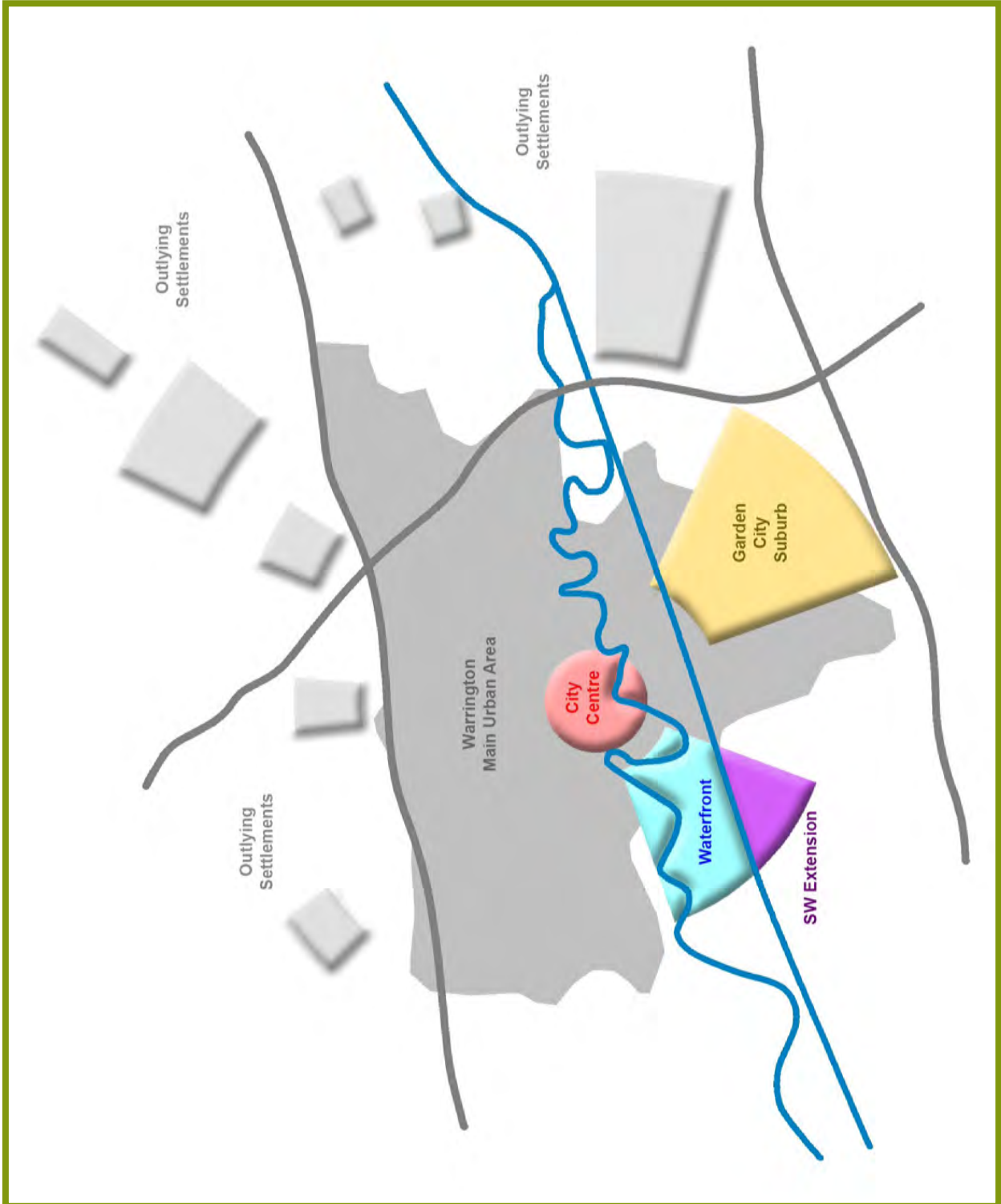


Figure 3: Preferred Development Option Areas of Growth

### Development Trajectory

5.9 The tables below demonstrate how these areas will deliver the required number of new homes and amount of employment land over the next 20 years.

	0-5	6-10	11-15	16-20	Total
City Centre	980	1,629	569	348	<b>3,526</b>
Wider Urban Area	1,560	2,271	1,038	0	<b>4,869</b>
Waterfront	728	795	1,790	719	<b>4,032</b>
Garden City Suburb	406	496	48	0	<b>950</b>
Garden City Suburb (Green Belt)	0	2,114	2,096	2,114	<b>6,324</b>
South West Extension (Green Belt)	0	610	610	611	<b>1,831</b>
Outlying Settlements	148	51	40	0	<b>239</b>
Outlying Settlements (Green Belt)	340	850	0	0	<b>1,190</b>
Other	41	10	22	0	<b>73</b>
Small Sites Allowance	435	435	435	435	<b>1,740</b>
<b>Sub Total (Urban)</b>	<b>4,298</b>	<b>5,687</b>	<b>3,942</b>	<b>1,502</b>	<b>15,429</b>
<b>Sub Total (Green Belt)</b>	<b>340</b>	<b>3,574</b>	<b>2,706</b>	<b>2,725</b>	<b>9,345</b>
<b>TOTAL</b>	<b>4,638</b>	<b>9,261</b>	<b>6,648</b>	<b>4,227</b>	<b>24,774</b>

Table 11: Overall Development Trajectory - Housing

5.10 The Preferred Development option identifies sufficient land for new housing to meet Warrington's development aspirations over the next 20 years.

5.11 As the Preferred Development Option requires Green Belt Release and the need for major infrastructure investment, the Council is proposing a stepped housing trajectory. There will be a relatively lower level of housing delivery for the first 5 years of the Plan Period given that land will remain in Green Belt until the Plan is adopted and to allow for key enabling infrastructure to be delivered. Housing will be delivered at a higher rate over the next ten years of the Plan before reducing towards the end of the Plan period.

	0-5	6-10	11-15	16-20	Total
City Centre (Existing Supply)	0.32	0.05	0	0	<b>0.37</b>
City Centre	10.57	8.23	7.78	0	<b>26.58</b>
Wider Urban Area (Existing Supply)	44.29	36.47	11.66	0	<b>92.42</b>
Waterfront	10.4	0	0	0	<b>10.4</b>
Waterfront (Green Belt)	0	99.83	0	0	<b>99.83</b>
Garden City Suburb (Green Belt)	22	30.3	45.9	18.6	<b>116.8</b>
<b>Sub Total (Urban)</b>	<b>65.58</b>	<b>44.75</b>	<b>19.44</b>	<b>0</b>	<b>129.77</b>
<b>Sub Total (Green Belt)</b>	<b>22</b>	<b>130.13</b>	<b>45.9</b>	<b>18.6</b>	<b>216.63</b>
<b>TOTAL</b>	<b>87.58</b>	<b>174.88</b>	<b>65.34</b>	<b>18.6</b>	<b>346.40</b>

Table 12: Overall Development Trajectory - Employment

5.12 The Preferred Development Option identifies the broad location of the majority of the required employment land. Further sites will be assessed and allocated in the submission version of the Local Plan to ensure that Warrington's full employment land needs are met.

5.13 The following sections provide more detail on each of the main development areas and the infrastructure required to support their development.

## City Centre

5.14 The regeneration and evolution of the Town Centre is a priority for the Council. The Town Centre and inner parts of Warrington continue to be the main development focus in the Preferred Development Option. It looks to embed the key elements of the City Centre Masterplan, which was approved by Executive Board in December 2017, into the new Local Plan.

5.15 The masterplan continues to build on the current success of the existing town centre including its traditional retail core but also envisages higher density development in the broader city centre area with improved connections to the waterfront and a significant increase in residential development around this area. The masterplan also includes the introduction of a number of commercial areas around the stadium quarter and to the north of the southern gateway area and the strengthening of the commercial hub around Bank Quay.

### Infrastructure Requirements

5.16 The majority of new city infrastructure schemes, in particular the Western Link, will be vital to provide the additional capacity and congestion relief to allow the City Centre is to maximise its development potential. The Council is also working as a member of Transport for the North to improve the strategic transport connections to the city centre from Manchester, Liverpool and other major urban areas in the North West and plans for a major redevelopment of Bank Quay station.

5.17 To complement major infrastructure investment the Council is committed to a programme of ongoing improvements to road and public transport connections to the centre from across the wider Warrington area. These include the Centre Park Link scheme and improvements to the Cockhedge and Dial Street roundabouts on the A49.

5.18 The Council is also working to improve the public realm and accessibility within the centre itself. The proposed Business Improvement District will provide the means for further investment in the centre.

### Development Trajectory

	0-5	6-10	11-15	16-20	Total
City Centre	980	1,629	569	348	<b>3,526</b>

Table 13: City Centre Housing Trajectory

	0-5	6-10	11-15	16-20	Total
City Centre (Existing Supply)	0.32	0.05	0	0	<b>0.37</b>
City Centre	10.57	8.23	7.78	0	<b>26.58</b>
<b>TOTAL</b>	<b>10.89</b>	<b>8.28</b>	<b>7.78</b>	<b>0</b>	<b>26.95</b>

Table 14: City Centre Employment Land Trajectory

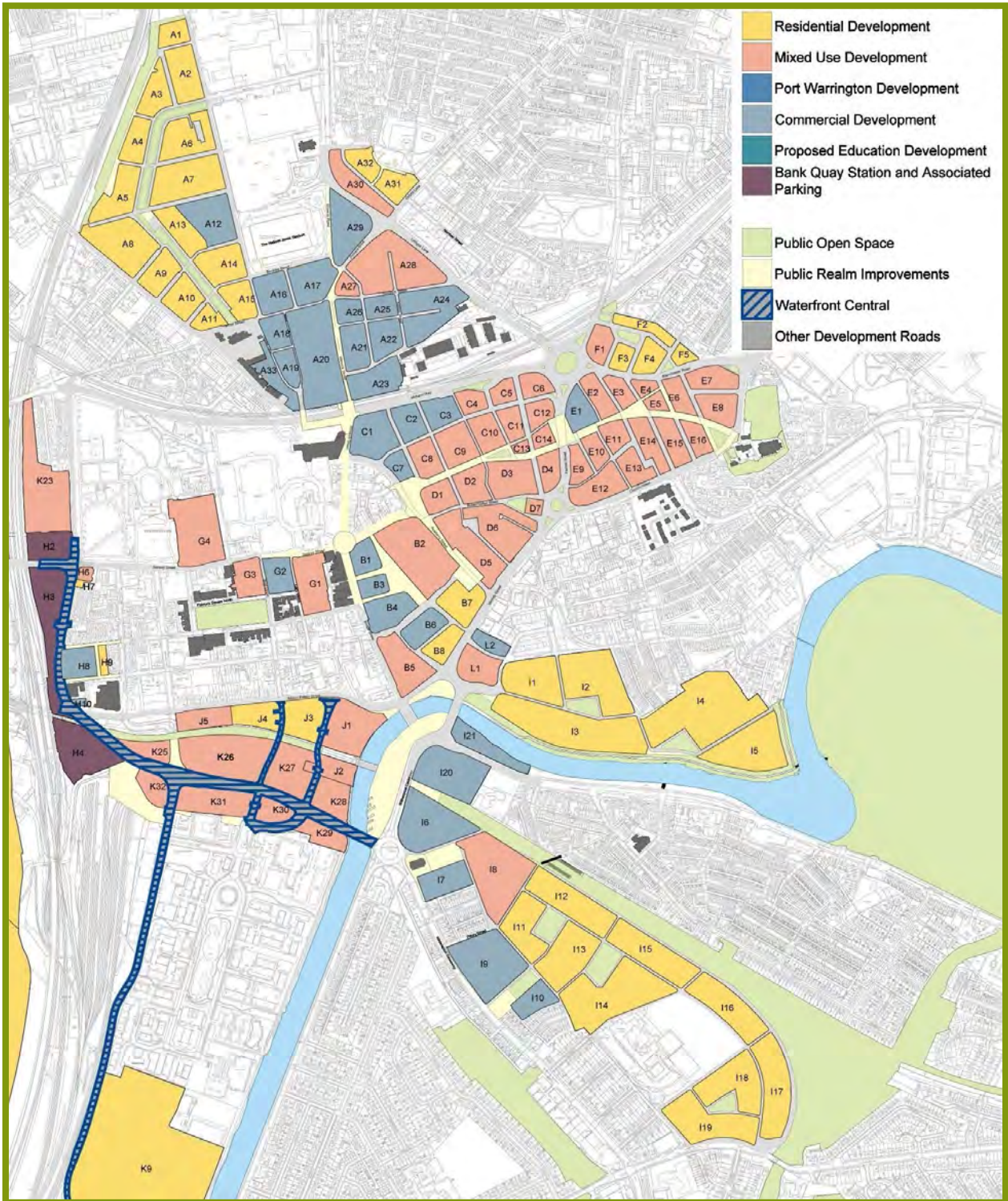


Figure 4: City Centre

## Wider Urban Area

5.19 The Council is proposing to follow the same approach to the wider urban area to that set out in the adopted Local Plan Core Strategy. Birchwood, Omega and Woolston will continue as strategic employment locations. The retail hierarchy will be maintained, with Westbrook, Birchwood and Stockton Heath continuing to be promoted as District Centres, the main focus for retail and leisure use outside of the Town Centre.

5.20 There are a wide range of sites for new homes throughout the wider urban area, as detailed in the Council's SHLAA.

### Infrastructure Requirements

5.21 The Council's latest Infrastructure Delivery Plan details the wide range of infrastructure schemes the Council is proposing to support growth in the wider urban area (link). The IDP will be updated ahead of the publication of the submission version of the Local Plan. Key schemes will include the new Warrington West Station and a programme of east – west improvements to the road and public transport network to improve connections between Birchwood, the A49 and through to Omega.

5.22 Since the publication of the latest IDP, the Council has confirmed the need for a new primary school to be provided as part of the Peel Hall site. There is also the need for major transport improvements to ensure the site can be developed.

5.23 The Council's Pupil Place planning process has also identified the likelihood of a deficiency in primary school places within the central area of the main Warrington urban area, with the potential for knock on implications throughout the wider urban area. There is also increasing pressure to provide for 'early year' places. These issues will need to be addressed ahead of the publication of the submission version of the Local Plan.

### Development Trajectory

	0-5	6-10	11-15	16-20	Total
Wider Urban Area	1,560	2,271	1,038	0	<b>4,869</b>

Table 15: Wider Urban Area Housing Trajectory

	0-5	6-10	11-15	16-20	Total
Wider Urban Area (Existing Supply)	44.29	36.47	11.66	0	<b>92.42</b>

Table 16: Wider Urban Area Employment Land Trajectory



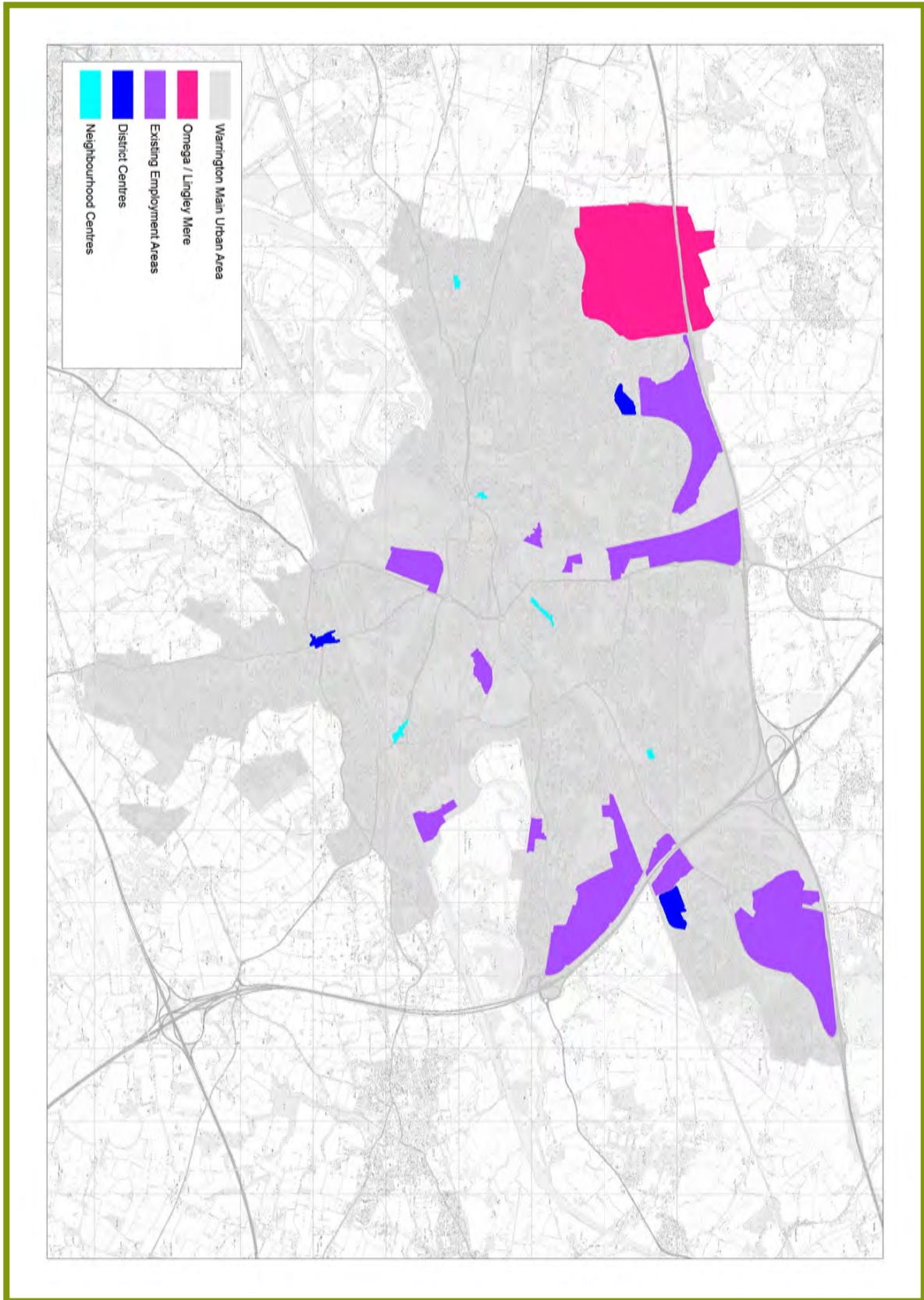


Figure 5: Wider Urban Area

## Warrington Waterfront

5.24 The Waterfront provides a major development opportunity, with the potential to connect the City Centre to the Mersey and the Ship Canal. This is a significant area of previously developed land comprised of several components in a central and sustainable location adjacent to the City Centre. It also provides the opportunity to create a new community in close proximity to a major new country park that will be created through the restoration of the Arpley landfill site which has now ceased operation.

5.25 It could deliver around 4,000 homes and open up Port Warrington to become one of the most important employment areas in the North West region. The Port will provide a key distribution centre of around 200,000 sq.m. for freight from the Ship Canal. It also has the potential to become a multi-modal Port with permission already in place for a direct freight rail link into the adjacent West Coast Main Line.

### Infrastructure Requirements

5.26 The Waterfront development is dependent on the delivery of the 'Western Link' connection. It also requires a new secondary school and primary school.

### Development Trajectory

	0-5	6-10	11-15	16-20	Total
Waterfront	728	795	1,790	719	<b>4,032</b>

Table 17: Waterfront Housing Trajectory

	0-5	6-10	11-15	16-20	Total
Waterfront	10.4	0	0	0	<b>10.4</b>
Waterfront (Green Belt)	0	99.83	0	0	<b>99.83</b>
<b>TOTAL</b>	<b>10.4</b>	<b>99.83</b>	<b>0</b>	<b>0</b>	<b>110.23</b>

Table 18: Waterfront Employment Land Trajectory

5.27 The final development site layout will need to be amended following confirmation of the preferred route of the Western Link. This may impact on the capacity for new homes and employment land identified above. Similarly the development trajectory will also be dependent on the final alignment and delivery of the Western Link connection. The final site layout, capacity and trajectory will all be reviewed ahead of the publication of the submission version of the Local Plan to ensure it reflects the preferred route and latest timetable for the Western Link programme.

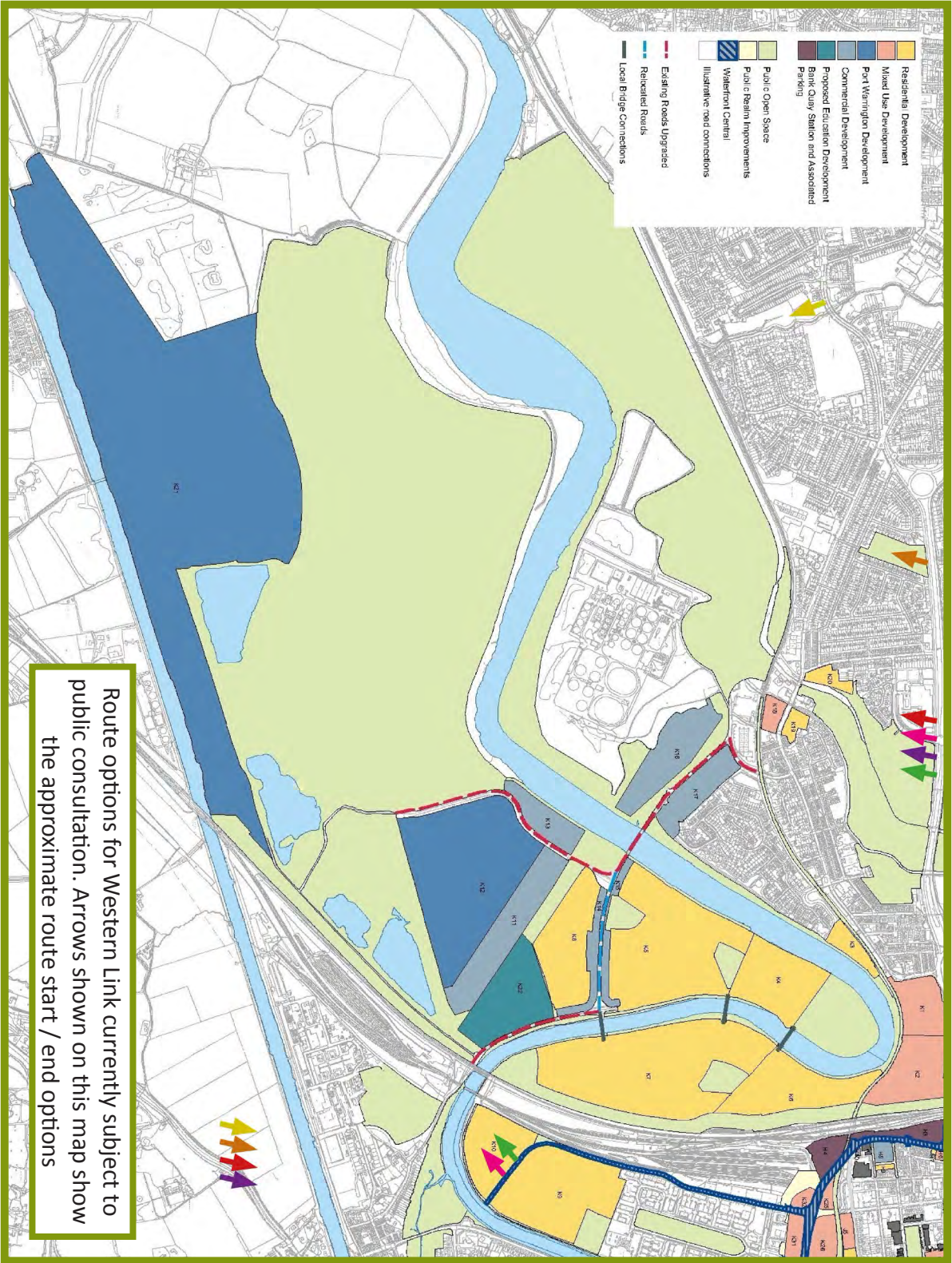


Figure 6: Warrington Waterfront

## Warrington Garden City Suburb

5.28 The south eastern extension of Warrington will create a new Garden City Suburb, providing the potential development of around 7,000 new homes to be delivered over the full 20 years of the Plan. This includes land for 950 homes which is outside of the Green Belt.

5.29 The suburb will also provide a major new employment area as an extension of the existing Appleton Thorn / Barleycastle estates at the intersection of the M6 and M56.

5.30 The initial development concept envisages this area will be focussed around three garden neighbourhoods centred around a new district centre and a new country park. Walking, cycling and public transport linkages will connect these neighbourhoods to their local and district centres, Stockton Heath, the new employment zone and the City Centre. An extensive and attractive green network would form the framework to this development area.

5.31 The Council has prepared a more detailed Development Concept which assesses the capacity of the area, identifies indicative infrastructure requirements, sets out proposed development principles and an indicative development phasing.

### Infrastructure Requirements

5.32 There is a significant requirement for infrastructure to support this level of growth, including a network of new distributor roads, a new secondary school, up to 4 new primary schools, a major new park, district centre, health facilities and leisure facilities. To achieve the full development potential of the area may require a further higher level connection across the Ship Canal.

5.33 Given the scale of this development proposal, it will be necessary for the Council to work with landowners to prepare a more detailed masterplan and ensure the timely delivery of infrastructure to support individual phases of development.

### Development Trajectory

	0-5	6-10	11-15	16-20	Total
Garden City Suburb	406	496	48	0	950
Garden City Suburb (Green Belt)	0	2,114	2,096	2,114	6,324
<b>TOTAL</b>	<b>406</b>	<b>2,610</b>	<b>2,144</b>	<b>2,114</b>	<b>7,274</b>

Table 19: Garden City Suburb Housing Trajectory

	0-5	6-10	11-15	16-20	Total
Garden City Suburb (Green Belt)	22	30.3	45.9	18.6	116.80

Table 20: Garden City Suburb Employment Land Trajectory

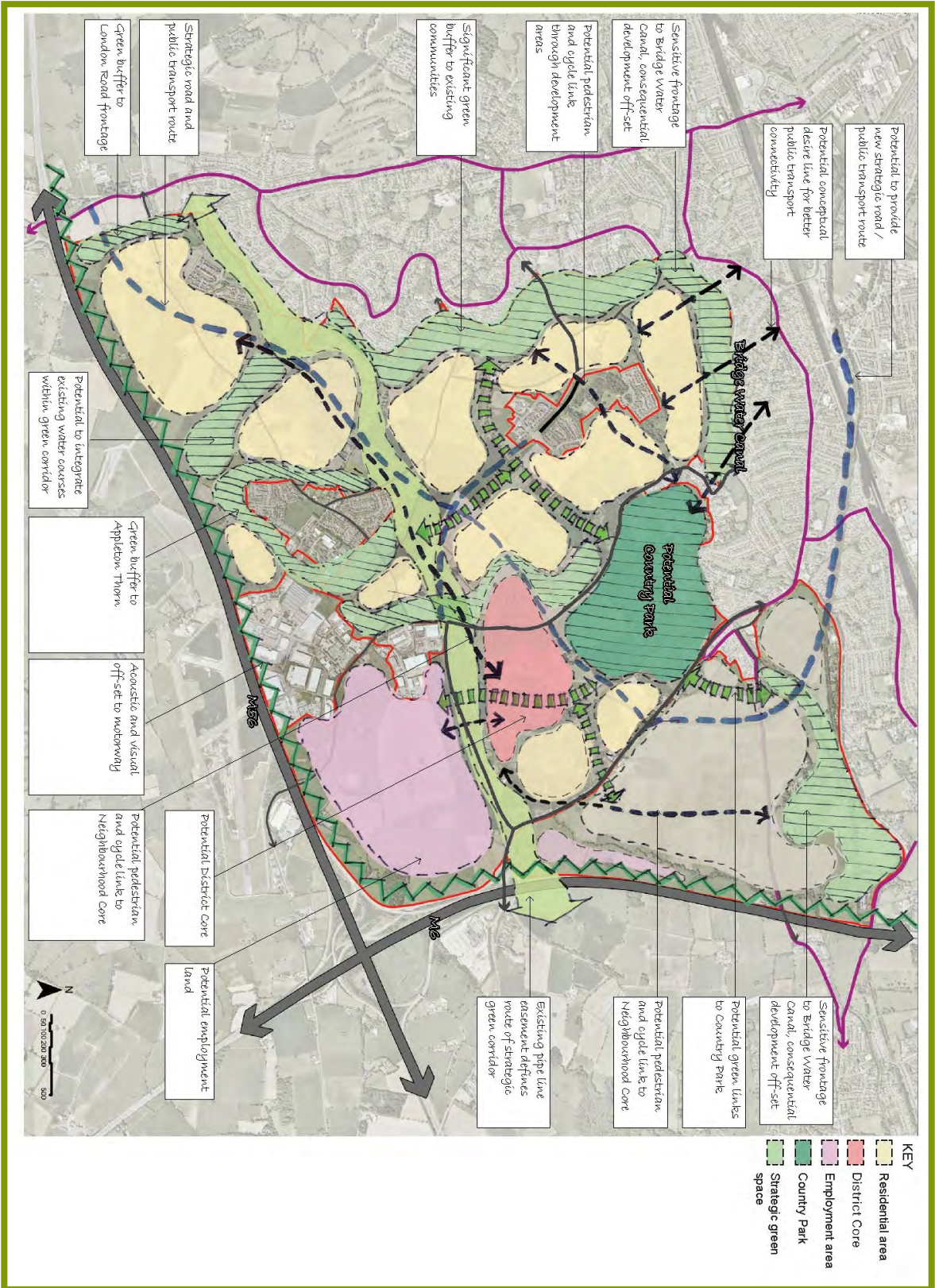


Figure 7: Warrington Garden City Suburb

5.34 The trajectory is based on the principle that no further residential development is acceptable in south east Warrington, other than non-green belt sites, until the first phase of the new strategic road link is completed. There is therefore no Green Belt Release during the first 5 years of the Plan. In addition, the new secondary school must be completed by the end of the 5 to 10 year period for any further Green Belt land to be released.

5.35 The assumptions around development capacity are set out in the Development Concept document. The trajectory is based on a gross density of 20 dwellings per hectare. This is below the standard Green Field assumption contained in the Council's SHLAA but is considered to be appropriate for the type of development envisaged in this part of Warrington. It reflects best practice examples from successful urban extensions of a similar scale and context to south east Warrington. It also provides an overall balance between built and green space which is consistent with the most recent guidance on garden city design.

5.36 The Council has however also assessed the potential capacity if the standard SHLAA density assumption is applied. This would increase the capacity of the area by around 1,000 homes. As part of the consultation on the Preferred Development Option, the Council will be seeking views on the appropriate density to be applied in this area to balance residential quality against the need to minimise Green Belt release.

### Safeguarded Land

5.37 The Council is proposing to safeguard the land adjacent to the Garden City Suburb. The Council considers this represents a continuation of the preferred development option, providing the opportunity to increase the size of the suburb to meet future development need beyond the Plan period. The safeguarding area will cover the General Area 9 as set out in the Green Belt Assessment and will ensure a long term defensible boundary to the Green Belt is provided by the M6 and M56.

5.38 The balance of land to be allocated for development and safeguarded for future development will be dependent upon the density applied across the Garden City suburb. Based on a gross density of 20 dwellings per hectare, it is likely that the whole of General Area 10 will need to be allocated. This may therefore require further land to be safeguarded, beyond General Area 9 to meet the requirement set out in Table 3.

5.39 If the standard SHLAA density is applied then not all of General Area 10 will need to be allocated. Based on the illustrative masterplan contained in the Development Concept, this will mean the area comprising development parcels C1 to C3 as well as a portion of the district centre would be safeguarded as opposed to being allocated. Together with General Area 9, this may be sufficient to meet all of Warrington's safeguarding requirement. It should be noted however that the Council has only undertaken an initial assessment of development Capacity within General Area 9 and there are sensitive environmental assets to the north of the area which would need to be protected.



## South Western Warrington Urban Extension

5.40 The south western urban extension will provide a smaller urban extension of around 1,800 homes based on a new primary school and local centre. The location of the site adjacent to the Ship Canal provides a potential waterside setting although the aspect is significantly impacted by the Chemical works on the north side of the Ship Canal. The Chemical Works also poses Health and Safety restrictions which impacts on the capacity of the site. The northern part of the site is in proximity to Higher Walton and it will be important for the new development to respect the existing character of this area.

5.41 The form of development will be dependent on the final location of the Western Link. If a new road runs through the area to a new high level crossing over the Ship Canal, then the area will benefit from access into the Waterfront Development Area, although this will mean that residential development is not possible on the eastern part of the site.

5.42 Provision of extensive open space therefore will be important for recreation and visual amenity and also to ensure an appropriate design response to the area's surroundings.

### Infrastructure Requirements

5.43 The urban extension will require a new primary school, local centre and satellite health facility, together with a new local park and extensive landscaping.

### Development Trajectory

	0-5	6-10	11-15	16-20	Total
South West Extension	0	610	610	611	1,831

Table 21: South Western Warrington Urban Extension Housing Trajectory

5.44 A more detailed assessment of highway capacity will be required to confirm the development trajectory of the urban extension. If the Western Link is to be located through the area then this will need to be completed prior to any significant development taking place to ensure the traffic generated from the development can be accommodated.

5.45 If the Western Link does not pass through the site then this will require a greater understanding of the traffic improvements required to facilitate the development of the site. This may require significant upgrade to existing junctions which will need to be completed prior to any significant development taking place.



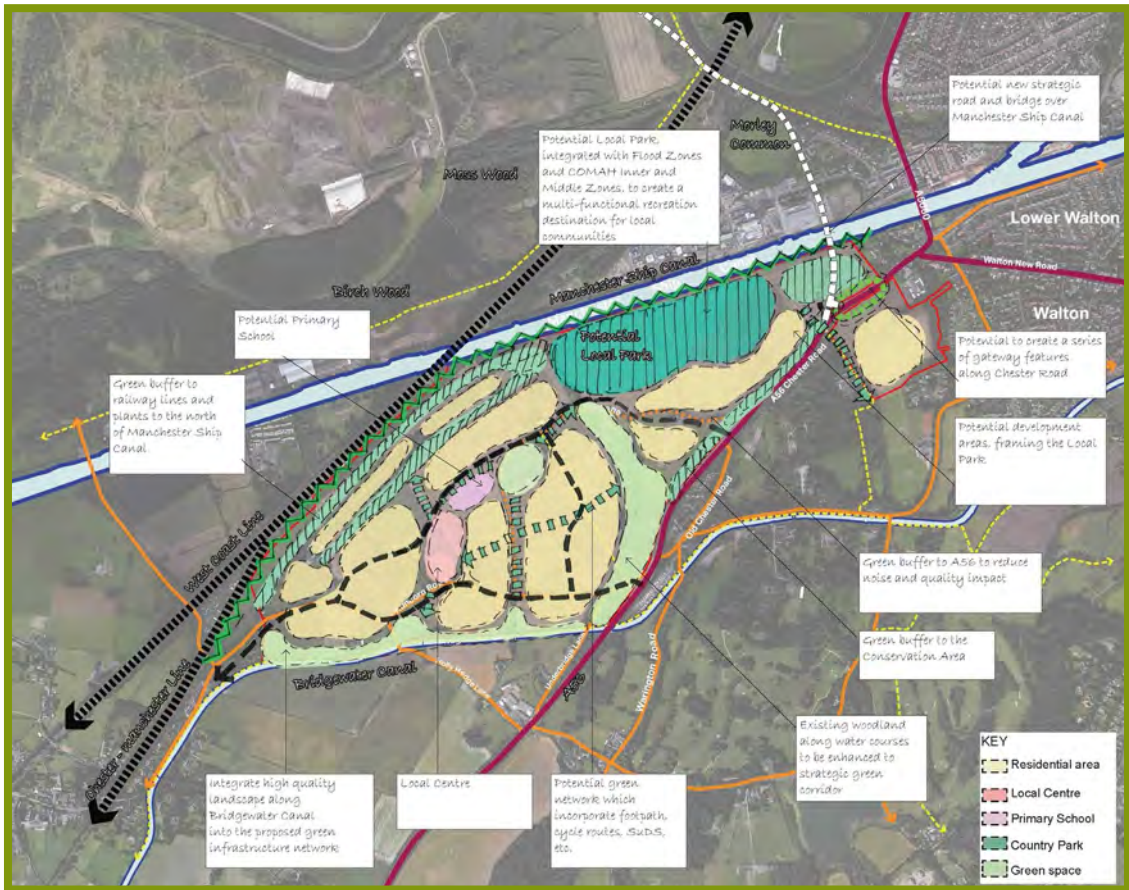


Figure 8A: South Western Warrington Urban Extension with Western Link

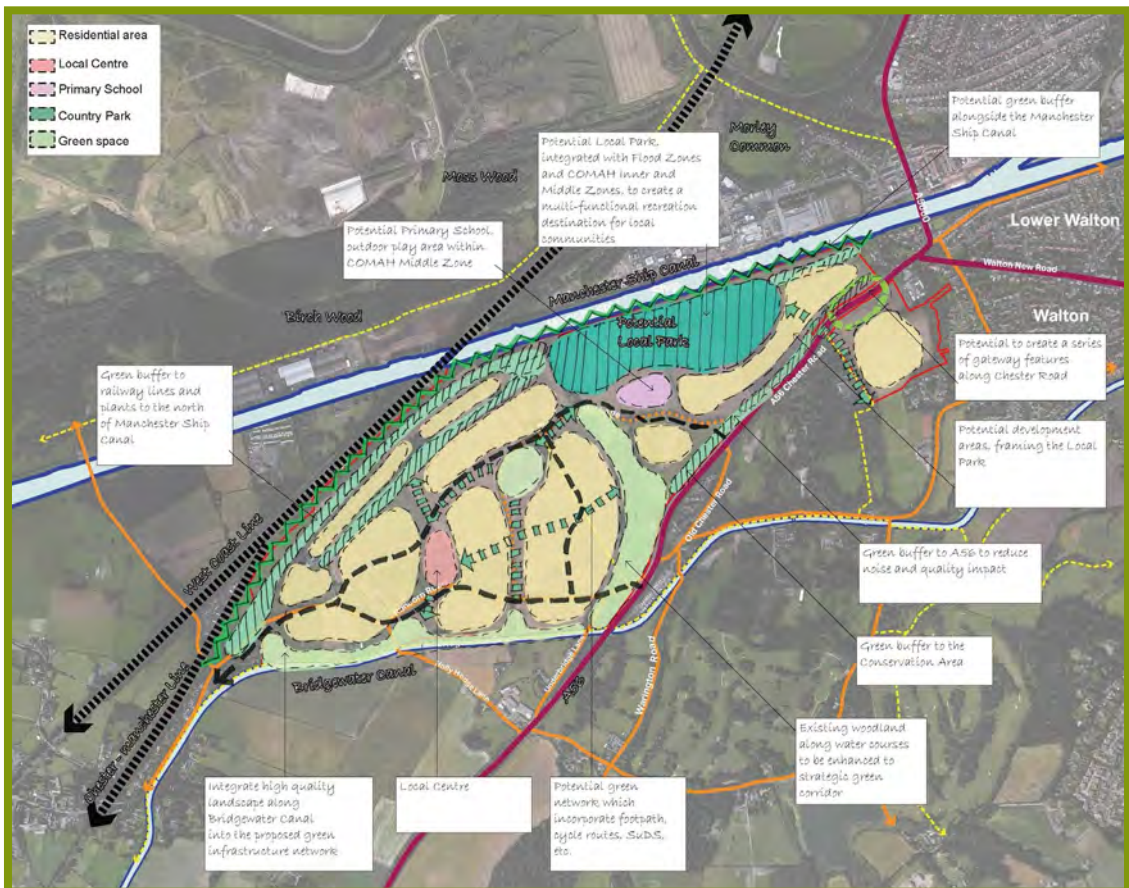


Figure 8B: South Western Warrington Urban Extension without Western Link

## Outlying Settlements

5.46 The preferred option defines an approximate number of homes the Council considers can be accommodated by each of the outlying settlements under the 'incremental growth' scenario.

Settlement	Indicative Green Belt Capacity
Lymm	500
Culcheth	300
Burtonwood	150
Winwick	90
Croft	60
Glazebury	50
Hollins Green	40
<b>TOTAL</b>	<b>1,190</b>

Table 22: Outlying Settlements - Indicative Green Belt Capacity

5.47 In order to deliver this level of development it will be necessary to expand existing primary schools in Lymm, Culcheth and Burtonwood. It will also be necessary to provide additional primary care capacity in Lymm.

5.48 Due to the large number of sites put forward in proximity to each of the outlying settlements relative to the level of growth required under the Preferred Development Option, the Council has decided to hold back detailed site assessment work to confirm the individual sites to be allocated until after the Preferred Development Options Stage.

5.49 The numbers provided in the table above are therefore indicative at this stage. The final numbers will depend on the detailed assessment of potential development sites, including a more detailed assessment of the implications for the character of the respective settlements, the permanence of the amended Green Belt boundaries and transport impacts.

5.50 The Council has undertaken an initial review of each of the call for sites in terms of their land use characteristics and Green Belt performance. This information has been published as part of the consultation process (LINK) and will provide the starting point for identifying sites to be allocated and / or potentially safeguarded.

5.51 The Council is aware of the proposal in the Housing White Paper to enable Neighbourhood Plans to make minor revisions to Green Belt boundaries to support housing development. This may provide the opportunity for Parish Councils themselves to determine which sites to release, should they wish to prepare Neighbourhood Plan. The Council intends to discuss the potential for Neighbourhood Plans with Parish Councils during the consultation period.

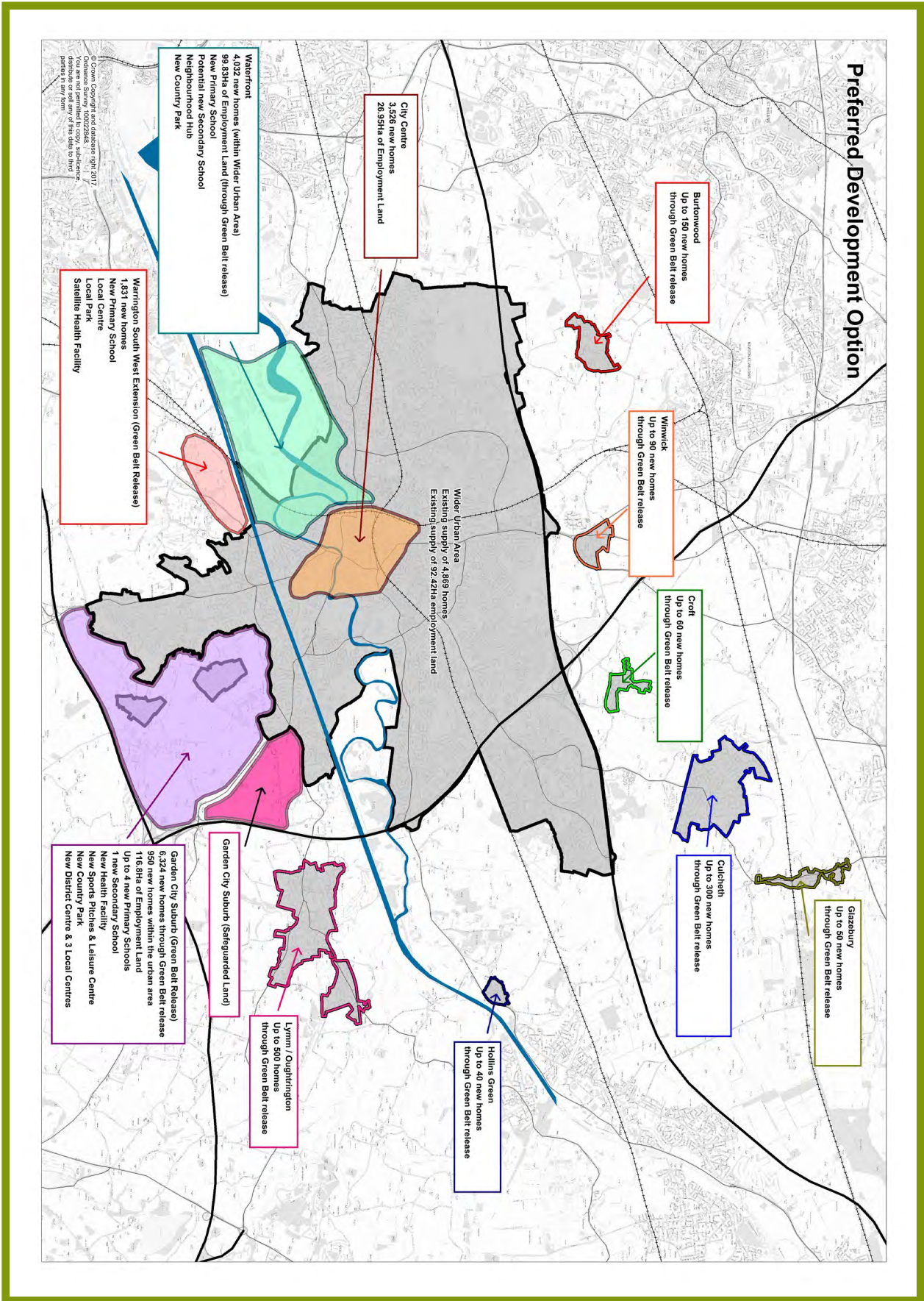


Figure 9: Preferred Development Option

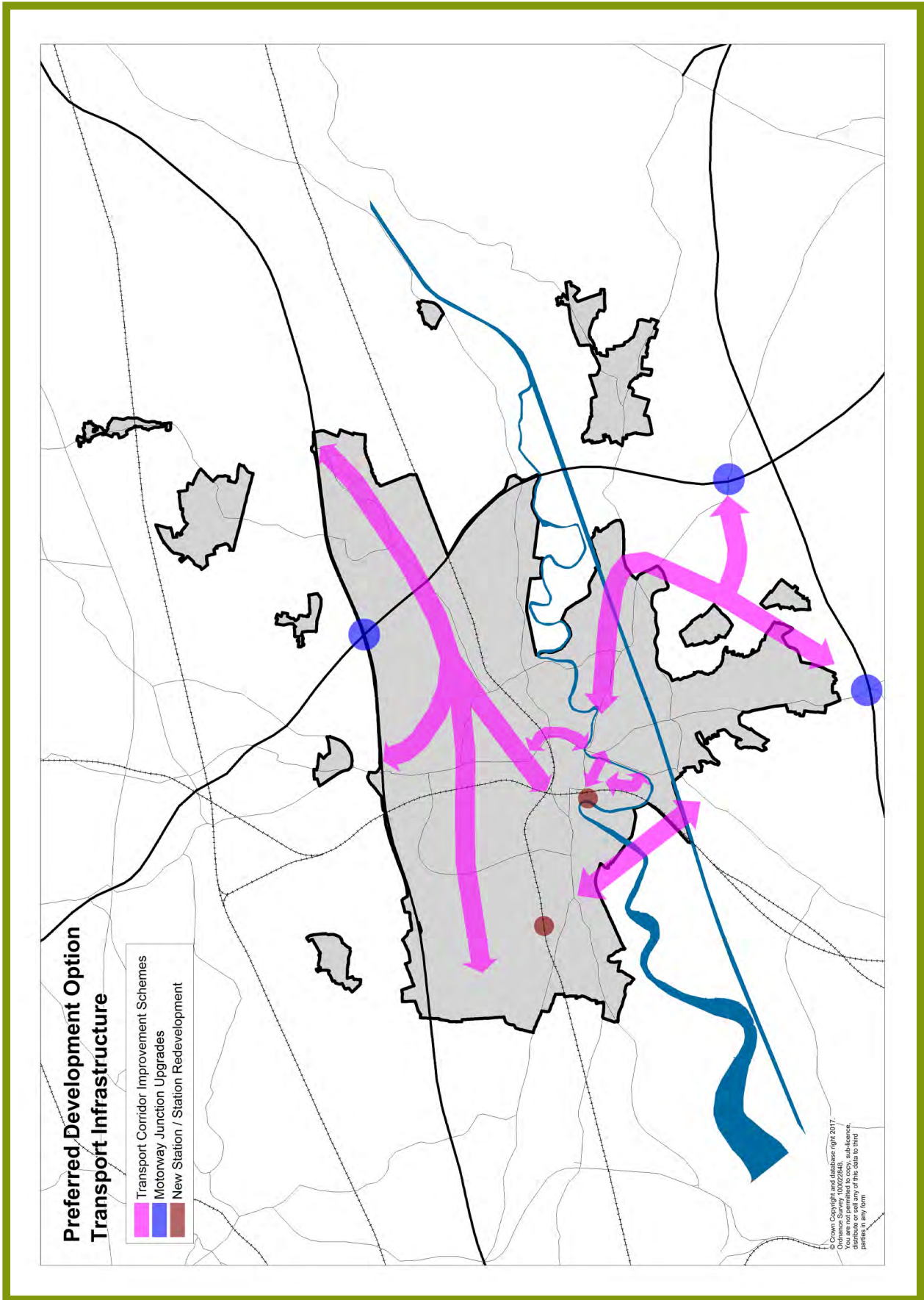


Figure 10: Preferred Development Option - Transport Infrastructure



## Gypsies and Travellers

5.52 There are currently three unauthorised sites for Gypsy and Travellers, which are all located in the Green Belt. The table below indicates the number of pitches that these three sites would provide.

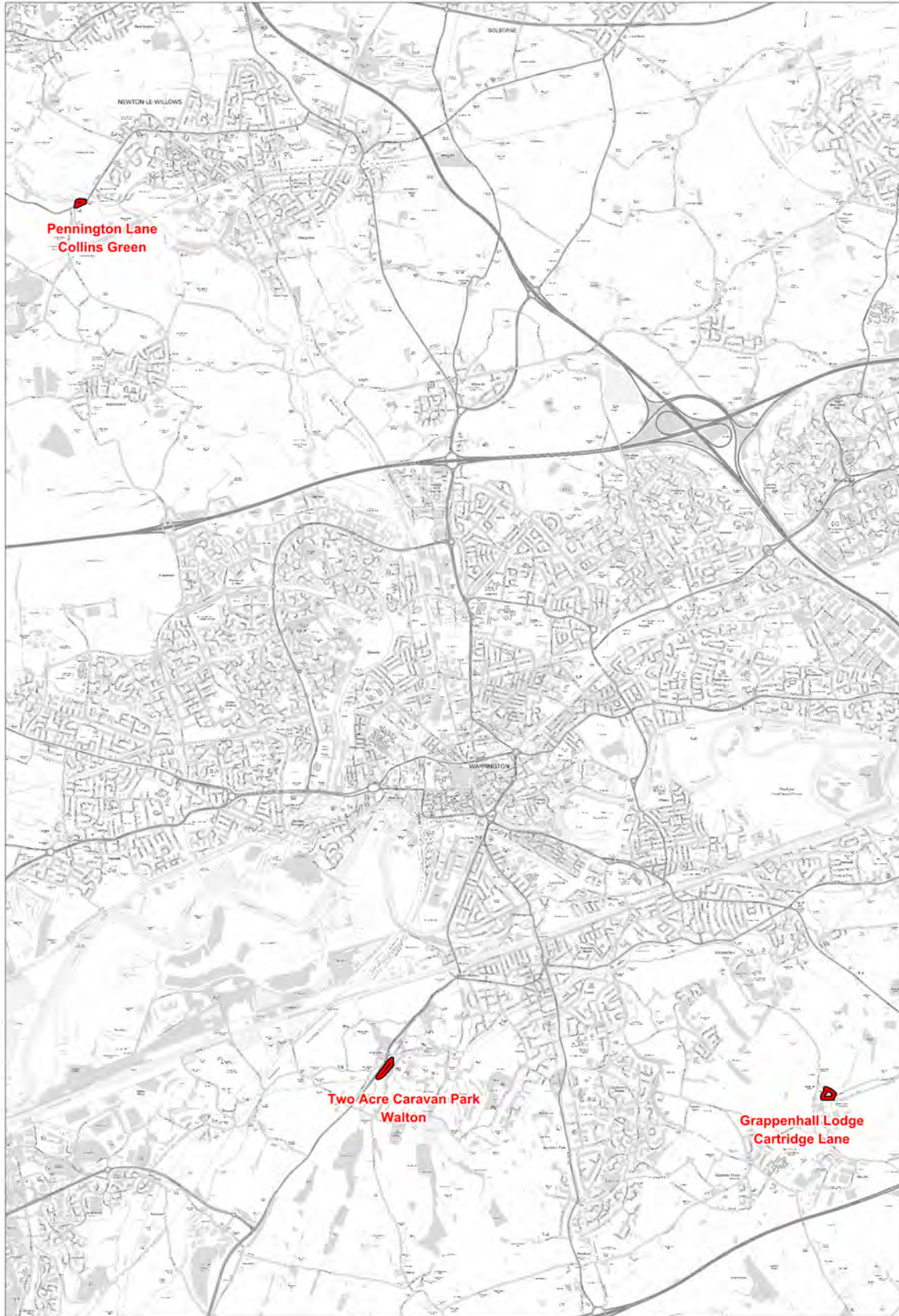
Site	Number of Pitches
Pennington Lane, Collins Green	4
Two Acre Caravan Park, Walton	20
Grappenhall Lodge, Cartridge Lane	6

Table 23: Gypsy and Traveller Sites - Pitch Provision

5.53 The Preferred Development Option proposes to remove these three sites from the Green Belt and formally allocate them as permanent Gypsy and Travellers sites.

5.54 It is unlikely that these existing sites will meet all of Warrington's need and therefore the Council will continue to look for additional sites ahead of the publication of the submission draft version of the Local Plan. This will include further investigation into the potential for sites within the existing urban area and, if required, sites currently in the Green Belt both for permanent gypsy and traveller/travelling showpeople sites and for a transit site.

5.55 A criteria based policy will be developed to assess any applications for proposals for additional provision that is identified through the updated Needs Assessment that come forward in the future.



## Minerals & Waste

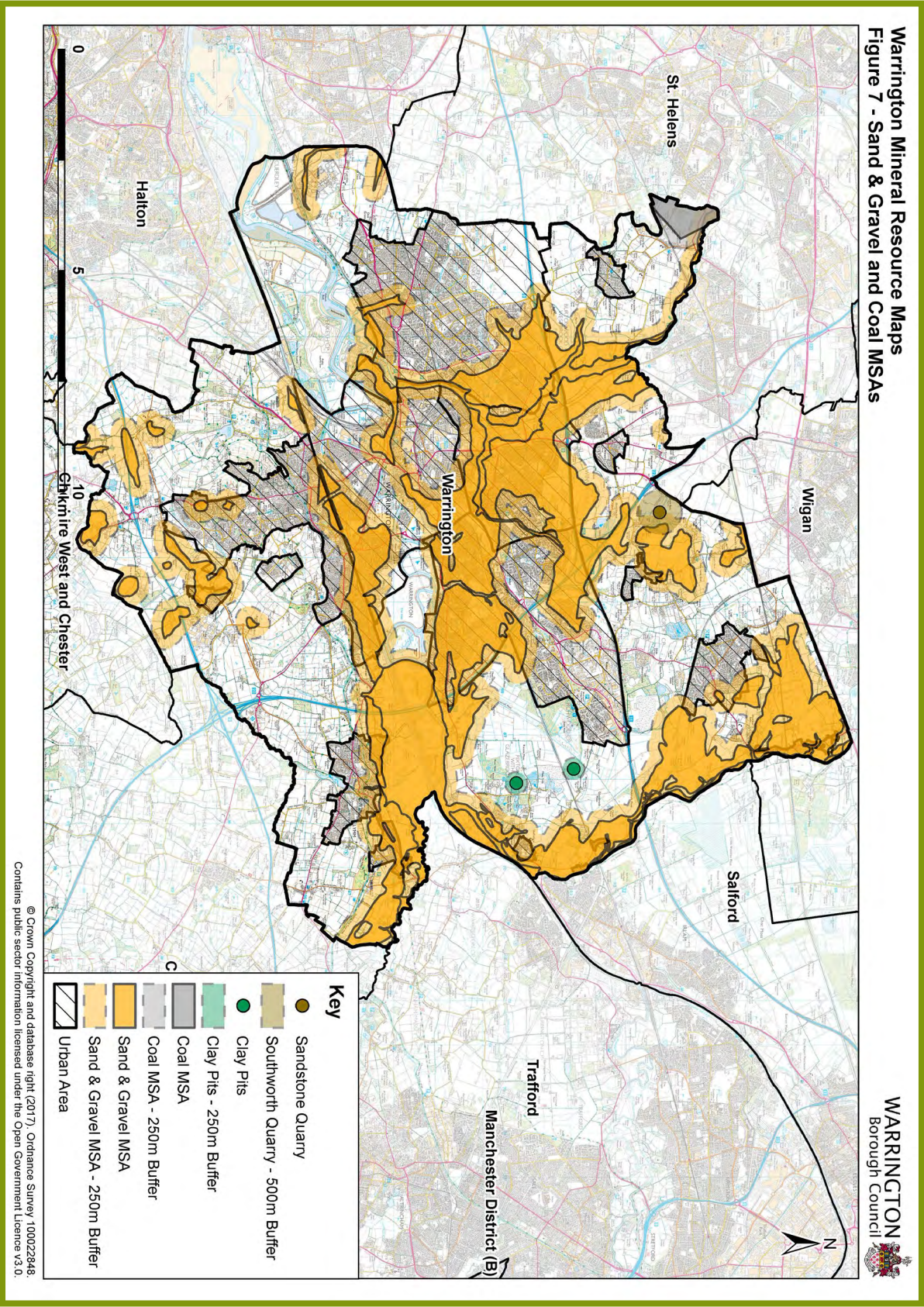
5.56 The map below shows the proposed mineral safeguarded areas for the mineral reserves and infrastructure that have been identified as in need of protecting.

5.57 Applications for the extraction and/or processing of sand, gravel or sandstone/gritstone within the Areas of Search will be supported subject to other Development Management and environmental considerations being satisfied.

5.58 Planning permission will not be granted for incompatible non-mineral development within the Minerals Safeguarding Areas unless it can be demonstrated that the mineral is not of economic value or potential value, or does not exist; or that extraction of the mineral would not be physically viable or practicable; or the proposals would be contrary to other development management and environmental considerations.

5.59 The Council's approach to dealing with waste is as set out in paragraphs 4.95 to 4.102 in the previous section.





## 6 NEXT STEPS

6.1 Following the end of the consultation period, the Council will consider representations received in preparing the submission version of the Local Plan.

6.2 The Council will be undertaking more detailed site assessments relating to the main development areas as well as all of the submitted 'call for sites'. This will enable the Council to provide definitive details on all sites to be allocated or safeguarded in the Local Plan.

6.3 A key element of this work will be to test the proposed development allocations through the updated Warrington Multi-Modal Transport Model. This will enable the Council to consider local and borough wide transport impacts arising from new development. It will also allow the Council to confirm the infrastructure required to mitigate these impacts and contribute to the wider New City concept.

6.4 The Council will ensure that all infrastructure required to support the delivery of the Local Plan is set out in an updated Infrastructure Delivery Plan to be published with the submission version of the Plan. This will include infrastructure costs and the mechanisms to ensure timely delivery. This will be supported by a viability assessment of the submission version of the Plan.

6.5 The Council will also be working up individual planning policies for inclusion in the Local Plan. Where policies in the current adopted Local Plan remain up to date and consistent with the new Local Plan Strategic Objectives, the Council is proposing to carry these policies forward into the New Local Plan.

6.6 The Council is aware that it will need to undertake a more detailed review of its affordable housing policy to reflect changes to national planning policy and the latest evidence on the borough's affordable housing need. The Council is also aware from evidence base work informing the Council's forthcoming Housing Strategy that additional detail may be required to ensure that the Local Plan is able to address issues relating Warrington's aging population, including provision of extra care facilities and the need to design new homes to enable independent living for people as they grow older.

6.7 In addition, once the Preferred Development Option has been finalised following the consultation it will be subject to further sustainability appraisal review and an analysis of its potential likely effects on any European sites of nature conservation importance through a Habitat Regulations Assessment.

6.8 The Council's Local Development Scheme sets out the programme for the Review of the Local Plan. The consultation of the Preferred Development Option has been delayed due to the pre-election period ahead of the General Election. This will have a knock on delay for the consultation on the Proposed Submission Version of the Local Plan. Consultation on the Proposed Submission Version of the Plan is now anticipated to start in February 2018.

## 7. HOW TO GET INVOLVED AND COMMENT

7.1 You are invited to comment on the Preferred Development Option. We would also welcome your views on the evidence base we have prepared, the Council's conclusions on Warrington's development needs and the scope of the work the Council intends to undertake in preparing the submission version of the Local Plan.

7.2 The standard response form is the quickest and simplest method for submitting your comments and a blank form can be found here.

7.3 Please send your comments, representations and completed standard reply forms to:

By e-mail: [ldf@warrington.gov.uk](mailto:ldf@warrington.gov.uk)

By writing to: Warrington Borough Council, Planning Policy and Programmes, New Town House, Buttermarket Street, Warrington, Cheshire, WA1 2NH.

7.4 Representations must provide a contact name and address. Any comments you make will not be confidential and will be made publicly available, however your address and contact details will not be shown online.

7.5 Should you require further advice and guidance, please contact the Planning Policy Team by telephone on 01925 442826 or by e-mail at [ldf@warrington.gov.uk](mailto:ldf@warrington.gov.uk)

### Consultation Period

7.6 The Regulation 18 consultation will run from Tuesday 18th July to Monday 11th September 2017.

7.7 Please return your representation(s) to Warrington Borough Council no later than 5.00pm on 11th September 2017.

7.8 A number of consultation events are taking places across the borough during the consultation period. Details of the consultation events are on the Council's web site.

7.9 What will happen to your Comments?

- Your comments will be acknowledged either in writing or by email.
- A summary of the results of the consultation will be publicly available.
- Your comments will be considered by the Council in working up the submission draft of the Local Plan.
- All comments will be made available for viewing.
- In accordance with the Data Protection Act 1998 your details will be retained on our database for the purposes of preparing the Local Plan and any other planning policy documents, they will not be used for any other purpose.







**WARRINGTON**  
Borough Council

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